Overview & Scrutiny

Living in Hackney Scrutiny Commission

All Members of the Living in Hackney Scrutiny Commission are requested to attend the meeting of the Commission to be held as follows

Monday, 8th April, 2019

7.00 pm

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

Contact:
Tom Thorn
☎ 0208 356 8186
✉ thomas.thorn@hackney.gov.uk

Tim Shields
Chief Executive, London Borough of Hackney

Members: **Cllr Sharon Patrick (Chair), Cllr Sade Etti (Vice-Chair), Cllr Michelle Gregory, Cllr Anthony McMahon, Cllr M Can Ozsen, Cllr Ian Rathbone and Cllr Penny Wrout**

Agenda

ALL MEETINGS ARE OPEN TO THE PUBLIC

Hackney

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Further Information about the Commission

If you would like any more information about the Scrutiny Commission, including the membership details, meeting dates and previous reviews, please visit the website or use this QR Code (accessible via phone or tablet 'app') http://www.hackney.gov.uk/individual-scrutiny-commissions-living-in-hackney.htm

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Providing oral commentary during a meeting is not permitted.

⬤ Hackney

Living in Hackney Scrutiny Commission	Item No
8th April 2019	**4**
Item 4 - Update from Housing Services - progress on implementation of recommendations of Fire Risk Assessments	

Outline

This item has been scheduled for the Commission to receive a progress update on the Council's housing-related fire safety work, put in place following the Grenfell Tower tragedy.

The last update was received in November 2018. At that point the Council was continuing to work through the more than 20,000 actions arising from 1823 Fire Risk Assessments (FRAs), according to their priority. All critical (highest priority) actions had been addressed. 37% of high priority, 32.5% of medium priority, and 19.2% of low priority actions had been completed.

The majority of actions outstanding – at least at the high and medium priority level – were in relation to the replacement of flat entrance doors.

The discussions in November explored the Fire Doors Programme which was underway. The Commission was advised that the initial focus would be on replacing just over 3,700 doors in blocks with higher numbers of storeys, before moving onto others. At that stage, Housing Services was in the specification and design stage of the programme. It expected to tender for the work in early 2019, and for the delivery phase to begin in early in 2019/20.

The November discussions also covered gas safety. The Council was to ensure that testing of appliances in Council leaseholder properties took place by – from April 2019 - requiring leaseholders to provide proof of their gas safety certificates, on an annual basis.

The discussion explored how the service planned to engage and support leaseholders in the early stages of this programme, eventually moving towards enforcement action to ensure compliance where this was necessary. The Commission was advised that leaseholders would have the option to buy into the Gas Safety service which the Council delivered for its tenant households.

The context above is intended to help focus discussions within this item. The full record of the discussion in November 2018 is available via the link below
http://mginternet.hackney.gov.uk/mgAi.aspx?ID=32851

Guests Expected:

- Cllr Clayeon McKenzie, Cabinet Member for Housing Services
- Kim Wright, Group Director, Director of Housing Services

<u>Action</u>

The Commission is invited to hear opening comments from guests on the Council's work to further improve fire safety on its housing estates, before asking questions

Hackney

Living in Hackney Scrutiny Commission 8th April 2019 **Item 5 - Cabinet Question Time - Cllr Clayeon McKenzie, Cabinet Member for Housing Services**	Item No **5**

Outline

Cllr McKenzie is the Council's Cabinet Member for Housing Services. Within this role, he has the following responsibility areas:

- housing management / services
- housing service transformation and improvement
- HRA business plan and strategic asset management plan
- better homes partnership
- fire and resident safety
- TMO champion
- travellers
- maintaining strong relations with the tenants and residents movement

Informed by these, Members of the Commission were asked to select a shortlist of items on which their questions on the night will be focused. The ones below have been put forward:

- **Finance -** Latest position on budgets in the context of Housing Services; impact of Fire Safety-related work and implications for other improvements to housing stock, and envisaged priority spending areas over next three years.

- **Use of Community Halls -** Current and potential usage of halls by community organisations and groups. Current and future plans re community halls fees and charges - including for the community and voluntary sector - and benefits and risks of this.

- **Housing Services Workforce -** Use of agency staff by the different services within Housing Services, and by seniority of grade. Comparisons of agency staff levels compared with the rest of the Council. Any implications of Housing Services' usage of agency staff on service delivery and budgets.

Action

Members of the Commission are asked to question Cllr McKenzie about services and decisions within the areas selected.

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Hackney

Living in Hackney Scrutiny Commission	Item No
8th April 2019 **Item 6 - Findings of Commission investigation into contract management - Discussion with Cabinet Member for Housing Services**	**6**

Outline

During the 2017/18 municipal year the Commission held a number of items relating to the management of contracts by the Council's Housing Services.

Members received a number of updates on the performance and management of one specific major contract - that for Specialist Electrical Works with Morgan Sindall - and held a more general discussion item focusing the benefits, risks and issues with some of Housing Services' larger 'partnering' contracts.

In July 2018 a detailed set of findings from this work were handed over to the Scrutiny Panel. With the Scrutiny Panel planning to contribute to the Council's planned development of a Sustainable Procurement Strategy (understood to include defining an approach to outsourcing and insourcing of services) this was in order that the findings could help inform this.

In addition, the Commission wrote to the Cabinet Member for Housing Services, relaying the findings of its investigation and asking for his attendance at a Commission meeting.

This is in order that he can respond to three issues with specific regards to Housing Services which the work identified. The letter (which is enclosed) set out (in sections 3.1 to 3.3) in detail the findings of the Commission in these areas. It explained that questioning on the evening would be focused on these. The areas are those below:

- Cabinet Member for Housing Services' view around the need to achieve sustainable in house Clerks of Works and Quantity Surveying functions and to ensure their effective deployment, and any plans to support this.

- Resident liaison functions within contracts - any work by Housing Services to enable the in-house delivery of resident liaison functions, within both existing partnering contracts and any future large housing contracts.

- Any update on work to tackle issues around underpricing at tender stage

Action

Members are asked to re-familiarise themselves with the findings of the Commission's investigation into contract management within Housing Services, through reviewing the letter enclosed. This is in particular regard to the findings detailed in sections 3.1 to 3.3.

Members are asked to hear any opening comments from Cllr McKenzie and Officers in attendance, and to then ask questions on the elements detailed in sections 3.1 to 3.3.

Living in Hackney Scrutiny Commission
Hackney Council
Hackney Town Hall
London, E8 1EA

Reply to: Thomas.thorn@hackney.gov.uk

13th August 2018
Cllr Clayeon McKenzie
Cabinet Member for Housing Services

Dear Cllr McKenzie,

1. Context

As you are aware, the Living in Hackney Scrutiny Commission held a number of items during the last year regarding contracts managed by the Council's Housing Services.

These items saw the Commission receiving regular updates on one specific major contract - that for Specialist Electrical Works with Morgan Sindall - and holding a more general discussion item focusing the benefits, risks and issues with some of our larger partnering housing contracts.

Our investigations have been relevant to the inter-related subjects of procurement, contract management, and divisions between insourced and outsourced services. Given this, the Commission has relayed its findings to the Scrutiny Panel[1]. We are aware that there is interest in the Panel feeding into the Council's planned development of a Sustainable Procurement Strategy which we understand will include defining an approach to outsourcing and insourcing of services. The letter in which we have handed over these findings is available [here][2]. We hope that it can be used to help inform the Panel's broader work in this area.

In addition to this there are a number of issues with specific regards to Housing Services which the work identified, and which we wish to follow up with you.

2. Headline findings of investigations

The key points of learning from the Commission's work are those below. The detail and context behind each one of these can be drawn from the findings sections of the [letter mentioned above][letter mentioned above]:

- Large, long term partnering contracts have helped facilitate very significant levels of investment in the Council's housing stock.

- Some partnering contracts work very well.

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[1] The Scrutiny Panel is the overarching body sitting above the 4 individual Scrutiny Commissions. One of its functions is to explore issues cutting across the remits of more than one Commission.
[2] http://mginternet.hackney.gov.uk/documents/s61532/Cllr_Patrick_letter_to_Cllr_Gordon_-_evidence_to_input_into_any_review_around_procurement.pdf

- However, the evidence we have gathered points to the vision of large and long term partnering contracts achieving true partnership working having been misguided.

- Quite stark examples of poor behaviour by partnering contractors have been shared with us.

- It is clear that large long term partnering contracts rely on close and intensive management to ensure value for money for residents. Quality assurance and resident feedback mechanisms should be fully separated from the contractor.

- We support Housing Services' efforts to ensure that this is in place. This includes their termination of an external Clerks of Works contract and it now delivering this function in house.

- Clerks of Works perform a vital role in ensuring quality and value for money for the Council through inspection of materials and workmanship. A restructure resulting in a reduction in capacity of the internal Clerks of Works function appeared to put it under considerable strain. We are concerned that reducing service capacity before seeking to expand it may have compounded known difficulties around recruitment and retention to these positions. 5 of the 9 Clerks of Works in place in March 2018 were filled by agency staff.

- Along with Clerks of Works Quantity Surveyors are crucial to effective quality and cost assurance, helping to ensure the Council pays a fair price for work and improving capacity for quality assurance. We support the work of Housing Services to expand its numbers of Quantity Surveyors.

- Future investigations by the Commission will ask for further detail around the stability of the Clerks of Works and Quantity Surveying functions, and around work to better achieve recruitment and retention of permanent staff.

- We note the very challenging labour market. We make the explicit recommendation that the Council's Housing Services puts in all steps necessary to achieve stable and sustainable in-house Clerks of Works and Quantity Surveying functions. Given the range of issues identified in this report we feel this approach would deliver savings, increased quality and better value for money in the longer term. Future scrutiny items should test this hypothesis further.

- We feel there should be further separation of resident feedback channels (via Resident Liaison Officers) from the contractors delivering works. We feel that Housing Services should seek to incorporate the Resident Liaison function internally, resourced via amendments to contract specifications and values. This will better ensure that Resident Liaison Officers are working fully on behalf of and advocating for residents, and that residents have more confidence in the function.

- We support the efforts of Housing Services to tackle aggressive pricing by contractors in the form of under-pricing at tendering stage followed up by over-pricing during the contract's lifecycle. We support work to ensure internal capacity is in place for rigorous checks and scrutiny. Alongside this, we also support work by the Council to adapt procurement processes associated with construction contracts. We heard this was in order to better ensure that information being put forward by contractors at tendering stage was fully and expertly assessed[3].

- We feel the issues identified in our evidence gathering give a strong rationale for the manifesto commitment to review external contracts to look to expand in house services, and to work with other Councils to help deliver improvement to the standards and skills in the construction industry.

3. <u>Request to you</u>

We request your attendance at the Living in Hackney Scrutiny Commission on the 13th November 2018. This will be to present and answer questions on your views and responses to the Commission's findings.

To help ensure that the discussion is focused, I have detailed below the specific points which you should be expected to questioned on, and the context of each.

3.1 Your view around the need to achieve sustainable in house Clerks of Works and Quantity Surveying functions and to ensure their effective deployment, and any plans to support this.

The partnering approach to contracting was designed to foster trusting and collaborative relationships between contract providers and their clients. Within these environments, significant amounts of oversight work have been delegated to contractors themselves.

Evidence suggests the vision around partnering contracts to have been idealistic and for closer management and monitoring of these contracts to be required.

In our monitoring of one specific partnering contract we heard about the practice of aggressive pricing in the form of excessive claims for works. However, we heard that these behaviours and others were common in other partnering contracts also, and across the industry generally. Stark examples were given to us where contractors had overcharged for works, proposed to deliver (and to charge for) work which was not required, incorrectly claimed work to be complete, and delivered substandard jobs.

Rather than working truly in partnership with their clients, some partnering contract providers appear to be seeking to take advantage of this approach whilst relying – in the words of a paper submitted to us – 'on client representatives not looking too closely at the pricing or invoicing', and on clients not having internal resources to carry out full checks of works.

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[3] A fuller review might explore this in more detail. We were advised that external consultants would be tasked with carrying out checks on the information put forward by potential contractors. We support work to better ensure accurate submissions of information in order to help tackle aggressive pricing. However, the evidence we have gathered has left us with a view that quality and cost assurance functions around construction contracts should be internalised wherever possible. A fuller review might ask questions around whether this function could be internal to the Council.

The above considered, we support Housing Services' work to bring greater separation between contractors and quality assurance functions. This has included terminating a contract for external delivery of the Clerks of Works function and a move to an in house model.

Clerks of Works are crucial to the quality assurance process. Effectively deployed, they can help ensure value for money for the client rather than the contractor through detailed inspection of the materials and workmanship throughout the building process. We support Housing Services' move to internalise the function. We also support work to improve internal processes so that Clerks of Works are fully involved in quality assuring work prior to payment.

This said, we do have concerns around Housing Services having reduced it Clerks of Works resources to a level which put it under pressure, and from which expansion and greater support was required[4]. We feel that reducing service capacity before seeking to expand it may have compounded known difficulties around recruitment and retention to these positions. 5 of the 9 Clerks of Works in place in March 2018 were filled by agency staff. We would now like to see further progress made towards the delivery of a stable and sustainable Clerks of Works function.

Along with Clerks of Works, Quantity Surveyors play a crucial role in quality and cost assurance in contract management, helping to ensure the Council pays a fair price for work and improving capacity for quality assurance. We heard that Housing Services was expanding its numbers of Quantity Surveyors and we support this. We also appreciate the challenges around recruitment and retention in these positions.

We make the explicit recommendation that the Council's Housing Services puts in all steps necessary to achieve stable and sustainable in-house Clerks of Works and Quantity Surveying functions. Given the range of issues identified in our investigations, we feel this approach would deliver savings, increased quality and better value for money in the longer term.

3.2 Resident liaison functions within contracts - any work by Housing Services to enable the inhouse delivery of resident liaison functions, within both existing partnering contracts and any future large housing contracts.

With resident feedback offering a crucial source through which improvements can be achieved, our findings raised concerns around what we see as an inadequate division of customer feedback channels from the contractors delivering the work. This is in the form of Resident Liaison Officers often being employed by partnering contractors delivering works, rather than the Council. Housing Services appeared to share our concerns around this and had put in steps enabling it to play a greater intermediary role between Resident Liaison

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[4] In November 2017 we were advised numbers had reduced from 12 to 6 following a restructure and that staff remaining were now under pressure. We were advised that the service was seeking to alleviate this by exploring the possibility of recruiting a dedicated post to fulfil record keeping tasks, and by developing a business case to expand the Clerks of Works numbers. This appeared to have been successful as in March 2018 we were advised that the numbers had increased to 9.

Officers and our residents. Officers stated that they would prefer for these functions to be delivered internally. Our letter stated that we supported this and that we would push Housing Services to seek to do so wherever possible.

We would support Housing Services' building of an evidence base to better enable more independent Resident Liaison functions to be delivered within existing partnering contracts. In addition - given the issues highlighted around the limited extent to which partnering has translated into trustful relationships - we see there being room for the Council in any future major contracting to seek to take on greater elements of the Resident Liaison work itself by default, and for this to be reflected in future contract specifications and values.

3.3 Any update on work to tackle issues around underpricing at tender stage

On pricing by contractors, we heard that there were risks of providers under-pricing in order to win contracts before seeking to re-coup shortfalls through aggressive, excessive pricing.

During our monitoring of the Specialist Electrical Services Contract, officers stated that in hindsight some of the prices put forward by the successful bidder had proven to be unrealistically low. We heard that following go live the contractor had been found to have made excessive claims for works.

We support Housing Services' work to better ensure that internal capacity is in place to enable rigorous checks and scrutiny to further tackle incidents of overpricing. This is in relation to the expansion and more effective deployment of the Quantity Surveying and Clerks of Works functions.

In terms of addressing the issue of underpricing in order to win contracts, we were advised that the Council was working to adapt procurement processes associated with construction contracts. We heard this was in order to better ensure that information being put forward by contractors at tendering stage was fully and expertly assessed.

We were advised that external consultants would be tasked with carrying out checks on the information put forward by potential contractors. The evidence we have gathered has left us with a view that quality and cost assurance functions around construction contracts should be internalised wherever possible. A fuller review might ask questions around whether this function could be internal to the Council. However, the Commission is generally supportive of work to better ensure accurate submissions of information in order to help tackle aggressive pricing.

4. Concluding remarks

I would ask you to confirm if are able to attend the Living in Hackney Scrutiny Commission on the 13th November 2018 to discuss the points above. I look forward to hearing from you.

Yours sincerely,

Cllr Sharon Patrick
Chair, Living in Hackney Scrutiny Commission

⊖ Hackney

Living in Hackney Scrutiny Commission	Item No
8th April 2019	**7**
Item 7 - Prevent Programme Update	

Outline

The Prevent Programme is an initiative to support and divert vulnerable people away from the radicalisation process and is one of four elements of the government's counter-terrorism strategy. Prevent involves encouraging the different local partners to work together to drive action and to learn from each other in promoting integration and challenging extremism.

The delivery of Prevent sits within the Council's statutory responsibility under the Crime and Disorder Act 1998. The local Community Safety Partnership has strategic ownership of it.

This partnership works with other agencies such as Hackney and City Children Safeguarding Board and the Adult Safeguarding Board to ensure Prevent has a strategic lead and remains high on the local agenda across agencies.

Prevent Coordinators lead on working with communities, police and other local agencies, to deliver preventative measures against violent extremism.

This item has been scheduled for Members to receive an update on the programme.

Guests expected for item:
● Tracey Thomas, Prevent Coordinator, Hackney

Action

Members are asked to review the paper enclosed in advance of the meeting and to ask questions of the Prevent Coordinator.

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Report of the Overview and Scrutiny Committee: Prevent safeguarding in Hackney.

This report updates Overview and Scrutiny Board stakeholders on some of the latest outputs and outreach of Prevent–led core work taken place in Hackney

1. Introduction

Prevent Strategy – national policy context

Prevent is one of four strands of the Government's counter-terrorism strategy known as CONTEST. The other strands are: Prepare; Pursue; and Protect.

Prevent is designed to support people at risk of joining extremist groups and carrying out terrorist attacks. Prevent addresses all types of extremism. Its core focus is to prevent vulnerable people from becoming radicalised and as such Prevent related work is conducted in the pre-criminal space.

2. Overview of the Counter Terrorism and Security Act 2015

Section 26 of the Counter-Terrorism and Security Act 2015 places a duty on Hackney and partners including NHS Homerton Trust, childcare establishments, probation and the police to have due regard to the need to prevent people from being drawn into terrorism.

The government's 2011 Prevent Strategy objectives are to:

- Respond to the ideological challenge of terrorism and the threat we face from those that promote it.
- Prevent people from being drawn into terrorism and ensure that they are given appropriate support.
- Work with sectors and institutions where there are risks of radicalisation that we need to address.

In 2011 he Home Office designated Hackney a Prevent priority borough base on the presence and /or activities of extremists and vulnerability of groups or institutions to extremism as identified by the police.

The Home Office provides Hackney with additional funding for a Prevent Coordinator and Prevent Education Officer to ensure the oversight of our delivery of the Prevent duty. This work includes training frontline staff, delivery of local projects, support a referral service for concerns to safeguard vulnerable people from radicalisation. The Prevent team also provides support and guidance to council services and partners to ensure the Prevent strategy is embedded into existing frameworks.

3. Hackney Threat Picture 2017 – 2018

The threat from Syria, Iraq, and Islamic State of IRAQ and the Levant (ISIL) continues to be the greatest threat to London. During this reporting period we have seen a number of attacks take place worldwide which highlights the threat posed by Syria directed or influenced individuals or groups. There is no evidence of significant support for ISIL in borough. However there are many factors that can influence extremism locally.

Detailed below are key themes that cover ideologies, threat, harm, and risks across individuals and institution.

- This includes a range of groups linked to political extremism including Da'esh, Al-Qaida and Al Muhajiroun

- Large number of referrals from schools come from viewing of images or videos of an extreme nature
- Large number of affiliates of Al Muhajiroun live in the East London area including Hackney. Historically this has been through street based activity
- Online Islamist material and the risk of online grooming is high

Far-Right – threat to London from Domestic Extremism is persistent but low

- Driven by news feed and liked to events such as the release of Islamist prisoners
- Israelites United in Christ, a black separatist group have been distributed leaflets and hate preaching
- Sporadic and random displays of stickers and graffiti

The Kurdish Workers Party (PKK)

- The PKK is a proscribe terrorist organisation as detailed in the Terrorism Act.
- Evidence of illegal fund raising and travel
- A long history exists of simmering tensions between various fractions of the Turkish speaking community in Hackney

Extremism and Hate Crime

- Hackney reports the 3rd highest faith based rate of hate crime in London Borough of Hackney largely due to a high number of anti – Semitic reported incidences
- Increase in hate related incidents against our Muslim community tends to spike following a terrorist related incident however is in line with the national average

Risk factors

- Mental health and other vulnerabilities
- Viewing of extremist material

East London concerns

- Support for Al-Muhajiroun (ALM)
- Unregulated Spaces and Supplementary Schooling
- Islamist Extremism and Social Media
- Mental Health and other Vulnerable Groups
- Anti-Prevent engagement
- Extreme Right Wing

4. Local delivery

Hackney's Prevent programme adopts a community led approach and relies on the co-operation of many faith and non-faith organisations and community partners to be effective. The Prevent approach in Hackney will not stereotype or stigmatise communities and designed to:

- Divert vulnerable individuals away from racialisation and ensure they are given appropriate advice and support through safeguarding structures

- Deter extremists groups from disharmony and creating division, and spreading hate
- Keep the majority safe from a few who seek to harm others
- Ensure that sectors

Prevent delivery work strands can be broadly considered to fall in 6 different strands. These work strands make up our local delivery and are detailed below:

- **Safeguarding** of vulnerable individuals - Hackney's Channel multi-agency safeguarding panel voluntary support offer
- **Projects** with vulnerable community groups to increase resilience and address risk and vulnerabilities that have been identified
- **Capacity building and projects** with community partners and communities
- Wide-ranging **community engagement** to inform our approach, engender community trust and empower long term community responsibility
- **Disruption** of extremist speakers, and events by advising and working with partners on their due diligence procedures
- **Training** frontline staff to recognise and refer vulnerable individuals for further Prevent support and mainstreaming the implementation of Prevent and promoting service change *e.g.* The Workshop to Raise Awareness of Prevent (WRAP). This work is supported by research and presentations to improve understanding of the range of local risks, capabilities and vulnerabilities.

5. Prevent work activity update:

Safeguarding

Prevent is designed to support people at risk of joining extremist groups and carrying out terrorist attacks. Prevent addresses all types of extremism. Its core focus is to prevent vulnerable people from becoming radicalised and as such Prevent related work is conducted in the pre-criminal space.

The Hackney Channel multi-agency safeguarding panel, chaired by the Community Safety and Partnership Manager, assessed 24 Prevent cases in 2017/18 (data obtained from the Counter Terrorism Police Tracker). This number is slightly lower for 2017/18 recorded totalling 26. Of the 26 cases individuals and institutional referrals no case were accepted onto the Channel programme.

An analysis of the 2017/18 referrals to identify any significant trends revealed a high proportion of Prevent referrals have mental health issues or autistic spectrum disorders. 6 of the 21 referrals (4 referrals related to Police only casework), presented mental health concerns. At the initial screen stage 38 reported concerns were resolved without the need for further case work management. There has been a noticeable change nationally in referrals concerning young people who have experienced family breakdown in family structure.

Referrals in Hackney are low in comparison to other East London boroughs where a high number of referrals where recorded relate to police led investigations regarding Umar Haque (Ripple Road Mosque tutor), and Khuram Butt (London Bridge attacker. However the number of Hackney Prevent cases referred is comparable with other boroughs in London.

Projects

Prevent project delivery for 2018/19 (detailed in Annexe A) centred on countering threats, vulnerabilities and local risks of radicalisation, particularly for young people when using the online space and extremism. Project delivery themes also linked with council work priorities including gang affiliation and safeguarding challenges presented by out of school settings.

Capacity building

The Prevent team engagement activities centred on working with community groups and organisations not readily engaged with mainstream services. Work activities include ongoing engagement with a Somali woman's group with links to the Peabody Housing Trust. Led by the Turkish Police Officer the Prevent team established links with Turkish woman groups and delivered safeguarding teaching to staff at a Turkish supplementary school.

Led by the Prevent Education Officer, engagement with schools and other education providers including early years and out of schools settings. In 2018-2019 the PEO has worked with over 101 educational settings, trained 1,378 school staff and directly delivered workshops to 1,947 pupils.

Disruption

Activities included taking practical steps to engage with established and trusted community members and organisations to address local sentiments following the distribution of abhorrent hate mail. The Prevent team supported a community based setting to address Prevent related safeguarding welfare concerns and signposted service partner to provide additional support.

Training

Led by the Prevent Education Officer, engagement with schools and other education providers including early years and out of schools settings. In 2018-2019 the PEO has worked with over 101 educational settings, trained 1,378 school staff and directly delivered workshops to 1,947 pupils.

6. Hackney Prevent delivery overview:

Work activities undertaken include:

- Children and Adult services Prevent referral pathways updated
- refreshed Prevent Action plan
- secured Home Office funding to deliver seven projects to engage communities and provide a safe platform to discuss ways in which people can be drawn into extremism and terrorism and the effect of this
- monthly held Channel panel process refreshed in light of the Parsons Green terrorist attack and informed by the Police Hydra training for Channel panel members
- produced safeguarding toolkits for schools and early years providers
- over 200 frontline staff and partners attended Prevent awareness raising training workshop (WRAP)
- Prevent Coordinator working with Adult Social Care manager to develop bespoke safeguarding training for social workers
- successful Home Office funding bid for 2019/20 project delivery

7. Peer Review

The Council underwent the Office for Security and Counter Terrorism (OSCT) Prevent peer review programme which aims to evaluate Prevent delivery structures and process with a view to developing recommendations for improvement and promoting best practice. The peer review team interviewed 37 key stakeholders from across the partnership. The key findings from the peer review highlighted the following:

- Strong commitment to integration and cohesion over a long period of time has made Hackney more resilient to radicalisation than many similar boroughs
- Prevent Coordinator and PEO highly thought of across the partnership
- Redraft referral processes to ensure mainstreaming of responsibility and holistic approach to risk management
- Develop Prevent Communications plan and publish
- Good opportunity for multi-agency tasking group at neighbourhood level to disrupt radicalising influences

Useful links

Prevent Duty Guidance

Revised Prevent duty guidance: for England and Wales

Home Office Far Right Fact Sheet
https://homeofficemedia.blog.gov.uk/2019/03/19/factsheet-right-wing-terrorism/

Community Engagement and EU Exit for local authorities

https://www.gov.uk/guidance/community-engagement-and-eu-exit-guidance-for-local-authorities

Individuals referred to and supported through the Prevent Programme April 2017 to March 2018

Individuals referred to and supported through the Prevent Programme statistics

Annexe A
Hackney Prevent Project Delivery 2018/19

Project Title	BCR Project		Delivery Partner	London Tigers
Hackney Focus	Young people considered at high risk of exposure to extremism		Counter Terrorism focus	Building Community Resilience
London Tigers focused on working with vulnerable young people based in local community groups and youth hubs. As part of the BCR project London Tigers delivered a series of workshops at different locations in LB Hackney. Topics covered included Identity (British or Muslim), Living with Non-Muslims, How to make an Impact and What to do about Fake News; and other topics of relevance to the local Muslim community. These workshops gave participants knowledge with which to improve their understanding to steer clear from ideas alien to the main tenets of Religion used by extremists. Workshops were delivered to different participating groups. These include various sports and aerobics sessions together with other local community outlets and students from B'Six College. **Overall number of workshops held 34 Total number of participants 48 (31 male / 127 female)**				
Project Title	Brave		Delivery Partner	St Giles
Hackney Focus	Awareness and counter narrative to gang and extremist narrative		Counter Terrorism focus	Radicalisation, ideology and recruitment
The Brave project was selected for local delivery due to definitive similarities that can be drawn between gangs and extremist groups. St Giles delivered interactive and frank workshops that presented the reality behind the 'academic views' on county lines and extremism interwoven with first-hand experience of many matters discussed to build resilience against violent extremism. Sessions were presented by former gang members and extremists who discussed the reality of gang association and extremist narratives that promote violence. Training sessions were tailored to the venue setting and to audiences of all ages and included schools, pupil referral units, alternative educational settings, community organisations and practitioners. A summary of the most useful aspects of the course participants highlighted: **What was the most useful aspect of the course?** • All of it • St Giles presentation on Gangs & County Lines very informative • Being shown signs to look out for • The County lines training was really informative & inspiring - having speakers with personal experience gave the training real power • Arnold's presentation & talk was most useful from personal experience • Listening to the gangs - ex gang members giving their account. So informative. The county lines training was fantastic - very informative, great terminology, examples, by case studies/ real life situations Lived experience trainers. Interactive current & relevant **Overall number of workshops held 10 Total number of participants 353 (male199/ female 154)**				
Project Title	Safeguarding Training For Madrassahs		Delivery Partner	Minority Matters
Hackney Focus	Empowering teaching staff to raise standards in out of school settings		Counter Terrorism focus	Building resilience to extremism
Minority Matters run an accredited teacher training programme focused on safeguarding and best practice in the classroom and offered a positive approach to engaging teaching staff based in Madrassahs. Delivered over 6 week, the training programme empowered teaching staff based in out of school settings to provide a safe environment for the children in their care. The training				

enabled staff to recognise and challenge extremist propaganda. Participants were able to discuss sensitive issues with local police officers and council officers.

A six week training programme

Total number of participants 32 (male199/ female 154)

Project Title	Parent Zone		Delivery Partner	
Hackney Focus	Young people /parents / community Online safety		Counter Terrorism focus	**Digital online safety**

Parent Zone worked with young people, parents and professionals including teaching staff to educate participants on how to stay staff online. Session focused on what to do if participants found themselves in an uncomfortable situation and how to build their digital resilience. To create a platform to increase community wide resilience, parents were provided with a range of online resources to help their families meet the challenges of the digital age including a free internet safety magazines and access to online training for 1 year.

Total number of participants 289

Project Title	**Think! Thought and Teacher Training**		Delivery Partner	EqualiTeach
Hackney Focus	Challenge bias and prejudices		Counter Terrorism focus	Resilient young people

EqualiTeach, an equality training organisation, delivered Think! And Thought interactive workshops in primary and secondary schools. The workshops supported children to develop their skills and ability to check out the reliability of information presented online and in person. The sessions held also explored issues such as Islamophobia, sexism, disability, homophobia and migration. Teaching staff also benefited from workshops which focused on holding challenging conversations with young people and to promote equality, celebrate diversity and tackle discrimination.

Total number of participants 640

Project Title	**Road and Religion**		Delivery Partner	Mentivation
Focus	Increase awareness of the dangers of gang activity and extremists		Counter Terrorism focus	Radicalisation

Mentivation - Roads and Religion workshops was delivered in alternative educational settings. The workshop engages vulnerable young people by drawing on the parallels between gang affiliation and the recruitment process adopted by violent extremists. The workshop provided a safe space for young people to debate controversial issues such as the glamorisation of gang culture. The workshop builds its message through discussion, use of videos, music and BBC news stories to provide the stark reality of the dangers of grooming and radicalisation.

Total number of participants 320

Project Title	**Spot the Signs**		Delivery Partner	Families Against Stress and Trauma
Hackney Focus	Building family resilience to extremism		Counter Terrorism focus	

FAST- Spot the signs works with communities and professionals to recognise the signs of radicalisation that can have a devastating impact on families. Participants are taught the possible factors and behaviours that are commonly found in those who may be exposed to extremist ideas. Participants also receive leaflets in community languages produced by the National Society for the Prevention of Cruelty to Children and where to seek additional advice.

Total number of participants 98

⊕ Hackney

Living in Hackney Scrutiny Commission	Item No
8th April 2019	**8**
Item 8 - Update on counter extremism – paper update	

Outline

As part of the counter extremism agenda, the Home Office funds a network of community co-ordinators deployed at local authority level.

Co-ordinators are responsible for developing knowledge of extremism locally, and to identify and support groups challenging the issue.

Hackney is one of the areas with a Community Co-ordinator in post.

Hate Crime is one expression of extremism. As such and within their wider work, coordinators are asked to support work highlighting and tackling issues in local areas. In Hackney, the coordinator was substantially involvement in the development the Council-led Tackling Hate Crime Strategy, adopted in 2018.

This item has been scheduled for Members to receive an update on both the counter extremism work of the Council and - within this – actions being taken to reduce and tackle hate crime.

This item is a paper update rather than one for substantive discussion in the meeting itself. The Scrutiny Officer will follow up any queries which Members have with the paper with Officers outside of the meeting.

This item has been arranged for Members to receive an update
Guests expected for item:
- Lisa-Raine Hunt, Community Co-ordinator, Hackney

Action

Members are asked to review the papers enclosed.

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Living in Hackney Scrutiny Commission

Counter-Extremism Report

April 2019

1. Counter Extremism Overview

    1.1 The Home Office defines extremism as:

    'The vocal or active opposition to our fundamental values, including democracy, the rule of law, individual liberty and the mutual respect and tolerance of different faiths and beliefs'

    Counter Extremism strategy 2015

    https://www.gov.uk/government/publications/counter-extremism-strategy

    1.2 The four priorities of the Home Office Counter Extremism Strategy are:

- Countering extremist ideology
- Building a partnership with all those opposed to extremism
- Disrupting extremists
- Building more cohesive communities (updated to 'more resilient communities')

    1.3 The Home Office Counter Extremism department funds 40 Community Coordinators across the UK to deliver on these priorities in selected local authorities. The Coordinator network collaborate to monitor national patterns of extremism and to share knowledge and best practice.

    1.4 Funding for Community Coordinator posts is granted on an annual basis. Hackney has confirmed funding for 2019/20.

2. Countering Extremism in Hackney

    2.1 There is no current evidence of organised extremist activity from within Hackney.

        2.1.1 Manifestations of extremism seen in Hackney include; some instances of street preaching from visiting groups; occasional visiting speakers and events with extremist narratives; online extremism or extremism in the mainstream media focused towards Hackney individuals and communities; some instances of hate crime; harmful cultural practices such as FGM and forced marriage.

        2.1.2 There have been some meetings of the national Far-Left in Hackney in the past year which have passed peacefully and without concern.

        2.1.3 The national rise of Far-Right groups has not yet impacted Hackney but we stay abreast of activity in neighbouring boroughs.

        2.1.4 There is some local support in Hackney for borderline extremist groups who affiliate themselves to faith groups, however the level of support is low and is not an immediate cause for concern.

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2.2 Potential areas of risk for future extremism in the borough are:

   2.2.1 Cultural, religious and economic segregation, which can risk an increase in extremism as marginalised groups and individuals become more vulnerable as victims. Marginalised individuals are also a potential target for extremist recruitment as they are more easily preyed upon by divisive media narratives and strategic extremist groups.

   2.2.2 Extremist activity in neighbouring boroughs has the risk of moving to Hackney, extremists are not constrained by borough boundaries.

   2.2.3 Occasional visiting speakers and events with extreme narratives risk increasing support for extremism in the borough.

   2.2.4 Low level membership of borderline extreme groups could potentially grow in the borough the future. It is also possible that borderline extreme groups could move towards more extreme activity and carry their members with them. There is no evidence to suggest this is the case to date, but this remains an area for future awareness.

   2.2.5 Online extremism and extremism in the mainstream media continues to grow and there is an increased risk that Hackney individuals and communities may feel targeted by these extremist narratives.

   2.2.6 Hate crime against all of the protected characteristics (race, faith, sexual orientation, gender identity) has the risk of increasing extremism as it has been shown that perpetrators of hate crime are likely to increase the severity of their attacks if incidents or crime go unchecked. Equally, those who have become marginalised due to experiencing hate crime themselves can be targeted by extremist groups to exploit this vulnerability.

   2.2.7 Harmful cultural practices such as FGM and forced marriage are practised in some communities represented in Hackney.

2.3 The Counter Extremism (CE) programme in Hackney addresses all of the above risks. The CE programme is community led and builds partnership with local community and faith organisations to develop proactive CE events, programmes and actions. All activities aim to develop community resilience against the wider risks of extremism and to safeguard Hackney against extremism in the future.

3. 2018/19 Highlights

3.1 The Hackney CE Coordinator has now engaged face-to-face with 105 voluntary sector and faith organisations. There has been further indirect contact by phone or email with an additional 40+ organisations.

3.2 There is now increased diversity in the Community Safety Team's community contact directory, to include race and faith minorities, LGBT+ and disability groups.

3.3 A regular community mailing ensures fair access for partners to funding and training opportunities, promotes community resilience projects and promotes appropriate wider council services such as safeguarding.

3.4 The Hackney CE Coordinator has enabled successful funding for 6 Hackney groups, 2 groups in neighbouring boroughs delivering in Hackney and one national group delivering in Hackney. See Appendix 1 for details of projects in delivery.

3.5 The Hackney CE Coordinator has supported Hackney Council's Faith Forum, the Hackney Jewish-Christian Forum and Muslim-Jewish Forum of Stamford Hill. She has supported the development of Ramadan, Eid, Chanukah and Christmas celebrations amongst many other community events.

3.6 Nine nominations were drafted to the Faith and Belief Forum Community Awards to recognise the key role that Hackney faith groups play in building community resilience. All nine nominated groups were recognised at the award ceremony in November 2018 and two Hackney Groups were winners in their category – Pray4Youth were awarded for their work with young people drawn into violence and the Muslim Jewish Forum of Stamford Hill were recognised for their pioneering interfaith work. Muslim Jewish Forum were also presented with a 'Judge's Choice' award. This is the first time that Hackney groups have been nominated at the Faith and Belief Forum Awards.

3.7 The Hackney CE Coordinator supported the North London Muslim Community Centre to organise community solidarity events after Pittsburgh and Christchurch terrorist attacks. These events are crucial in addressing immediate community tensions and promoting peaceful responses.

3.8 Strong working relationships have been built with Mayor and Cabinet Offices, to enable responses to such community tensions in a timely manner, The CE Coordinator will also advise on Cabinet community visits as appropriate.

3.9 Active internal Council partnerships have been built with Community Safety, Policy, Culture, Housing and Regeneration teams to maximise the impact of the CE programme. This includes training for other departments and direct support of work-streams such as the Voluntary Sector Review and Hackney Grants awarding panels.

3.10 Police partnership with Hackney CE programmes has increased, as the CE Coordinator regularly liaises with Faith and Hate Crime Police Officers in the borough. There is good contact with SO15 Counter Terrorism officers as required, although this latter relationship is led by the Hackney Prevent team.

3.11 The Hackney CE Coordinator has worked successfully with community groups and statutory partners to diminish the impact of hate mail, extremist speakers and events in the borough. This includes community led response to Islamophobic hate mail campaigns and recent work to enable the Home Office to deny entry to the UK to a speaker with a history of anti-disability and homophobic hate speech.

3.12 Home Office visits have been hosted in Hackney to influence central Government community understanding and responsive policy and practice. Hackney represents London on the Special Interest Group for Countering Extremism (SIGCE).

3.13 The Hackney CE Coordinator has co-led two national seminars for the SIGCE, sharing Hackney best practice on 'Community led counter extremism' and 'Understanding the distinctions between orthodox faith practice, conservative cultural practices and extremism'.

3.14 Hackney CE and Prevent Co-ordinators continue to work closely together, responding jointly to community tensions and extremism risks.

4. Tackling Hate Crime in Hackney

   4.1 The Tackling Hate Crime Strategy was adopted by Cabinet in July 2018.

   4.2 New Police partnership has been developed with the Hate Crime Coordinator for the Central East Command Unit, to access MET hate crime statistics and to monitor hate crime patterns and repeat victimisation in Hackney.

   4.3 An increased partnership has been developed with hate crime specialists Stop Hate UK. Any Hackney resident, employee or Councillor can contact Stop Hate UK for advice 24hrs a day on 0800 138 1625.

   4.4 A quarterly Hate Crime Awareness training programme has been established in Hackney with Stop Hate UK and to date training has been provided to Hackney Enforcement Officers and Councillors. Training will be provided for Housing Officers in the next quarter.

   4.5 A National Hate Crime Awareness Week programme was delivered with internal and external partners including Police and Stop Hate UK. This included training for 45 staff members and three public awareness- raising stalls.

5. **Focus for 2019/20**

   5.1 Hackney CE funding has been confirmed for 2019/20. Regular community partnership work will continue with a focus on delivery and evaluation of 'Building a Stronger Britain Together' (BSBT) funded projects.

   5.2 Ongoing funding support will be provided for Hackney organisations to apply to local and national funders for CE focused programmes. This support includes Safer Places of Worship Funding.

   5.3 A Women's Faith focus group will be developed with Cllr Sade Etti to increase representation of women from faith minorities in civic activity.

   5.4 Increased partnership is planned with the Hackney VAWG and Public Health teams to develop joint approaches to FGM, Forced Marriage, Honour Based Violence and Harmful Cultural Practices.

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London Borough of Hackney

Counter Extremism Grant Overview – 2018/2019

Funding Stream - Building a Stronger Britain Together Funding

Organisation	Universal Board Games	Project Title	Countering Myths and Extremist Narratives
Hackney Focus	Schools, Youth Groups, Intergenerational Conversation, Hate Crime	CE Focus	Hate Speech, Hate Crime, Online Extremism, Extremism in the media

UBG will work with young people in Hackney to develop critical thinking Counter Extremism Toolkits in the form of accessible and engaging card games. Partnering with 150 young people from a minimum of five distinct faith and ethnic backgrounds across the borough, UBG will directly explore the myths and facts of extremist narratives that impact young people on a daily basis in mainstream and social media. Young people will be trained to use the toolkits to lead community conversations in youth groups and community centres.

UBG have also applied for in kind support to develop their toolkit into a national resource.

Organisation	Salaam Peace	Project Title	PIPE+ Project
Hackney Focus	Youth Sports, Citizenship, Youth Leadership, Community Resilience	CE Focus	Hate Speech, Hate Crime Islamophobia, Online Extremism, Islamist Extremism, Community Segregation

The PIPE+ project will provide in-depth engagement activities for 60+ marginalised young people with sports activities such as football, fitness and cycling supplemented by citizenship, critical thinking and presentation skills. Building trust between service users and local providers Salaam Peace are able to develop strong relationships with local young people and are then able to deliver more challenging workshops on issues such as the fall out of the Brexit referendum, Islam as a peaceful religion and debunking the myths of extremist narratives in the media.

Salaam Peace have also received an in-kind grant for M&C Saatchi to support this work with media training and development.

Organisation	African Community School	Project Title	ACS Against Extremism
Hackney Focus	Supplementary Schools, Citizenship, Youth Leadership, Arts, Hate Crime	CE Focus	Shared Values, Hate Speech, Hate Crime, Online Extremism, Extremism in the media

ACS will deliver an embedded series of workshops within their weekly supplementary school for young people from African and Caribbean backgrounds who are in need of educational or wider family support. Programme sessions will include Shared Values, understanding and responding to extremism in the media, understanding and responding to prejudice and hate crime. Delivery methods for sessions will include the visual and performing arts and will culminate in a public celebratory event.

Organisation	Xenia	Project Title	Xenia
Hackney Focus	Women, Integration, Cultural Exchange, Community Resilience	CE Focus	Shared Values, Civic Engagement, Social Segregation, Hate Crime

Xenia brings migrant, refugee, asylum-seeking & British women together for workshops that encourage English language practice and fun, meaningful two-way social integration. Xenia provides a much needed space for women of all backgrounds to support and befriend each other. In-kind support will be provided by M&C Saatchi to develop a web platform that allows other community groups around the country to begin similar volunteer programmes.

Funding Stream – Near Neighbours

Organisation	Universal Board Games	Project Title	Games Club
Hackney Focus	Schools, Interfaith, Integration, Community Resilience	CE Focus	Shared Values, Social Segregation, Hate Crime

Universal Board Games secured Near Neighbours funding to establish an after schools games club for two faith schools in Hackney, bringing Jewish families and Muslim families together for shared social and skills development. The medium of play provides a uniquely relaxed and engaging environment for families from different orthodox faith communities to begin to socialise more regularly together.

Organisation	Xenia	Project Title	Xenia Cookery Exchange
Hackney Focus	Women, Integration, Cultural Exchange, Community Resilience	CE Focus	Shared Values, Social Segregation

Funding for a series of Xenia sessions focused on the sharing of cultural heritage through cookery. Xenia participants take it in turns to lead sessions, sharing and teaching recipes from their own cultural heritage with fellow participants. Cultures represented include Caribbean, West African, North African, Turkish, Kurdish, Greek, Cypriot, Central European and South Asian. Xenia provides a much needed space for women of all backgrounds to support and befriend each other, in order to enable long-term community and civic engagement.

Organisation	Muslim Jewish Forum	Project Title	Building Understanding Together
Hackney Focus	Interfaith, Cultural Exchange, Community Resilience, Hate Crime	CE Focus	Social segregation, Hate Crime

Funding for a series of joint community visits to places of worship, celebratory social events and school visits, MJF will extend the work of the Muslim Jewish Forum to wider members of the Stamford Hill community. The project will build increased understanding and relationship between Jewish and Muslim individuals living in North Hackney, with a specific focus on the younger generation. For some participants of this wider programme, this will be the very first opportunity for direct relationship with those of the other faith, for others this will build upon previous casual encounters with neighbours.

Funding Stream - Faith & Belief Forum

Muslim Jewish Forum and Pray4Youth were provided with small grants to continue their work in local communities.

Additional applications

One application from a Hackney Group to Hackney Parochial Charities is outstanding. Unsuccessful community applications have been made to MOPAC, Comic Relief, Google ISD and the Home Office Hate Crime Fund.

Authored by Lisa-Raine Hunt, Community Engagement Coordinator

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⊖ Hackney

Living in Hackney Scrutiny Commission	Item No
8th April 2019	**9**
Item 9 - Review around serious violence - discussion on findings and recommendations	

Outline

The Commission's substantive review for 2018/19 has focused on how the Community Safety Partnership (made up of the Council, the police, probation and a range of other partners) responded to an escalation in the most serious forms of violence in the borough, and the strengths of its approaches.

The review was set in a context of Hackney having seen significant reductions in crime. Overall levels fell by 34.7% between 2002/03 and 2014/15, and they remain significantly below historic levels. On violent crime specifically there have been reductions in gun crime and knife crime offences with injury in the borough over the last 3 years.

However, it was initiated following a rise in some of the most serious forms of violence. This had been most tragically exhibited in the 6 murders occurring in the borough in 2017/18, compared to 2 in the previous year[1]. The escalation in Hackney was reflective of regional and national patterns. Officers confirmed that in Hackney, gang-related activity largely accounted the upsurge in the most serious and tragic incidents which had occurred.

A very wide range of elements could be explored within this topic area. The Commission prioritised a number of these based on a range of factors. These included the intelligence mentioned above around gang activity having played a role in the increase in violence, particular community concerns which Members were aware of and a range of research and evidence making it timely gain assurance on a number of elements. The Commission also aimed its focus on areas which were within its remit and not those which are covered by other Commissions.

The Core Questions that the review set out to answer are listed below.

This item has been scheduled for the Commission to reflect on the evidence that it has heard over the course of the review, and to discuss the findings and any potential recommendations emerging from its work.

A paper will be circulated to Members in advance of the meeting seeking to recap on and summarise on the evidence gathered.

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[1] https://www.met.police.uk/sd/stats-and-data/met/year-end-crime-statistics/

Core Question 1 - How is the Integrated Gangs Unit working to tackle serious violence and what are the pros and cons of its approach?

- How is it tackling gang related violence?

- What tools does it use?

- How is the Metropolitan Police's Gangs Matrix used by Integrated Gangs Unit partners and what are its benefits and risks?

Core Question 2 – How has the Council responded to the escalation in violence, how is the response developing, and what is it showing?

- What are the emerging findings of the mapping exercise into provision in the borough?

- Noting the profile of the Integrated Gangs unit client cohort (90% are aged 18 or over with the majority aged under 26), what is the mapping exercise showing in terms of provision and support for 18 – 25s, and how is this provision meeting (and how might it better meet) the needs of the community groups disproportionately affected by serious violence?

- What is it showing around support to under 18s identified as at risk of gang activity / gang exploitation, after they reach 18?

- What is the offer to parents of young adults and to victims of violent crime and their families?

Core Question 3 – What are the opportunities and risks of changes to local policing in relation to tackling serious violence?

- What effect if any have reductions in Police Officer numbers had on the capacity to tackle violent crime and reassure the community?

- What implications do the move to a Basic Command Unit structure have on police work to tackle violent crime in Hackney?

Core Question 4 – What role is the use of Stop and Search and Section 60 Orders playing in the response to the escalation in violence?

- What are the trends in Stop and Search (and Section 60 notice) activity in terms of numbers, outcomes and profiles of those stopped?

- How is the community being kept informed, and how are good quality interactions with the public during the deployment of Stop and Search being best achieved?

Core Question 5 - How is the Community Safety Partnership working to ensure effective relationships with the community?

- In the midst of greater use of tactics associated with greater community tensions (most notably Stop and Search), and with evidence showing generally lower levels of confidence in the police, what is the Community Partnership doing to achieve effective relationships?

Action
Members are asked to reflect on the evidence that it has gathered over the course of its review. They are asked to discuss the findings which come out of this, and any potential recommendations.

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Hackney

Living in Hackney Scrutiny Commission **8th April 2019** **Item 10 – Minutes of the Previous Meeting**	Item No **10**

Outline

The draft minutes of the meeting of the 4th March 2019 are enclosed.

Matter arising from March meeting:

A number of actions arose from the meeting in March. These and the responses to them are detailed below.

ACTION 1 – Cabinet Member for Finance and Housing Needs

To seek clarity on whether Rough Sleeper Chain Data can be made publically available with a view to providing to the Commission

RESPONSE 1: GLA reports derived from the Combined Homelessness and Information Network (CHAIN) data are publically available, via https://data.london.gov.uk/dataset/chain-reports.

These present detailed information about people seen rough sleeping by outreach teams in London. Data / reports are provided for each borough, on a quarterly and annual basis. Data for Hackney appears in the report for 'Outer Boroughs'. The latest available Outer Boroughs report is appended to the minutes (on pages 63 to 90). This covers the period October to December 2018.

ACTION 2 – Cabinet Member for Finance and Housing Needs

To incorporate information and details on the offer of the Hackney Greenhouse and the StreetLink App, into updates to all Councillors.

RESPONSE 2: The Cabinet Member for Finance and Housing Needs has confirmed that communications on the aspects detailed above will continue to be sent through future all-Member updates, at points considered most timely.

ACTION 3 – Domestic Abuse Intervention Service Manager

To provide written information on the Domestic Abuse Intervention Service in terms of its approach, offer and gaining access.

RESPONSE 3 – A response to this action was awaited at the point of agenda publication.

ACTION 4 – Head of Private Sector Housing
To provide information on Rent Repayment Orders to Commission Members.

RESPONSE 4 – Extracts of a Department of Communities and Local Government guidance document for Local Housing Authorities on Rent Repayment Orders, is appended to the minutes (on pages 91 to 104). It is suggested that these sections of the guidance are those which can best give Members the overview requested. The full guidance is available online via https://www.gov.uk/government/publications/rent-repayment-orders-under-the-housing-and-planning-act-2016

ACTION 5 – Head of Private Sector Housing
To seek to publicise the ability of private rented sector tenants to pursue Rent Repayment Orders in cases where a landlord's licensable property is not licensed.

RESPONSE 5 – The Head of Private Sector Housing has confirmed that – following the suggestion of Members - proposals for communications on Rent Repayment Orders are now in development. An update will be provided to the Commission at a later point.

ACTION 6 – Head of Private Sector Housing
To provide data on the numbers of HMOs falling within scope of the mandatory scheme before and after Government changes to the scheme enacted in October 2018.

RESPONSE 6 – The table provided by the Private Sector Housing Service shows the total number of HMOs in the borough, the numbers of these which were in scope of the mandatory scheme before and after changes to this in October 2018, and the numbers not in scope of the revised scheme.

All HMOs in Hackney	4315
HMOs within the scope of the previous Mandatory Licensing Scheme (in force July 2006 – October 2018)	651
HMOs within the scope of the new wider Mandatory Licensing Scheme (in force from October 2018)	991
HMOs not covered by wider Mandatory Scheme from October 2018	3324

ACTION 7 – Head of Private Sector Housing
To provide data on the locations of HMOs in the borough.

RESPONSE 7 – The chart below provided by the Private Sector Housing Service shows the proportion of dwellings in each of the borough's wards, which are made up of HMOs. This covers HMOs which are licensable under either the mandatory or (borough wide) additional licensing schemes in place.
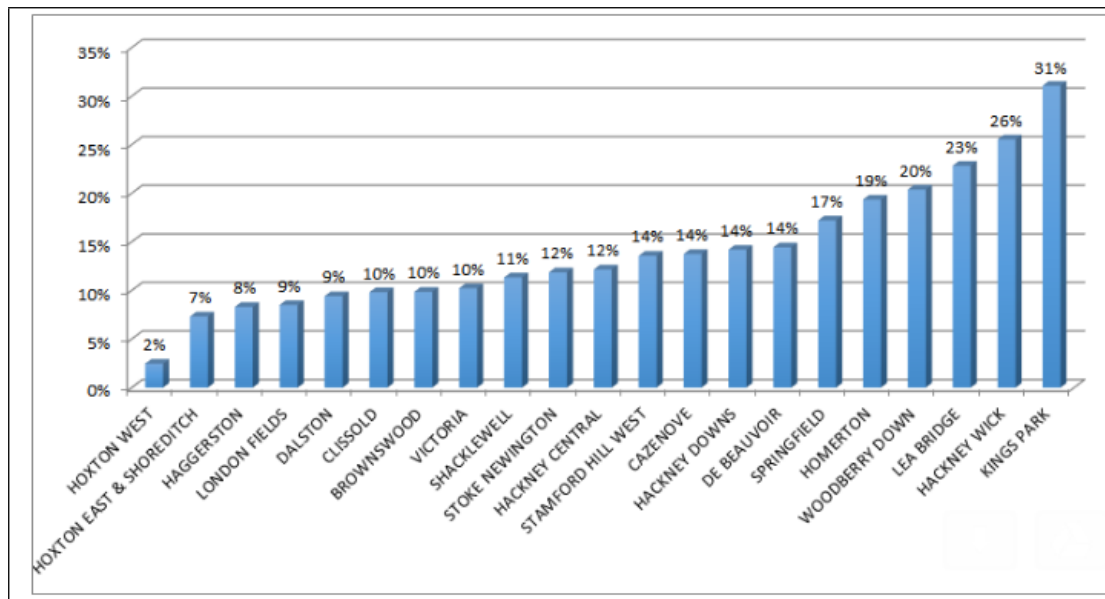
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ACTION 8 – Scrutiny Officer
To incorporate records of site visits and evidence gathering meetings (outside of formal Commission meetings) relating to the review around serious violence, into the agenda papers for the meeting of 8th April.

RESPONSE 8 – the records four following meetings / site visits are appended to these minutes:

- Note of site visit to the Integrated Gangs Unit, 22nd January 2019 (appended on pages 105 to 112)

- Note of site visit to Site Visit to Young Hackney Concorde, 22nd January 2019 (appended on pages 113 to 116)

- Record of the meeting with Metropolitan Police and Amnesty International re Gangs Violence Matrix, 24th January 2019 (appended on pages 117 to 133)

- Record of meeting with Integrated Gangs Unit and Children and Families Service 14th March 2019 (appended on pages 135 to 158)

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Action
The Commission are asked to review and agree the minutes, and to note the matters arising.

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Hackney

Chair:	**Councillor Sharon Patrick**
Councillors in Attendance:	**Cllr Michelle Gregory, Cllr Anthony McMahon, Cllr M Can Ozsen, Cllr Ian Rathbone and Cllr Penny Wrout**
Apologies:	**Cllr Sade Etti**
Officers In Attendance:	**Kevin Thompson (Head of Private Sector Housing) and Lesley Weber (Domestic Abuse Intervention Service Manager)**
Other People in Attendance:	**Mark French (Representing Sedgwick (loss adjusters for Thames Water)), Cecilia Larkin (Local and Regional Government Liaison, Thames Water), Councillor Rebecca Rennison (Cabinet Member for Finance and Housing Needs), Sean Walden (Head of Regional Networks, Thames Water) and Councillor Aron Klein**
Members of the Public:	
Officer Contact:	**Tom Thorn** ☎ 0208 356 8186 ✉ thomas.thorn@hackney.gov.uk

Councillor Sharon Patrick in the Chair

1 Apologies for Absence

1.1 Apologies had been received from Cllr Etti who was abroad.

2 Urgent Items / Order of Business

2.1 There were no urgent items and the order of business was as laid out.

3 Declarations of Interest

3.1 There were no declarations of interest.

4 Thames Water Main Burst in the Leabridge Ward - second update

5.1   Guests in attendance for this item were:

- Sean Walden, Head of Regional Networks, Thames Water

- Mark French, Sedgwick (appointed loss adjusters for Thames Water).

- Cecilia Larkin, Local and Regional Government Liaison, Thames Water

- Aled Richards, Director of Public Realm, Hackney Council

5.2   The Chair welcomed guests.

5.3   A Commission Member who represented the Ward affected by the flood suggested that opening comments from Thames Water should cover the latest situation on residents' parking amenity which the flood had impacted upon, the current position in regards to Thames' liaison with the charity owners of the Old School House (the renovation of which and a schedule of fund raising activities had been impacted by the incident and its aftermath), the latest progress on compensation payments to effected residents and businesses, and an update on Thames Water's putting right of damage to a convenience store.

5.4   The Loss Adjuster, Sedgewick said that in terms of loss of parking, Thames Water had worked with Hackney Council to mitigate the issue. This had resulted in the Council providing temporary free of charge on-street parking permits to those residents who had lost their parking spaces in a private carpark. The Council had also agreed to reimburse the costs of penalty charge notices issued where the contravention had been associated with the incident and its immediate aftermath. Feedback from residents who had been through these processes showed them to have been working well.

5.5   In regards to the damaged shop – Archie Express – Thames Water continued to work closely with the owners. The owners had asked that repair work did not start until after the busy festive period. They had made the request that the task of putting right the shop was allocated contractors and engineers delivering improvement work on the wider affected area. Work had started in early 2019, as planned.

5.6   However - unfortunately – the damage incurred had been found to have been worse than first envisaged, with added complexities in regards to health and safety aspects. This had meant the project had needed to be larger and longer than initially forecast. Target for completion and reopening of the shop was now scheduled for the 27th April. The owners were being kept fully informed of developments. Thames Water had sought to provide financial assistance via interim payments.

5.7   Moving to the Old School House, the Loss Adjuster, Sedgewick advised that a recent meeting had taken place with the owner. Since that meeting and despite having made the request a number of times, some information required from the owner in order to move forward with the case, had yet to be provided. They would continue to liaise with the owner on the matter.

5.8   At this point the Chair noted that Long Huynh - the Chair of the charity (Chan Khong Monastery UK) which had bought the Old Schoolhouse – was in attendance. She recalled that in November the Commission had heard how the

flood had impacted on the work of the charity to bring the asset back to community use. This was both in terms of damage to the building and also the impact that the incident had had on the ability of the organisation to deliver activities to raise funds for the restoration. She asked if Long Huynh wanted to make any comments.

5.9   The Chair of Chan Khong Monastery UK advised that the organisation was continuing to dry out the building. In the last four weeks they had been liaising with Thames Water and UK Power Networks to get water and power installed. They had made the choice to go down the Thames Water general channels for the water arrangements, rather than seeking any special treatment.

5.10   Regarding the charity's liaison with Thames Water in terms of claims for loss and damages, he said that the loss adjusters had been very helpful in meetings. This said - and following a range of advice that he had received – the charity was currently giving consideration to whether to go down legal routes separately of the Thames Water processes. He said that this explained why he had not yet provided the information as mentioned by the Loss Adjuster, Sedgewick.

5.11   He appreciated the approachability and helpfulness of the Loss Adjuster staff. However, the charity did wish to reach a settlement which properly put right both the damage caused by the incident and the impact of it on the fundraising activities which would have otherwise been delivered. He was giving consideration around how this could be best achieved.

5.12   Adding to this point, a Member said that - in addition to Thames Water needing to fully put right the physical damages to the building and the impact on fundraising which the flood had caused – he was aware of previous discussions around the potential for Thames Water to make a contribution to the organisation as a good will gesture for the community. The whole community had been hurt by the event. A donation towards the work to make this a centre for community use could go some way to remedying this.

5.13   Sean Walden, Head of Regional Networks, Thames Water came in at this point. He appreciated and respected the considerations of the Chair of Chan Khong Monastery UK around the approach to take to the case. He only wished to add that both he and other members of Thames Water would continue to make themselves available to him if he wished to escalate any actions needed by Thames Water around putting the water supply in place.

5.14   On the matter of a potential contribution by Thames Water to the Old School House, Cecilia Larkin, Local and Regional Government Liaison, Thames Water advised that in order for this to be considered, information was required on specifics around how the asset would benefit the community.

5.15   The Chair of Chan Khong Monastery UK confirmed that he would be providing this information.

5.16   Moving to the latest position around compensation payments generally, the Head of Regional Networks, Thames Water clarified that there were two elements to compensation payments.

5.17   The first of these was general goodwill payments which were being made to every affected household. These payments were based on standardised calculations according to the number of adults and children in each property. He could confirm that payments had now been made to all households which had applied for this (and had their application accepted). Thames Water had worked hard to inform affected households of this compensation offer and the application process.

5.18   The second element of compensation were payments in recognition of damages and losses incurred as a result of the flood. This matter was one which needed to be dealt with on a case by case basis, each on its merits. These cases were still being worked through.

5.19   The Chair recalled from the November meeting that some residents were concerned about any risk of damage caused to buildings by the flood only becoming apparent at a later point, and property owners / leaseholders finding themselves financially liable. She asked what the extent of surveying had been following the flood.

5.20   The Loss Adjuster, Sedgewick confirmed that the carpark area had been surveyed and structurally checked with no damage identified. The carpark was the main area affected. The survey had found there to have been no structural damage to the carpark and that consequently there was no structural damage to the Clarion Housing blocks surrounding it.

5.21   In response to a question from another Member on whether residents would be given access to the structural reports, the Loss Adjuster, Sedgewick confirmed that owners of properties had been. He agreed with the Member on the need for transparency, and for assurance to be given on the detailed assessment which had been carried out.

5.22   The Chair also recalled that at the time of the November meeting, the reasons for it taking so long to have turned the main off and to have diverted water from the site were still being investigated. She recalled that - as with a previous incident where a Thames Water main had burst - the company had been slow to provide sandbags. She asked if Thames Water were now able to advise the findings of its investigation, and also what had been learnt from the incident in terms of future practice.

5.23   The Head of Regional Networks thanked the Chair. He recalled that at the November meeting he had been unable to answer questions on the reasons for the delays in getting appropriate equipment on-site, including both vehicles and sandbags.

5.24   Following the investigation, he could now confirm that – unfortunately – two errors were made in the response. In short, these firstly involved relying on word of mouth to arrange and track the arrival of relevant equipment, and secondly not treating and approaching the incident primarily as a flooding event.

5.25   It had been midnight before Thames Water realised that the water which residents had reported seeing at 11pm, was water from a burst main. Up to that

point Thames Water believed the water to be from sewer flooding, reflected in a waste water team being deployed.

5.26   This explained the 1 hour delay in the request to Thames Water's Logistics Command Centre for the company's flood vehicle to be deployed.

5.27   A further and more substantial delay in the deployment of the flood vehicle was caused by the lack of an effective request and tracking process. For reasons which were still being explored, the midnight request for a flood vehicle did not reach the on-duty driver of the vehicle. The impact of this was compounded by those on site of the flood losing track of the request for the vehicle (which was partly due to staff being focused on isolating the leak).

5.28   This was the case until around 5am the following morning when the request was chased. This resulted in the request reaching the driver. At that time the flood vehicle was in South London. The vehicle then arrived on site at around 9am or 9.30am. Flood vehicles held sandbags and barriers, but by that time these were redundant given the levels the water had reached. The pump which it also held was employed but was not adequate to deal with the level of flooding.

5.29   Later in the day Thames Water hired in a group of pumps, generators and other equipment. This enabled a truly affective response to be in place from late afternoon. As the people affected were well aware, this was far too late. By that point the carpark and some properties had been significantly flooded. Water was flowing through a building into the river, which was rising to high levels and was close to overflowing onto dry land.

5.30   He did not wish to shy away from acknowledging the errors above. He now wished to make some points around learning from the event and response.

5.31   Flood vehicles were not often used. While this was would give little comfort, incidents like the one at Leabridge were very rare. This explained why Thames Water had felt that holding one vehicle for its region was sufficient. They had now reached a view that it was not.

5.32   They now had two flood vehicles in place; one based in North London and the other in South. The vehicles required HGV drivers. Thames had recruited 36 extra HGV drivers. These drivers would cover the flood vehicles and also tankers which were typically used in waste water situations where excess rain had caused flooding from sewers. However, they could be deployed and used in water flooding incidents also. 20 additional tankers had been procured.

5.33   On an associated matter, another point of learning was that in clean water flooding incidents the primary focus should be enabling a full response to the flooding event drawing on all relevant resources, rather than treating the incident primarily as a burst main events.

5.34   Water mains were usually relatively easy to isolate. The main challenge in these cases was managing any flooding. Waste Water Teams should have been used at the Leabridge incident to help manage and contain the flooding rather than not being deployed due to the type of water involved.

5.35   Thames Water were focused on reducing the number of mains bursts. The impact of main bursts in its region could be greater than bursts in some others. The size of the population and population density meant that its mains needed to carry very high levels of water in a relatively small area. They were negotiating with the regulator around an investment plan.

5.36   This said, while work was ongoing to seek to reduce the risk of bursts, Thames Water had also – following the burst in the Leabridge area and others – reached a view that it also needed to invest to improve its responses when these incidents did occur. A new Head of Event and Incident Management was now in place.

5.37   He recalled from the November meeting the suggestion of Councilors that Thames Water might seek advice from the Council's Emergency Planning Service, which had strong processes in place to deal with emergencies. He confirmed that the company's Head of Event and Incident Management had had discussions with Andy Wells, the Council's Civil Protection Service Manager, other local authorities, and with the Fire Brigade. Thames Water were seeking to learn from these experts around their Gold and Silver Command arrangements and to explore whether they could replicate these.

5.38   Thames Water had also drawn learning from the customer service-related response to the incident. They had Customer Liaison Officers who had been deployed to the site and who had done a good job in difficult circumstances. However, the scale of the incident had meant that they had been overwhelmed. Thames were building up the capacity of this function.

5.39   Thames Water were committed to work to reduce these incidents and to manage them more effectively if and when they did occur. In addition to the investment proposals being negotiated with the regulator Thames Water would be delivering more routine management and monitoring of major mains, overnight when the roads above them were quieter. More effective monitoring would enable them to better identify issues at early points and to be less reliant on residents reporting escaping water at stages when issues had escalated. Thames Water did not wish to be a brand associated with incidents such as the one in Leabridge.

5.40   A Member noted from the timeline on the event available in the report that Thames Water had requested the return of the Fire Brigade to the site, after they had left. She asked why Thames Water could not resolve the issue themselves.

5.41   The Head of Regional Networks said that Thames Water had a good relationship in place with the Fire Brigade, where both helped the other in addressing challenging incidents. Thames Water were fully committed to providing prompt support to the Fire Brigade whenever this was required.

5.42   The reason for the callback of the Fire Brigade was linked with the putting in place of the equipment on site mentioned earlier. This was the first time that Thames Water or any water company had put equipment on site of such a scale. With the Fire Service having experience of using such a range of equipment in responding to floods on similar scales, Thames Water sought

their advice and oversight on the site. Thames Water had sought their advice on other incidents.

5.43   The Chair recalled from the last meeting that the Council had been shown to have responded to the incident very effectively. She asked Aled Richards, Director of Public Realm if he wished to make any comments at this point.

5.44   The Director of Public Realm said that the Council in generally worked well with Thames Water. This said, there was one failure on Thames Water's part which had brought both inconvenience to residents and reputational risk to the Council. This regarded the alternative parking provision which the Council had needed to put in place for residents on a nearby park, due to their car park being taken up by Thames Water response equipment. The use of the park for the carpark had brought a loss of amenity for residents in the local area, and despite the Council making requests to Thames Water to put in place an alternative solution they had not. Communications by Thames Water over this issue had been disappointing. Thankfully, the park was no longer performing the carpark function and had been returned to full use as a green space. The Council had been forced to enact the permit and PCN cancellation measures mentioned earlier due to limited action to provide solutions by Thames Water. In terms of lessons learnt, he suggested that the need for improvement in these areas could be one.

5.45   The Head of Regional Networks thanked the Director of Public Realm. He said that Thames Water would take lessons from this point. There had been challenges around finding a suitable car parking venue in what was a busy area, but said that the response could clearly have been more effective.

5.46   An effected resident said she appreciated that the Council had provided alternative parking solutions. However, it was important to note that both she and other households had now been without use of their own dedicated garages / parking spaces for a period of five months. She had small children. She now needed to park someway from her property which caused real inconvenience and difficulty. The time it took to get herself and her family to and from the locations she now needed to park the car at meant that she now avoided using the vehicle.

5.47   She had heard both at the previous meeting and in her liaison with Thames Water separately, that Thames Water were sorry for what had happened and that they were keen to put things right. However, this did not correlate with Thames Water not having been willing to approve claims for compensation for the loss of parking amenity. These were for very modest amounts compared to the scale and overall costs associated with the response to the incident. She was continuing her dialogue with Thames Water on the matter. She said that it was unfair that the burden had been put fully on her to justify in such detail the time costs incurred by the loss of parking amenity.

5.48   The Head of Regional Networks said he fully appreciated the point around the claim for loss of parking amenity likely to be tiny relative to the costs incurred from the incident overall. However, while he understood the frustration, it was the case that Thames Water and its loss adjusters had the responsibility to ensure that claims were assessed within a stipulated criteria. Claim records were subject to audit.

5.49   While he appreciated the frustration, his advice to the resident would be to pursue the claim, and to provide the information requested. For his and the Loss Adjuster's part, they would both check over the details personally to ensure that the case was dealt with in a timely and appropriate manner. As a final point, he advised that Thames Water equipment was due to be removed from the carpark on the 11th March.

5.50   Bringing the discussion to a close the Chair thanked guests. She said that the Commission may request a further update.

5.51   The Head of Regional Networks thanked the Chair. He advised that Thames Water would be conducting a snagging walk further to completion of works, where any final issues could be identified and then resolved. He suggested that any further update might be provided after that point.

5.52   Cllr Rathbone asked that he be advised of the date of the snagging walk which he would like to attend.

5   Cabinet Question Time - Cllr Rebecca Rennison, Cabinet Member for Finance and Housing Needs

5.1   Guests in attendance for this item were:
  * Cllr Rebecca Rennison, Cabinet Member for Finance and Housing Needs

  * Lesley Weber, Domestic Abuse Intervention Service Manager

5.2   The Chair welcomed the Cabinet Member for Finance and Housing Needs to her question time session. She noted the first section of questions would be focused on the work of the Council and partners to tackle and alleviate rough sleeping over the winter period. She invited the Cabinet Member for Finance and Housing Needs to make any opening comments.

5.3   The Cabinet Member for Finance and Housing Needs made the following substantive points:
  * The Council was committed to working to prevent and intervene early to support those rough sleeping. This was in relation to both those who were long term rough sleepers and those who were doing so for the first time or intermittently.

  * It was important to note that Hackney was working to support a rising street population. This was a vulnerable group which often engaged in begging activity, but one which was not generally rough sleeping. The Council was committed to supporting this group, through work being led by the Cabinet Member for Community Safety, Policy, and the Voluntary Sector. She would restrict her points to those relevant to work to tackle rough sleeping.

  * The annual count of street sleepers carried out in November 2018 had shown a rise in numbers in Hackney; from 18 in 2017 to 23 in 2018. This rise was significant. However, the increase in Hackney over recent years had been lower than in many other boroughs. A nearby inner London borough now saw rough sleeper numbers of over 100, for example.

- In her view the relatively low numbers in Hackney did partly reflect the level of investment and work by the Council in this area.

- On the prevention side, the Council sought to work with those who were at risk of becoming homeless. The borough was part of the No First Night Out Pilot. This aimed to better enable the identification of those within the cohort of individuals who were at risk of homelessness, who were at greatest risk of becoming a rough sleeper. This would enable rough sleeping prevention interventions to be effectively targeted. The service was incorporating learning from this exercise across all relevant areas. Changes brought by the Homelessness Reduction Act had better enabled prevention approaches.

- On the early intervention side, the GLA-funded No Second Night Out Hub provided 50 sit up beds in a centre in the borough. These provided up to three night stays for rough sleepers, during which time staff carried out assessments leading to referrals into relevant services.

- Dedicated hostel provision was provided by partners including St Mungos.

- There was a very wide range of voluntary sector provision in the borough. This included the Hackney Winter Night Shelter which provided overnight beds and a meal in a rolling range of venues around Hackney.

- The Council did a wide range of work with its partners. A Rough Sleeper summit last year had been very successful in bringing partners – including Hackney specific and national / regional charities, community groups and other organisations – together. Its success led to it being repeated in 2019.

- The recent summit had been focused on embedding an approach to homelessness across the Council and the borough.

- The interaction between rough sleeping and both physical and mental health had been commonly mentioned at the event. An attendee had explained that rough sleeping was often a health need manifesting itself as a housing need. The Cabinet Member for Finance and Housing Needs felt that this really illustrated the point that the task of tackling and alleviating rough sleeping was a lot more nuanced than solely resolving accommodation factors. She was aware that commissioning teams within Council and Health services were exploring the potential introduction of mental health outreach for rough sleepers so that support could be delivered directly rather than provision being reliant on individuals actively accessing it. This would be a positive and important move.

- There was also a view that the services and responses needed to be better built around an individual and their needs and wants, rather than having pathways set down according to views of services around what that individual needed.

- The learning gained from the summit was helping to inform the refresh of the Rough Sleeper Strategy.

- A frustration for the Council was that it had not been able to secure some of the funding which the Government was now putting in to help address the rise in rough sleeping. They had been encouraged to submit funding bids. The bids

made had been for innovative pieces of work which would have helped to address the gaps that the service was aware were there.

- One of these gaps was dedicated provision for non-UK rough sleepers from the EU who had lost their right to housing benefit due to having been out of work for 6 months or more. One of the bids if successful would have seen basic housing provision targeted at those within this group. This would have been coupled with intensive employment support aimed at enabling them into work and - depending on their income - benefits. From this point they could be supported onto a sustainable pathway to settled accommodation.

- It had been very disappointing that despite the bids being fully aligned to gaps in provision, they had not been successful. The frustration was that the assessment of bids had included criteria around the count numbers of rough sleeping in different local authorities. Hackney fell outside of the top 83 of count numbers. However, Hackney was being effectively penalised for having given the level of investment into rough sleeping which it had, and for the impact of this work. The innovative approaches and initiatives in place in Hackney were not necessarily in place in other areas. It was not right that this work should impact on the ability of the Council to receive fair shares funding to deliver further support for a vulnerable group.

5.4   The Chair thanked the Cabinet Member for Finance and Housing Needs. She noted that there were a lot of people sleeping on buses rather than the streets. She asked if this group might be hidden from count data.

5.5   The Cabinet Member for Finance and Housing Needs said she reviewed 'Chain Data' on a Quarterly basis. This looked provided ongoing trend data on referrals into services from rough sleepers. She understood that these contained counts of the referrals of people found to be sleeping on public transport.

5.6   The Chair noted that during summer months an area close to her Ward saw some people sleeping in tents, but that this appeared to be less in evidence in winter. She asked whether performing the annual count in November might mask the overall numbers.

5.7   The Cabinet Member for Finance and Housing Needs confirmed that the service was exploring the potential of conducting a summer count in addition to the one delivered in winter within Ministry of Housing, Communities and Local Government policy.

5.8   It was the case that in some instances there were groups of people who slept rough in order to maximise income instead of having more of this accounted for by housing costs. She had spoken with outreach workers around the appropriate offer for this group. This was a complex area. She would need to refer to the Rough Sleepers Strategy to see what actions were planned in support of this group.

5.9   A Member asked a question on StreetLink, the app which enabled people to alert local authorities and outreach services to rough sleepers, so that they could provide support. A resident had advised her that despite reporting someone sleeping in a doorway she had not heard anything. She had used the

app herself and found it not fully accessible; registration was needed in order to make a report which would be a barrier for some. She asked if work was being done to make the app better. Another Member said that he had received feedback from a resident that support was not provided to a rough sleeper they had reported through the app.

5.10   The Cabinet Member for Finance and Housing Needs said that while the Council did not run or manage the app, she was aware that it was currently being refreshed. She hoped that this refresh would address the accessibility issues mentioned.

5.11   She appreciated that StreetLink committed to reporting back to the party reporting the rough sleeper on action taken, and from casework she had received knew that these updates were not always provided. She hoped that the refresh would help iron out these issues.

5.12   She also received feedback from residents who were concerned that rough sleepers had not been immediately supported further to their reporting it.

5.13   However, in these cases when she had taken the matter up with Officers, she had found that they had made contact and were working to engage the person. This sometimes did take significant periods of time. Also, some people reported to be rough sleeping were found to be part of the street population, but not rough sleepers, requiring a separate response.

5.14   She wished to assure the Member that outreach was deployed upon reports being received. During periods of severe weather the response was immediate. In other cases, outreach workers would seek to engage the reported individual on their next engagement round.

5.15   A Member noted the 23 rough sleepers recorded in the November count. He asked if there was case management of these. He asked what data was available to gauge the success of outreach and interventions. He asked what the numbers were of rough sleepers over time.

5.16   The Cabinet Member for Finance and Housing Needs said it was not possible to provide churn data on the profiles of those currently rough sleeping in Hackney in terms of the time that they had been known to services. However, the chain data she mentioned earlier broke down rough sleepers in terms of whether they were first time, long term, or intermittent rough sleepers. This could help give some limited indication of the effectiveness of outreach work. She would check if this data could be made publically available. She said that as the Cabinet Member for the area she had and did seek assurance from services around their work with those who were rough sleeping. Without being able to divulge confidential information, she was able to confirm that services were actively working to engage rough sleepers in the borough. Case management was in place.

| **ACTION 1 – Cabinet Member for Finance and Housing Needs** |
| To seek clarity on whether Rough Sleeper Chain Data can be made publically available with a view to providing to the Commission |

5.17   The Chair agreed with this point. When she had raised cases of rough sleepers with Officers, she had generally found that the service was already aware and was working to engage the individual concerned.

5.18   The Cabinet Member for Finance and Housing Needs added that there were cases of entrenched rough sleepers where intensive and long term engagement was needed, including through GLA initiatives. People who were rough sleeping had – by definition – already been failed by the state. It was fully understandable that in many cases it took rough sleepers time to trust services aiming to support them. She and those in the service always sought to make sure that rough sleepers were aware of the offer of the Greenhouse. This provided a range of support; including to people who were – for whatever reason – not ready or able to stop rough sleeping at this point. These individuals were still able to use the Greenhouse as a postal address and to access GP, benefits, and other services through the centre. This could support them onto pathways eventually leading to accommodation.

5.19   A Member said she had visited the Greenhouse recently as it was based in her ward. During discussions with staff they had fed back how much the centre could benefit from greater space. She asked if options were being explored, including any potential use of a building at the back of the Greenhouse.

5.20   The Cabinet Member for Finance and Housing Needs acknowledged that space was limited, and did impact on the scale and reach of services. Options for increasing space capacity were being explored, but this was within the context of wide ranging demand for sites across Council and community and voluntary sector services, and these being in relatively short supply.

5.21   In terms of numbers, the Cabinet Member for Finance and Housing Needs advised the counts for 2016 and 2017 were 17 and 18 respectively. These were based on the snapshot November counts which were carried out in all local authority areas. Data was validated by Government before being used to report on national rough sleeping figures. On a national basis, figures had fallen slightly, but with rises in London; some of which were dramatic. Chain data which she would look to provide gave more granular information, over shorter time periods.

5.22   The Chair invited Cllr Klein who was in attendance to ask the question of the Cabinet Member for Finance and Housing Needs she understood him to have.

5.23   Addressing Cllr Rennison, Cllr Klein advised that he had an inquiry about a named family.

5.24   At this point the Chair explained that the Commission would not take questions or casework regarding individuals. She advised that these matters should be emailed to the Cabinet Member for Finance and Housing Needs.

5.25   Cllr Klein advised that he had made contact with Officers but that a solution had not been achieved.

5.26   The Chair advised Cllr Klein that individual cases could not be discussed in what was a public meeting. She said that if a response to his enquiries had not

been received, she would advise Cllr Klein to write to Officers again, copying the Cabinet Member for Finance and Housing Needs into this correspondence.

5.27 The Cabinet Member for Finance and Housing Needs also offered to take the matter up upon an email being sent directly to Mayor's Office.

5.28 Bringing this area of questioning to an end, the Chair suggested that the Cabinet Member for Finance and Housing Needs might email all Councillors with details of the Greenhouse, in terms of its offer and location. She said that some Members were not aware of this. She also suggested that information on StreetLink might also be circulated. She said that there were some misconceptions around this scheme.

5.29 The Cabinet Member for Finance and Housing Needs agreed to build these suggestions into communications plans with Members.

ACTION 2 – Cabinet Member for Finance and Housing Needs
To incorporate information and details on the offer of the Hackney Greenhouse and the StreetLink App, into updates to all Councillors.

5.30 The Chair brought the meeting onto the next area for questioning; recent work relevant to the domestic violence and abuse portfolio area held by the Cabinet Member for Finance and Housing Needs.

5.31 She welcomed the Domestic Abuse Intervention Service Manager who was in attendance along with the Cabinet Member for Finance and Housing Needs.

5.32 Asked to make any opening points, the Cabinet Member for Finance and Housing Needs said the following:

- The Domestic Abuse and Intervention Domestic Abuse Intervention Service Manager was hosted within the Children and Families Service. This was in reflection of the cyclical nature of domestic abuse and also the need for interventions to address the needs of whole families, including children.

- Adding to this point the Domestic Abuse Intervention Service Manager confirmed that in the vast majority of referrals into the service, children were present in the home. The service being based in Children and Families better enabled prevention to be in place from maternity and zero years, and a whole family approach. The service continued to work closely with every directorate.

- The Cabinet Member for Finance and Housing Needs said that the Council's service stood out as one that worked with perpetrators as well as victims. This could be controversial. It was done wholly with the survivor at the heart. This work was delivered within the recognition that in some cases – and sometimes due to couples having children – that the relationship and or contact would continue despite the service's intervention, and also that without prevention work there was greater risk that cycles of violence would be repeated in future relationships.

- There was refuge provision in place in the borough. It was important to note that the 48 beds commissioned in Hackney were not provided to women from the borough but from elsewhere. Refuges would not take residents from the local authority area in which it was based. This meant that services needing to secure a refuge place for a

client made contact with those in other areas. Hackney had the third highest refuge bed provision in London. Some recent news stories around Hackney not having provision available was due to the borough being one of the first forts of call for other areas due to its relatively high numbers of beds, and supply being exhausted as a result,.

- MOPAC were currently looking at the scope for regional funding of refuges. However, at this time there was no needs assessment in place to establish the refuge places required on either a London or national level. She had raised this issue a number of times.

- The Violence Against Women and Girls Strategy was currently being reviewed.

- The Sanctuary Scheme provided funding to the Council for it to enable some survivors of domestic violence to remain in their own home when they chose to do so, through adjustments being made where this could make the environment safe. Through a successful bid the Council had received a time limited £100,000 fund to deliver this initiative. While this was positive, it indicated the precarious nature of funding in this area; there was an absence of proper sustainable funding streams from Government for domestic violence work.

- A project was ongoing to shift the service towards a Children Services Model. This was a more effective, evidence based delivery model.

- The new model would aim to give greater autonomy back to survivors. It was recognised that the current system often required a range of significant life changes to be made; to the schools which children went to and to the areas the family lived in, for example. The new model would put the survivor family at the centre.

5.33 A Member said she used to work in a Family Therapy Centre. Cases managed there had highlighted to her the often cyclical nature of domestic violence, with many perpetrators being found to have experienced violence in the home during their formative years. She asked how the Council and its partners were addressing this.

5.34 The Domestic Abuse Intervention Service Manager thanked the Member for the question. Earlier that day she had attended a new Adverse Childhood Experiences working group. Domestic abuse was one of the most major adverse experiences for a young person to go through, and one which had one of the largest negative impacts on both childhood and later outcomes in life. Those experiencing domestic violence as a child were more likely to become abusive to parents, to see their relationship with the non-abusive parents break down, and to become an adult victim or perpetrator at later points in life.

5.35 The service was installing an approach based more on addressing the effects of trauma. Safety would always be the priority. However, there would be greater focus on the aftermath, and on work to best prevent patterns of domestic violence reoccurring.

5.36   There were relevant interventions to address trauma already in place, including through delivery by the community sector. However, these were often focused on adults rather than children. Child and Adolescent Mental Health Services (CAMHS) did play a role in supporting young people having experienced domestic abuse. However, more was needed around fully identifying how the trauma caused to children could be fully addressed. This work was high up on the agenda of both the Children and Families Service, and Education.

5.37   A Member recalled the Commission's recent visit to the Integrated Gangs Unit. At that meeting a map was shown showing the journey of a young person which had ended in their committing of a serious violent offence. He recalled that exposure to domestic violence had been evident in the case. He said that this helped highlight to him the need for a focus on supporting people to deal with any early traumatic experiences.

5.38   The Domestic Abuse Intervention Service Manager said her service in its work with perpetrators followed a behavioural change model. When working with perpetrators to try to enable them to understand the reasons for their behaviour, exposure to violence and trauma as a child often emerged. Domestic violence was generally a learnt behaviour. It was more likely to be exhibited by those exposed to it as a child, and also by those who had been socialised within particular belief systems around masculinity.

5.39   Numbers helped to illustrate the scale of the issue. In Hackney, it was estimated that 35,000 women aged 16 and over had experienced domestic abuse. 20,000 were estimated to have suffered from a sexual assault. In terms of children, 6,000 children aged 0 – 17 were estimated to have experienced domestic violence in the home. These estimates were informed by data produced at a national level, which had been applied to population data for Hackney.

5.40   The Cabinet Member for Finance and Housing Needs noted that these numbers compared to the Domestic Abuse Intervention Service which contained the manager and 8 workers. This highlighted the need to make the issue one which was everyone's business, regardless of service area. This would enable a whole systemic community and professional based model.

5.41   Asked how this would be achieved, the Domestic Abuse Intervention Service Manager confirmed that doing so would be at the centre of the revised Violence Against Women and Girls Strategy. One way would be empowering better and wider screening, where wide ranges of services and organisations coming into contact with people were able to ask the right questions and to respond to those coming forward in the appropriate way. While the new strategy on the topic for central Government was heavily Criminal Justice System focused, research showed that victims often went elsewhere for support (only around 20% of victims engaged with the police). People for various reasons chose to go down other routes. Services needed to be responsive to this. Work was being done to help best ensure that all community groups and professional organisations were able to ask questions and respond to calls for help in a way which was affective and which encouraged continued engagement.

5.42   The Cabinet Member for Finance and Housing Needs added that there was a range of work relevant to this including a current training and awareness

campaign. Messaging by the Council was focused on encouraging dialogue and open discussion on the issue. She had noticed during the time she had held this portfolio area how there was sometimes discomfort around talking about the problem, partly explained by a nervousness around saying the wrong thing.

5.43   A Member noted the point around victims reporting issues to organisations other than criminal justice. However, she had dealt with a case where the Council had said it could not accept a housing case as being related to domestic violence, as the resident had not reported the matter to the police.

5.44   The Domestic Abuse Intervention Service Manager said that it was not the case that Council Services could only treat cases as being related to domestic abuse, where police reports were present. The organisation could and should give consideration to a range of evidence – for example medical records - and should be proactive in seeking this. The team was working on communicating this message more widely. Housing was a crucial area and the service was working with all housing sectors with the aim of best ensuring that they dealt with cases sensitively and effectively, including through not requiring unrealistic levels of evidence from clients who were going through periods of trauma.

5.45   A Member asked whether activities were planned to coincide with International Women's Day later in the week.

5.46   The Cabinet Member for Finance and Housing Needs said that the service had deliberately chosen the International Day for the Elimination of Violence against Women on the 25th November as its annual flagship engagement event to help ensure join up and consistent messaging. This date saw the start of 16 days of Activism, incorporating a range of events. The Domestic Abuse Intervention Service Manager said that discussions were underway around also delivering activities as part of International Women's Day from next year.

5.47   A Member noted the cultural barriers which some groups faced in regards to seeking support for domestic violence. Among some community groups there was still a common view that domestic violence was an issue which needed to be tolerated. He asked about the links between the Domestic Abuse Intervention Service and the organisations representing these communities. IMECE did particularly excellent work in supporting Black, Minority Ethnic and Refugee women experiencing domestic abuse, in his view.

5.48   The Domestic Abuse Intervention Service Manager confirmed that the service had good links and worked very closely with a range of culturally-specific organisations. This was crucial to it being effective. Organisations formed part of the partnership. In terms of IMECE, referral pathways were in place between the organisation and the Council. In some cases, victims would not wish to work with a cultural organisation due to fear of reprisals (whether or not this was a valid concern). In others, they would explicitly wish to be supported by the cultural organisation. In other cases still a victim might wish to be supported by professionals in other services – for example – a Social Worker they were already in contact with. It was important to facilitate any support pathway the survivor chose.

5.49   The team itself was diverse and had good level of understanding of Hackney's communities. As an indicator of this, six languages were spoken (with access to interpreter services where this was required).

5.50   A Member recalled a case he was aware of where a perpetrator of domestic violence who had had mental ill health, had become homeless after being removed from the home by the police and spending some time in custody. He had gone onto take his own life. He asked if the police could be instructed to find accommodation for perpetrators where they were vulnerable.

5.51   The Domestic Abuse Intervention Service Manager advised that the team had raised the issue that those being abusive who were taken out of the home should not be left homeless. However, this was not at the expense of expecting them to be returned to the home if they were abusive; the first consideration was for the safety of the victim.

5.52   The Member asked if work was done with male victims of domestic violence.

5.53   The Domestic Abuse Intervention Service Manager confirmed that it was, and that the service worked with any victim. This included men. This said, it was the case that women were disproportionately affected by domestic violence, including cases of murder.

5.54   The Chair noted that the review of the Commission into serious violence had heard about the toxicity of some relationships between some young men and women, and around both males and females having warped views towards acceptable behaviours. She asked if the service was working to address this.

5.55   The Domestic Abuse Intervention Service Manager said this was a very important point. The issue was a real one, and was reflected in the Government now making it mandatory for the delivery of healthy relationship teaching in schools. Hackney was ahead of the curve in this; Young Hackney had been delivering PHSE lessons in primary and secondary schools and in Youth Hubs for some years. Material for these lessons and for other forms of engagement were being co-designed with young people so that it spoke to these groups rather than adults.

5.56   The Chair asked what impact austerity had had on the capacity of the service to support victims and to work with them and perpetrators.

5.57   The Domestic Abuse Intervention Service Manager said that there was a relatively high spend on tackling domestic abuse in Hackney. Service demand was also high; a service transformation in 2016 had been followed by a 42% increase in referrals, almost doubling workloads. The level of outreach work into the community had increased also.

5.58   The rise of referrals in Hackney was partly reflective of rises in London and nationally. There was debate around any extents to which the increase was due to an increase in awareness and intolerance of domestic violence and an increase in violence.

5.59   Very thankfully, there had been no domestic homicides since 2014. This compared to an apparent escalation of these tragic cases in London. She felt

that this was partly reflective of the active and proactive nature of the service. However, it was a very challenging and high risk area and there could be absolutely no complacency.

5.60   A Member noted a recent national case where a woman had been given the right to appeal a conviction for the murder of her husband due to evidence of coercive control by him emerging. She asked if this case had implications for the way the service worked with victims. She noted that this case could bring a realisation among more people that what they themselves experienced was actually domestic abuse. She wondered if the service was open to taking these cases on.

5.61   The Domestic Abuse Intervention Service Manager confirmed that all domestic homicides when tracked back showed evidence of coercive control. Any case being referred was taken very seriously. Any non-recognition of coercive control by the service or others meant that risk was not being recognised. Reviews of domestic homicides often found that the victim was not known as a high risk case, and that this was sometimes due to indicators of coercive control not being recognised or at earlier points. The service was working to engage the community on this to increase awareness. A pattern of coercive control could sometimes be mistaken for expressions of love and care by a perpetrator.

5.62   The Chair asked what the service offer was for people reporting concerns they had for a family member or friend.

5.63   The Domestic Abuse Intervention Service Manager advised that anyone could contact the service for advice. If there was not an indicator that someone was at serious risk, consent by them was generally required for a fuller investigation. Decisions around this were made on a case by case, risk-based basis.

5.64   A Member recalled a case where he had supported a victim of domestic violence some years ago. It had been a highly complex case in which he had needed to liaise with a range of Council and other services; for example Housing Officers and solicitors. What had struck him at that time was that there was nobody in a central team helping to co-ordinate support. He asked if this had changed.

5.65   The Domestic Abuse Intervention Service Manager said that the reason for the transformation she had mentioned was a review finding that the services had not been accessible and had been little-known about. That review had followed a spate of five domestic homicides in a two year period. Her team now performed the central role described by the Member as being a gap previously.

5.66   The Member asked what legal support was available to the service's clients, and about the impact that Government cuts to legal aid had had.

5.67   The Domestic Abuse Intervention Service Manager said that the potential to offer legal support differed on the need. In cases where an injunction was needed and legal aid was not available to a survivor, the service could support the client through what was known as DIY injunction. The service also had access to a specialist Domestic Violence Court for East London.

5.68   She acknowledged that Hackney was not seeing levels of perpetrator prosecutions that it wished to see, and that these were lower than in the country generally. The service was working with MOPAC to seek to have Officers present in their pan London Domestic Abuse Courts. The service was seeking to improve its criminal justice response, in addition to its successful work in supporting victims and delivering prevention.

5.69   The Chair thanked the Cabinet Member for Finance and Housing Needs and the Domestic Abuse Intervention Service Manager. She asked if some further information might be provided on the service in terms of its approach, offer, and how people can access it.

5.70   The Domestic Abuse Intervention Service Manager agreed to provide this.

ACTION 3 – Domestic Abuse Intervention Service Manager
To provide written information on the Domestic Abuse Intervention Service in terms of its approach, offer and gaining access.

6   Update on discretionary private rented sector licensing

6.1   Kevin Thompson, Head of Private Sector Housing, was in attendance for this item.

6.2   Asked to make any opening comments, the Head of Private Sector Housing said the following:

-   The Council like other local authorities had a mandatory licensing scheme in place covering larger Houses of Multiple Occupation.

-   Research into housing conditions in the borough had found there to be some significant issues in the private rented sector which went beyond those covered by mandatory licensing. This research found that around 11% of rented properties in the borough had serious hazards or disrepair in with them. With HMOs this rose to 20%.

-   Based on that data and in line with a manifesto commitment, an assessment was made as to whether this research gave cause for the Council to implement discretionary licensing schemes to run alongside the mandatory one, in order to bring more properties into a licensing framework.

-   This assessment led to the implementation of two licensing schemes, which came into force on the 1st October 2018.

-   An additional licensing scheme now covered all HMOs in the borough not covered by the mandatory scheme (covering properties occupied by two or more people who were not a single family).

-   A geographically-based pilot selective licensing scheme now covered all rented units not within scope of the mandatory or additional schemes, in the wards of Cazenove, Brownswood and Stoke Newington. The data exercise highlighted relatively high levels of hazards in these three wards. The impact of this pilot scheme would be monitored with the insight used to inform future approaches.

- Prior to their coming into force, the Council had made the decision that active enforcement against those not coming forward for a license would not be started in the first few months of the scheme. At that point and as per public announcements made, enforcement measures would begin. The date for which the enforcement window opened was the 1st March. The Council was not about to embark on extensive enforcement activity. Instead at this point it would begin a publicity campaign, writing to landlords and agents and others encouraging them to come forward. Those actively choosing not to comply with the scheme would then be subject to enforcement action.

- Section 4.1 and 4.2 showed changes to procedures and policies. Section 4.1 related to how the Council would manage cases where landlords of properties in Hackney resided overseas. 4.2 set out the approach to be taken to selective licensing where the licenses were for flats in blocks, and gave consideration to whether a single license could be provided covering all flats, or whether individual licenses would be required for each flat. The policy now allowed for licenses covering more than one flat, in certain circumstances.

6.3   The Chair noted the 1st March timescale for starting enforcement action. She asked what form of enforcement this would take. She was keen to see what had happened since implementation of the schemes in October.

6.4   The Head of Private Sector Housing said that when introducing discretionary licensing schemes, local authorities were known to follow an approach of encouraging applications at early phases. Further to that point, these applications would be validated and assessed (including through inspections where necessary) before licenses were issued.

6.5   The compliance stage followed this. At the current time, effort was being put into encouraging and helping landlords to apply. Once that had been worked through, focus moved to compliance, and the targeting of those landlords who despite engagement by the Council, had not come forward for a license and or were deliberately evading the scheme. Civil penalties and prosecutions would not be rushed out at this time. However, when during the current phase any property was found to have poor conditions or management or disrepair, this would be worked through to resolution. Following that, focus would move to those landlords not having come forward, with enforcement action where necessary.

6.6   Between the scheme going live in October 2018 and the 20th February 2019, 2134 license applications had been submitted. This provided an income of £1.56 million. The level of progress reached in terms of licensing coverage achieved was greater at this point than that forecast at planning stages. It was stronger than that which had been achieved in the same time period by comparable authorities which had implemented schemes.

6.7   One of the reasons for the strong go live was the good quality online application system. Feedback had been generally positive. 25 minutes was the average time of an application.

6.8   A Member asked what proportion of properties falling within the remit of any of the schemes, were now covered by licensees.

6.9   The Head of Private Sector Housing advised that the data exercise had identified around 9,000 properties as requiring a license. 2134 of these had now come forward for a license.

6.10   The Chair noted the breakdowns in terms of the licenses now applied for, in each Ward. She noted that the three Wards in which selective licensing had been introduced had seen a total of around 1,100 applications made. From time spent in at least one of these Wards, she felt that the numbers in each ward were quite low relative to the amount of units which were privately rented in those areas. She had also noted the poor conditions that some of these properties appeared to be in. She wondered whether those landlords with the properties in poorer conditions were among those who had currently not come forward for a license.

6.11   The Head of Private Sector Housing said there was a clear need to address this issue. Communications work would be delivered now that the enforcement stage had been reached. There would be dedicated activity in those three wards. Flyers had already been sent to every property suspected to be subject to selective licensing. Other activity would follow, including events. This all said, the positions the schemes were in in terms of the progress they had made, were positive.

6.12   The service would be contacting landlords who had not come forward, with help offered. A reminder would be sent to those still not making contact.

6.13   The third final stage would be a letter advising that the case had been referred for legal action. Capacity in the service for this escalation was in place. In general, experiences from other authorities showed that published enforcement action against landlords was often the catalyst for the coming forward of others.

6.14   The overall approach would be risk based; those properties which evidence suggested were more likely to have hazards, disrepair and or poor management would be prioritised for inspection.

6.15   The Chair supported the need for enforcement action where landlords were not forthcoming. She also noted the report's reference to the residents of in scope unlicensed properties having the right to go to tribunal to seek a rent rebate (Rent Repayment Orders). She suggested that this be publicised as part of the drive to increase sign up.

6.16   Another Member agreed with this point. She asked that this information be circulated to the Commission.

6.17   The Head of Private Sector Housing agreed to provide this information. He said that the tool was a powerful one. He agreed to liaise with the Communications service on publicity of this power.

ACTION 4 – Head of Private Sector Housing
To provide information on Rent Repayment Orders to Commission Members.

> **ACTION 5 – Head of Private Sector Housing**
> To seek to publicise the ability of private rented sector tenants to pursue Rent Repayment Orders in cases where a landlord's licensable property is not licensed.

6.18   A Member asked about the standards which the licensing schemes were able to enforce in terms of overcrowding and use of amenities including kitchens and bathrooms.

6.19   The Head of Private Sector Housing advised that for HMOs, there were room size and standard criteria for bathrooms, kitchens and bedrooms. For the non HMOs under the selective scheme, there was not provision for setting standards on kitchens and bathrooms. But for sleeping accommodation there were minimum size provisions and licenses could specify the maximum of people who could occupy the premises for sleeping. These stipulations applied from the point of the next tenancy. The standards were not at a high threshold and were based on 1930's regulations around overcrowding.

6.20   A Member recalled from the last discussion on this topic that the service was building up capacity to implement the new schemes. He asked if the recruitment had been completed.

6.21   The Head of Private Sector Housing confirmed that the service structure was fully in place. The budget was strong.

6.22   However, recruitment of the staff with the relevant skill sets was a challenge. Hackney was also competing for staff with other boroughs also introducing schemes. Newly skilled Environmental Health Officers were not coming through the system at the rates required by the industry. A specific post graduate course at Middlesex University was seeking to help fill this gap and the Council was liaising with them.

6.23   A Member wished to seek clarity on the numbers of units which required a mandatory HMO license, and the numbers which were covered by a license. In response, the Head of Private Sector Housing confirmed that – prior to the data gathering exercise approximately 198 Mandatory HMO licenses were in place. The data exercise had identified another 991 HMOs in need of a mandatory license. Of these additional 991 units identified, 113 had so far made the application for a license.

6.24   The Chair said that she was concerned with the low shares of properties having the mandatory HMO license they required, given the length of time that mandatory licensing had been in place. She asked why this was the case.

6.25   The Head of Private Sector Housing advised that the low shares of properties with a mandatory license in place was due to two reasons. The first of these was that only at the point of the data exercise did the Council obtain a clearer picture on the locations of unlicensed HMOs. Before this time the identification of unlicensed HMOs relied on manually surveying areas. The second reason was due to changes in the mandatory scheme enacted in October 2018, which had brought greater numbers of units into this criteria.

6.26   In response to the Chair's request, the Head of Private Sector Housing agreed to provide the numbers of HMOs falling under the previous mandatory scheme and the numbers falling into the revised one.

ACTION 6 – Head of Private Sector Housing
To provide data on the numbers of HMOs falling within scope of the mandatory scheme before and after Government changes to the scheme enacted in October 2018

6.27   The Chair also asked that data was provided enabling Members to gain an insight into the locations of HMOs in the borough.

ACTION 7 – Head of Private Sector Housing
To provide data on the locations of HMOs in the borough.

6.28   As a final point, a Member noted the reference to events planned in Wards. He asked if Ward Councillors – including himself as Member for Cazenove – could be invited on any engagement events in their areas regarding the schemes.

7   Minutes of the Previous Meeting

7.1   The Minutes of the last meeting were agreed as an accurate record.

8   Living in Hackney Scrutiny Commission- 2018/19 Work Programme

8.1   The work programme was noted.

8.2   A Member suggested that the Commission sought an item on the London Plan during the next municipal year.

8.3   Another Member had heard some reports of sex workers being treated more punitively by the police, and concerns around this. He suggested that this might be incorporated into a topic for next year.

8.4   A Member noted recent press coverage around some London boroughs ending the arrangement of having embedded Home Office workers within their organisations. This was within the context of work to assess and support vulnerable migrants. She understood that Hackney had a worker in place. She suggested that an update might be received around the approach in Hackney.

8.5   The Chair thanked Members. She understood that the police would be in attendance at the Safer Neighbourhood Board meeting the following week. As Chair of this Commission she was a Member of the Board. She would seek to raise the issue around the approach to sex workers and would feedback to the Commission. She would also discuss the matter of the Home Office Embedded Worker with the relevant Cabinet Member.

9   Any Other Business

9.1   The Chair noted that the Commission was nearing the end of its evidence gathering for its review related to serious violence.

9.2   She reminded Members of the meeting scheduled for the 14th March, with representatives of the Integrated Gangs Unit and the Children and Families Service.

9.3   This was to go through a list of questions which had been shared with these services, and which Members felt to be outstanding from previous discussions.

9.4   This was scheduled to be the last piece of evidence gathering for the review. She said that a record of that meeting would be published within the agenda papers for the next Commission meeting in April.

9.5   In addition, records of the other site visits and meetings carried out as part of the review, outside of the formal Commission meetings, would be published at that point.

ACTION 8 – Scrutiny Officer
To incorporate records of site visits and evidence gathering meetings (outside of formal Commission meetings) relating to the review around serious violence, into the agenda papers for the meeting of 8th April.

Duration of the meeting: 9.55 pm

CHAIN QUARTERLY REPORT

OUTER BOROUGHS

OCTOBER - DECEMBER 2018

CHAIN

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CONTENTS

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1. INTRODUCTION

This quarterly report presents information about people seen rough sleeping by outreach teams in Outer Boroughs in October - December 2018. Information is derived from the 'Combined Homelessness and Information Network' (CHAIN), a database commissioned and funded by the Greater London Authority (GLA) and managed by St. Mungo's. For more information see www.mungos.org/chain.

New rough sleepers	Those who had not been contacted by outreach teams rough sleeping before the period
Living on the streets	Those who have had a high number of contacts over 3 weeks or more which suggests they are living on the streets
Intermittent rough sleepers	People who were seen rough sleeping before the period began at some point, and contacted in the period - but not regularly enough to be 'living on the streets'

For more information about the methods used to derive statistics for this report, and definitions of different groups, please see the Methodology section.

Most sections of this report include figures representing an amalgamated total for everyone seen rough sleeping in the outer boroughs taken as a whole, followed by a breakdown providing figures for each of the boroughs individually. Some people will have been seen rough sleeping in more than one of the outer boroughs during the period, so the combined total for the separate boroughs works out to a higher number than the overall amalgamated total for the outer boroughs.

Editions of this report prior to April 2018 included the borough of Haringey. However, due to the increased number of rough sleepers seen there, together with the advent of a dedicated outreach service in the borough, Haringey is now covered by a separate report and is no longer included in the outer borough figures. Similarly, prior to April 2017, Newham was included in the outer boroughs figures.This should be taken into account when comparing the amalgamated outer boroughs total against that for periods prior to these changes.

2. ROUGH SLEEPER POPULATION ANALYSIS

Outer Boroughs: Headlines

Volumes	No. Rough Sleepers	Change from last period	Change on same period last year
New Rough Sleepers (All)	**455**	**+10**	**+78**
New RS with no second night out	385	+5	+78
New RS with a second night out but not living on the streets	65	+5	-2
New RS joining living on the streets population*	5	0	+2
Living on the Streets (All)	**45**	**+6**	**+12**
LOS - Transferred from new RS*	5	0	+2
LOS - Known	36	+6	+12
LOS - RS205+	4	0	-2
Intermittent Rough Sleepers	**292**	**-31**	**+24**
Total	**787**	**-15**	**+112**

*This cohort is listed under both new RS and living on the streets headings, but is only counted once towards the overall total

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Outer Boroughs: Achieving No Second Night Out

New RS Total	377	339	361	445	455

Legend:
- New RS joining living on the streets population
- New RS with a second night out but not living on the streets
- New RS with no second night out
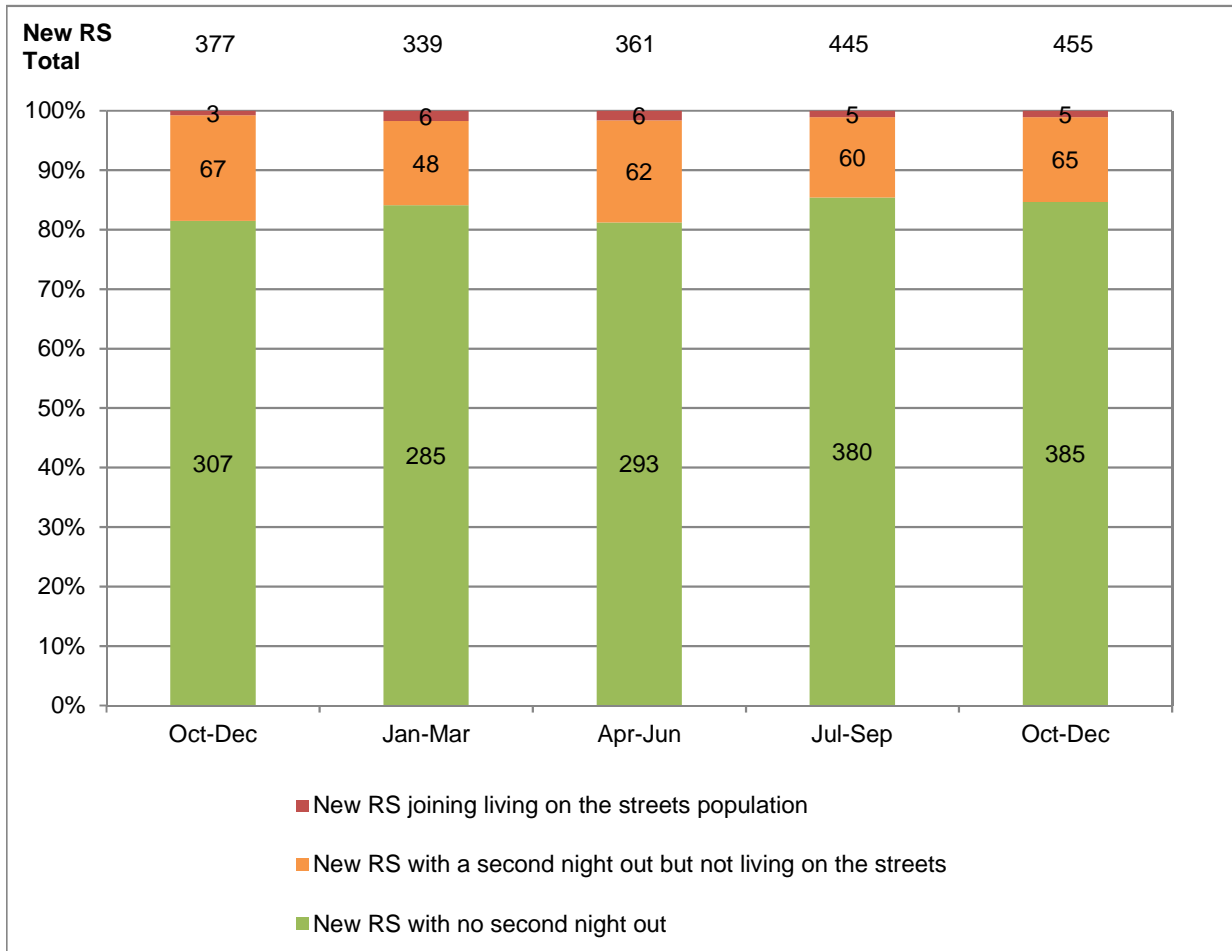
Category	No. this period
New RS with no second night out	385
New RS with a second night out but not living on the streets	65
New RS joining living on the streets population	5
Total	**455**

Note: New RS = New rough sleepers

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Outer Boroughs: No One Living on the Streets
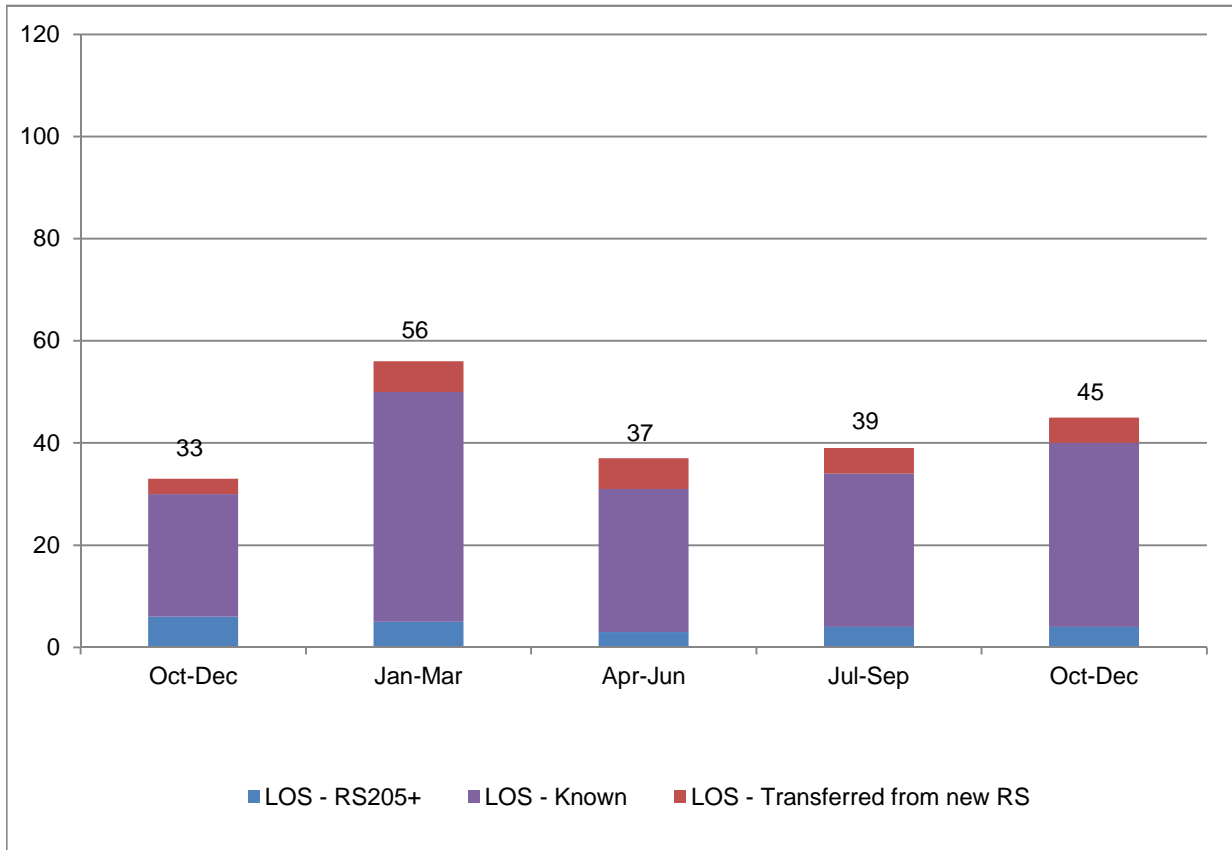
Category	No. this period
LOS - Transferred from new RS	5
LOS - Known	36
LOS - RS205+	4
Total	**45**

Outer Boroughs: Intermittent Rough Sleepers
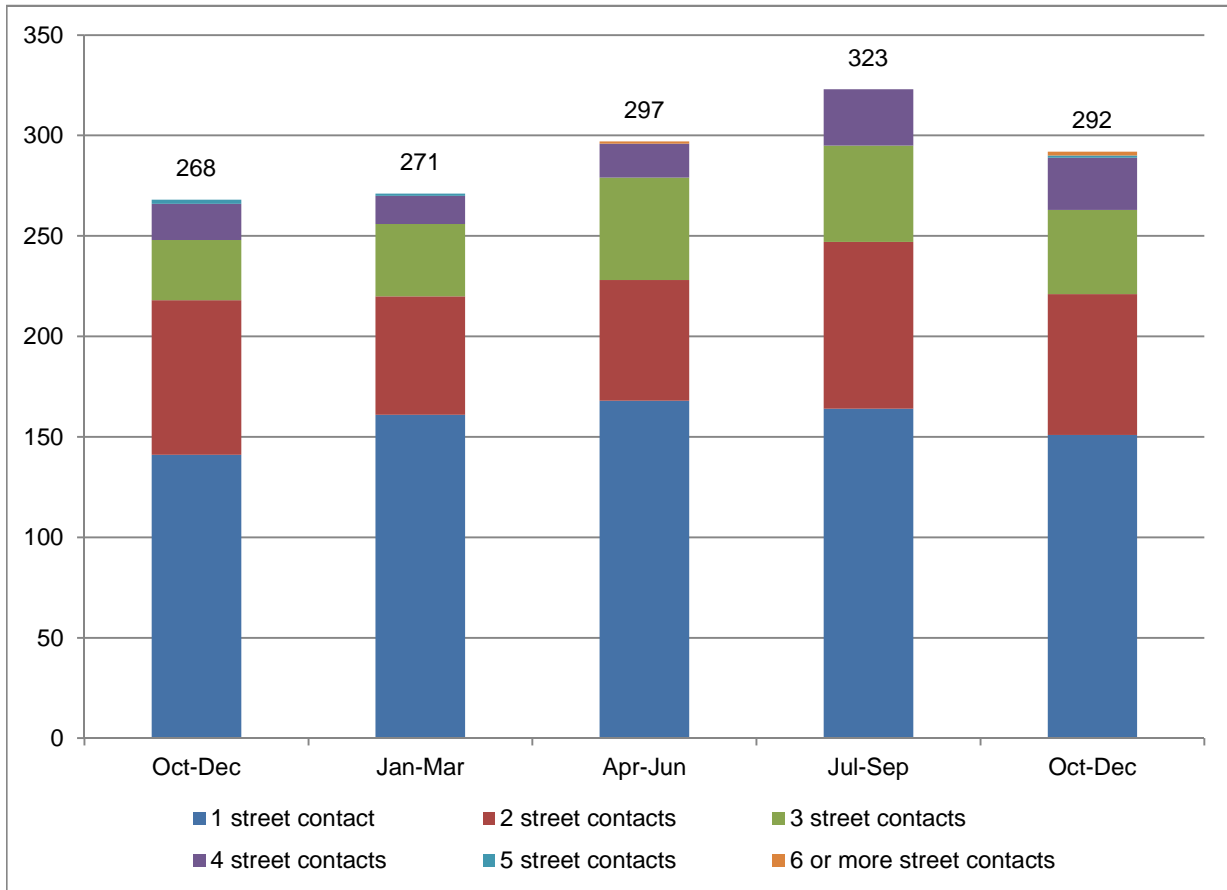
No. bedded down street contacts during this period	No. intermittent rough sleepers
1 street contact	151
2 street contacts	70
3 street contacts	42
4 street contacts	26
5 street contacts	1
6 or more street contacts	2
Total	**292**

Outer Boroughs: Distribution

BOROUGH	New RS with no second night out	New RS with a second night out but not living on the streets	New RS joining living on the streets population	LOS - Known	LOS - RS205+	Intermittent rough sleeper	TOTAL
Barking & Dagenham	7	3	0	0	0	7	17
Barnet	14	3	0	1	1	11	30
Bexley	9	1	0	0	0	3	13
Bromley	13	2	0	0	0	4	19
Bus route	17	2	0	1	0	15	35
Croydon	45	7	0	11	0	38	101
Enfield	17	1	0	0	0	8	26
Greenwich	8	4	2	1	1	14	30
Hackney	26	2	0	2	1	20	51
Harrow	6	0	0	0	0	3	9
Havering	8	0	0	0	0	2	10
Heathrow	61	12	2	7	0	37	119
Hillingdon	23	4	1	1	0	15	44
Hounslow	13	4	0	0	0	18	35
Kingston upon Thames	17	5	0	1	0	20	43
Lewisham	19	0	0	3	0	13	35
Merton	6	2	0	0	0	12	20
Redbridge	25	0	0	0	0	3	28
Richmond	7	2	0	3	0	16	28
Sutton	6	1	0	0	0	5	12
Tube line	0	0	0	0	0	4	4
Waltham Forest	21	12	1	0	0	16	50
Wandsworth	17	2	0	6	1	12	38
UNIQUE TOTAL	**385**	**65**	**5**	**36**	**4**	**292**	**787**

3. SPATIAL DISTRIBUTION

Bedded down street contacts by area: Greater London level

The map below shows the number of bedded down street contacts recorded in each Middle Super Output Area across the Outer Boroughs during the period. It is important to note that this represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given area.

No. Bedded Down Contacts

1	6-10
2	11-20
3	21-50
4-5	51+
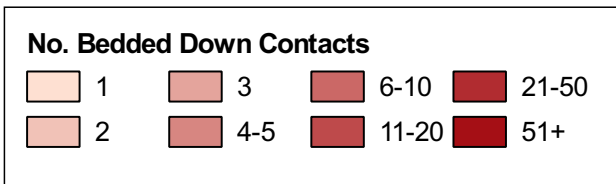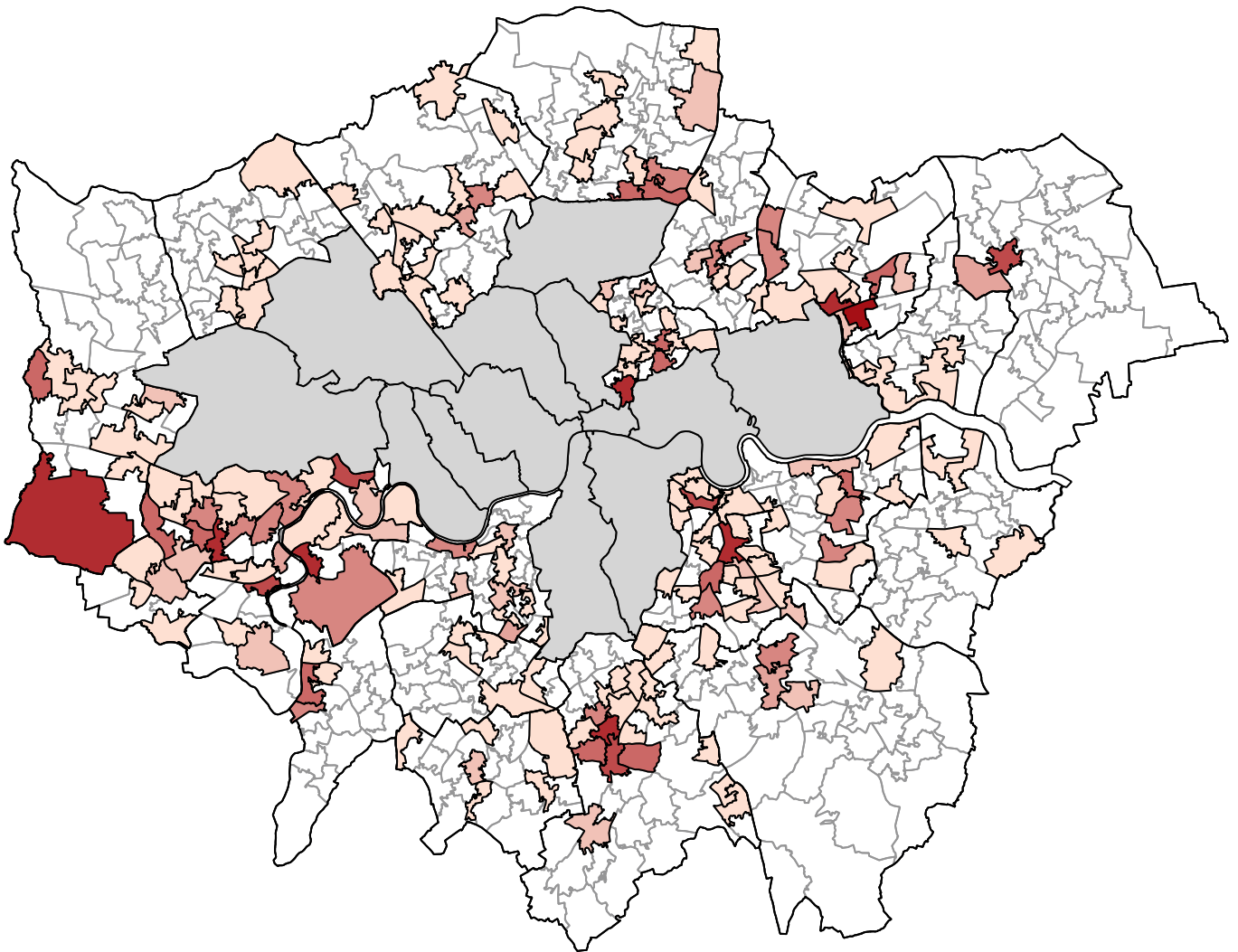
4. NATIONALITY

Nationality: Rolling figures

Nationality of people seen rough sleeping by outreach services.

Nationality	Apr-Jun 18		Jul-Sep 18		Oct-Dec 18	
	No.	%	No.	%	No.	%
UK	381	56%	452	58%	441	59%
Ireland (Republic of)	7	1%	4	1%	9	1%
France	8	1%	5	1%	6	1%
Germany	2	0%	2	0%	3	0%
Italy	6	1%	6	1%	13	2%
Portugal	8	1%	7	1%	5	1%
Spain	2	0%	4	1%	3	0%
Bulgaria	7	1%	6	1%	16	2%
Czech Republic	3	0%	6	1%	4	1%
Estonia	0	0%	0	0%	1	0%
Hungary	3	0%	1	0%	5	1%
Latvia	13	2%	5	1%	2	0%
Lithuania	22	3%	21	3%	14	2%
Poland	46	7%	74	10%	70	9%
Romania	43	6%	48	6%	46	6%
Slovakia	4	1%	5	1%	6	1%
Slovenia	0	0%	0	0%	0	0%
Central and East Europe Subtotal	*141*	*21%*	*166*	*21%*	*164*	*22%*
Other Europe	11	2%	11	1%	18	2%
Africa	50	7%	64	8%	53	7%
Asia	48	7%	46	6%	23	3%
Americas	14	2%	4	1%	14	2%
Australasia	0	0%	2	0%	1	0%
Missing	*0*		*0*		*0*	
Not known	*11*		*29*		*34*	
Total (incl. Missing/Not known)	*689*		*802*		*787*	
Total (excl. Missing/Not known)	**678**	**100%**	**773**	**100%**	**753**	**100%**

Note: Percentages are calculated from total excluding clients whose nationality was not known or not recorded.

In individual borough reports some nationalities included in the table above may have '0' clients recorded against them – these nationalities are included in this standardised table as they represent a significant number of clients across London as a whole.

Nationality: Breakdown by area

Nationality of people seen rough sleeping by outreach services, grouped by area.
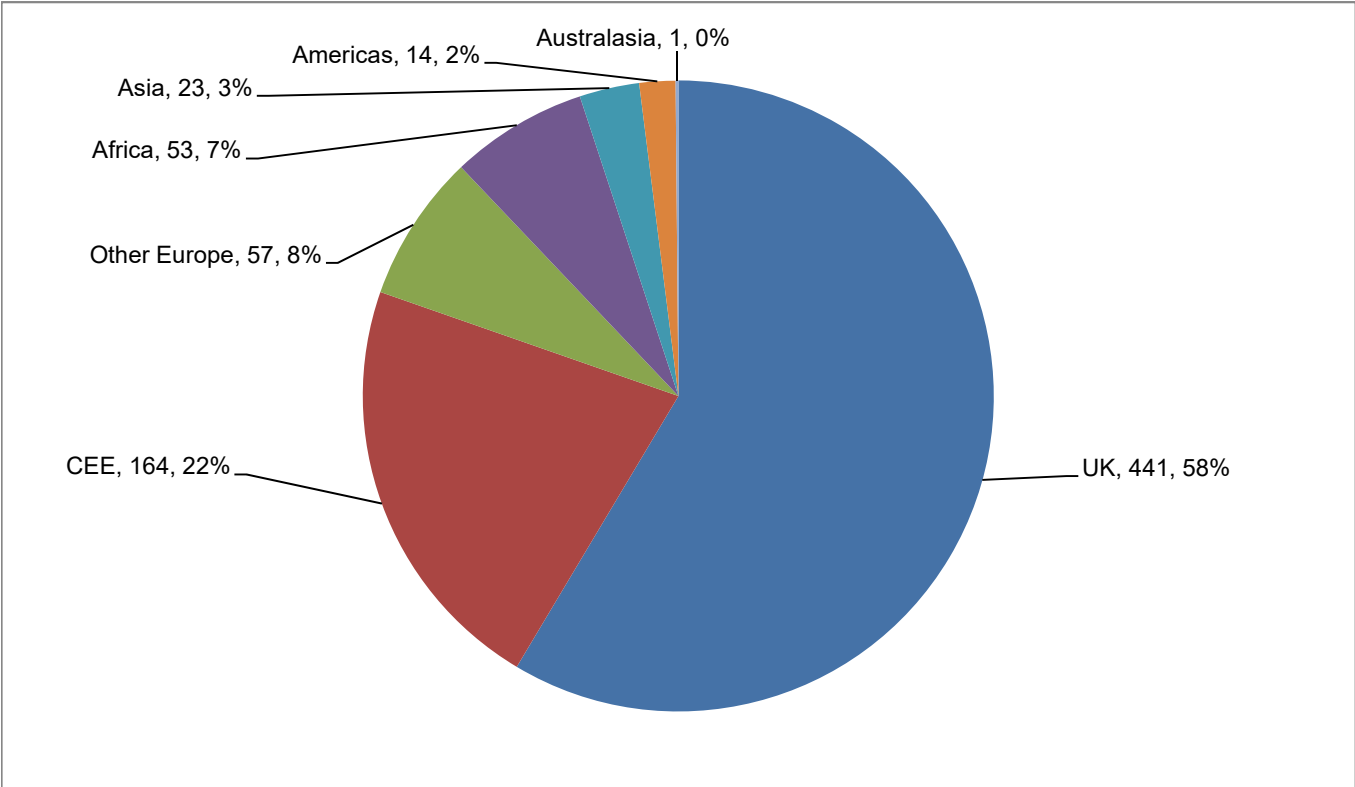
Base: 753. Note that the base figure for this chart excludes clients whose nationality is not known or recorded.

Nationality: Borough breakdown

Borough	UK	CEE	Other Europe	Africa	Asia	Americas	Australasia	Not known	Total
Barking & Dagenham	8	8	0	1	0	0	0	0	17
Barnet	19	9	0	0	2	0	0	0	30
Bexley	12	1	0	0	0	0	0	0	13
Bromley	16	0	2	0	0	1	0	0	19
Bus route	19	6	1	6	0	2	0	1	35
Croydon	54	29	1	10	4	1	0	2	101
Enfield	14	7	1	2	0	1	0	1	26
Greenwich	23	3	3	1	0	0	0	0	30
Hackney	30	5	11	3	1	0	0	1	51
Haringey	28	34	10	6	2	0	0	2	82
Harrow	4	2	1	0	1	0	0	1	9
Havering	8	0	2	0	0	0	0	0	10
Heathrow	50	16	14	11	3	4	0	21	119
Hillingdon	24	6	3	5	6	0	0	0	44
Hounslow	19	8	2	0	1	0	0	5	35
Kingston upon Thames	22	19	0	1	1	0	0	0	43
Lewisham	22	4	4	1	1	3	0	0	35
Merton	7	10	0	1	1	0	0	1	20
Redbridge	12	8	2	4	2	0	0	0	28
Richmond	23	2	1	1	0	0	1	0	28
Sutton	9	1	0	1	1	0	0	0	12
Tube line	4	0	0	0	0	0	0	0	4
Waltham Forest	23	18	4	3	0	1	0	1	50
Wandsworth	24	5	5	3	0	1	0	0	38

5. DEMOGRAPHICS

Gender

Gender of people seen rough sleeping by outreach services.
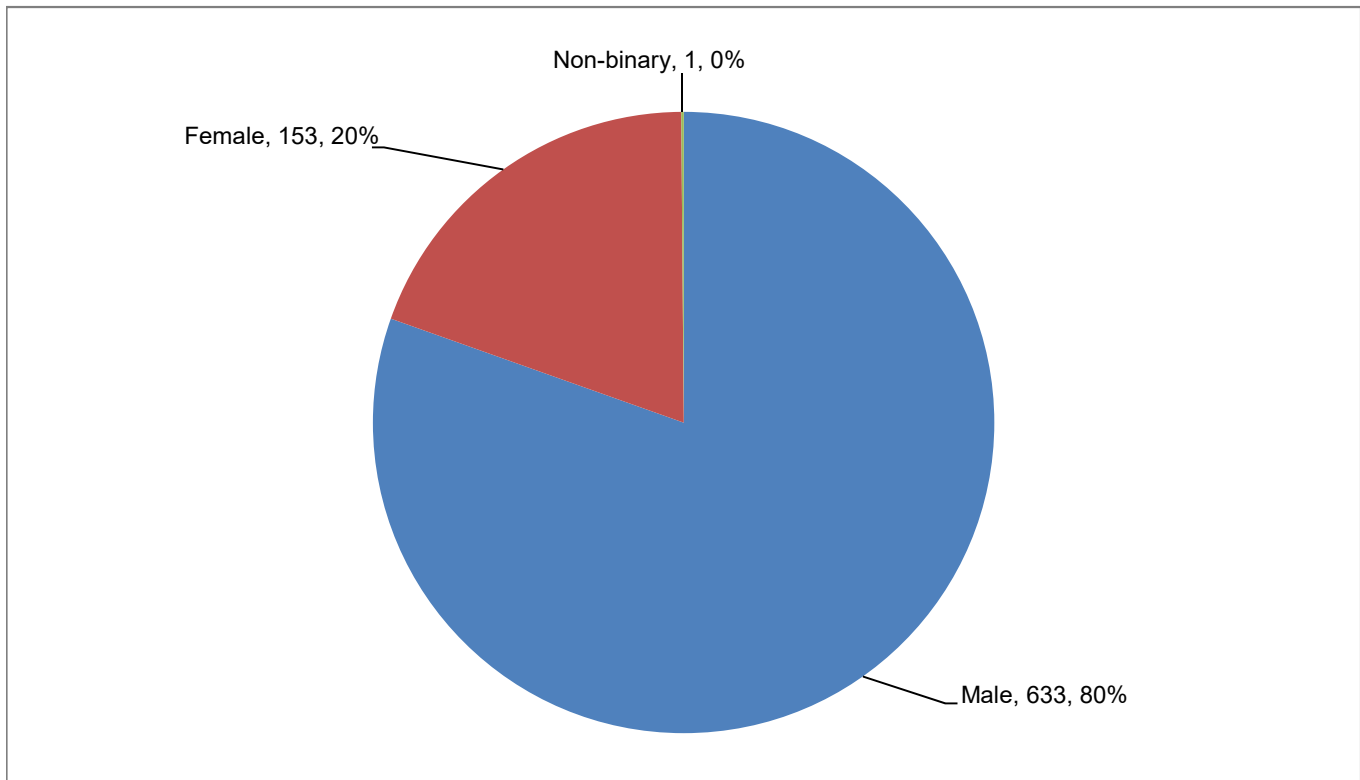
Base: 787

Borough	Female	Male	Non-binary	Total
Barking & Dagenham	0	17	0	17
Barnet	3	26	1	30
Bexley	0	13	0	13
Bromley	1	18	0	19
Croydon	21	80	0	101
Enfield	6	20	0	26
Greenwich	7	23	0	30
Hackney	12	39	0	51
Harrow	2	7	0	9
Havering	1	9	0	10
Heathrow	31	88	0	119
Hillingdon	10	34	0	44
Hounslow	3	32	0	35
Kingston upon Thames	13	30	0	43
Lewisham	10	25	0	35
Merton	2	18	0	20
Redbridge	2	26	0	28
Richmond	4	24	0	28
Sutton	3	9	0	12
Waltham Forest	8	42	0	50
Wandsworth	5	33	0	38
Bus route	10	25	0	35
Tube line	2	2	0	4

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Age

Age of people seen rough sleeping by outreach services.
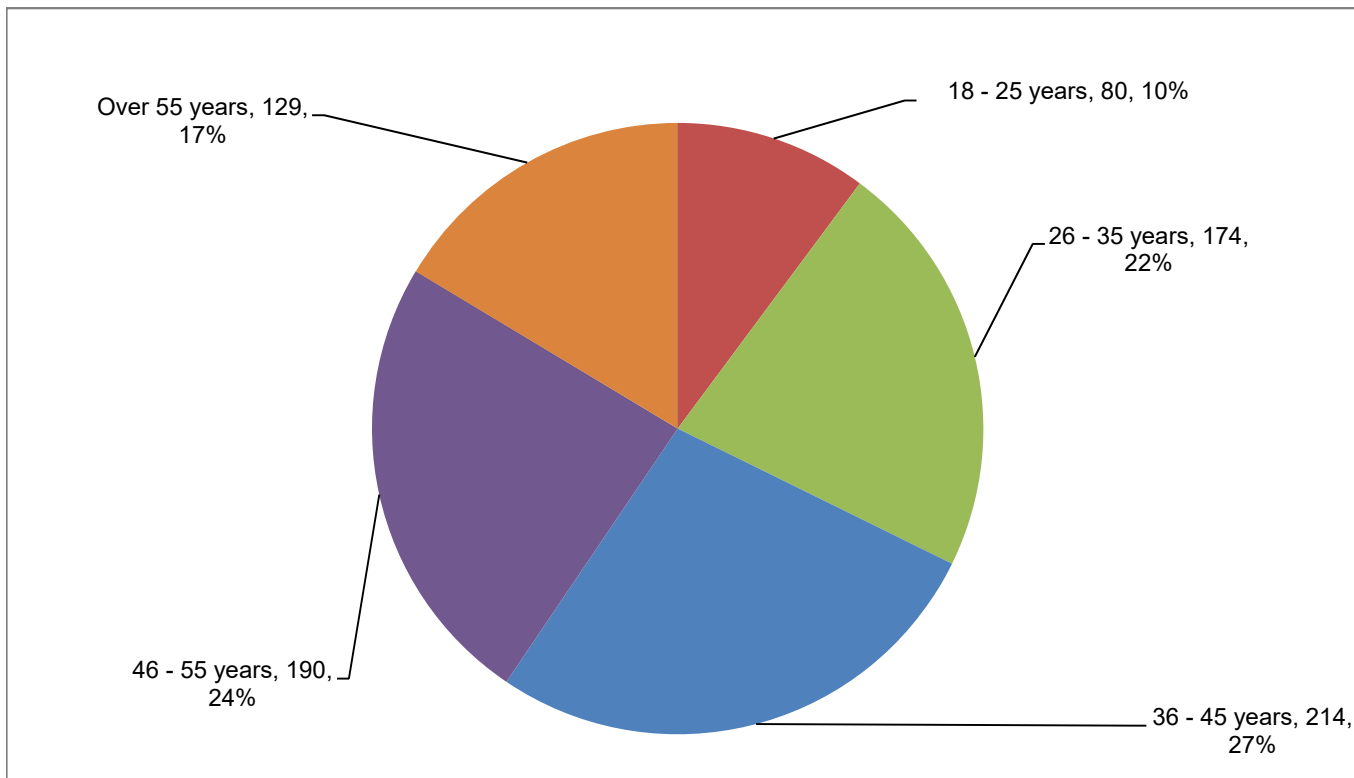
Base: 787

Borough	Under 18 years	18 - 25 years	26 - 35 years	36 - 45 years	46 - 55 years	Over 55 years	Total
Barking & Dagenham	0	1	5	1	6	4	17
Barnet	0	1	3	9	12	5	30
Bexley	0	1	6	0	3	3	13
Bromley	0	2	3	3	7	4	19
Croydon	0	10	30	27	23	11	101
Enfield	0	4	8	3	4	7	26
Greenwich	0	4	4	10	7	5	30
Hackney	0	7	14	17	6	7	51
Harrow	0	2	0	2	4	1	9
Havering	0	1	4	1	4	0	10
Heathrow	0	5	20	30	31	33	119
Hillingdon	0	6	12	13	9	4	44
Hounslow	0	4	2	12	10	7	35
Kingston upon Thames	0	8	13	12	9	1	43
Lewisham	0	3	8	11	9	4	35
Merton	0	3	4	6	3	4	20
Redbridge	0	5	5	7	9	2	28
Richmond	0	2	9	6	8	3	28
Sutton	0	2	2	7	1	0	12
Waltham Forest	0	5	9	22	7	7	50
Wandsworth	0	3	7	9	14	5	38
Bus route	0	4	6	7	7	11	35
Tube line	0	0	0	1	0	3	4

Ethnicity

Ethnicity of people seen rough sleeping by outreach services.
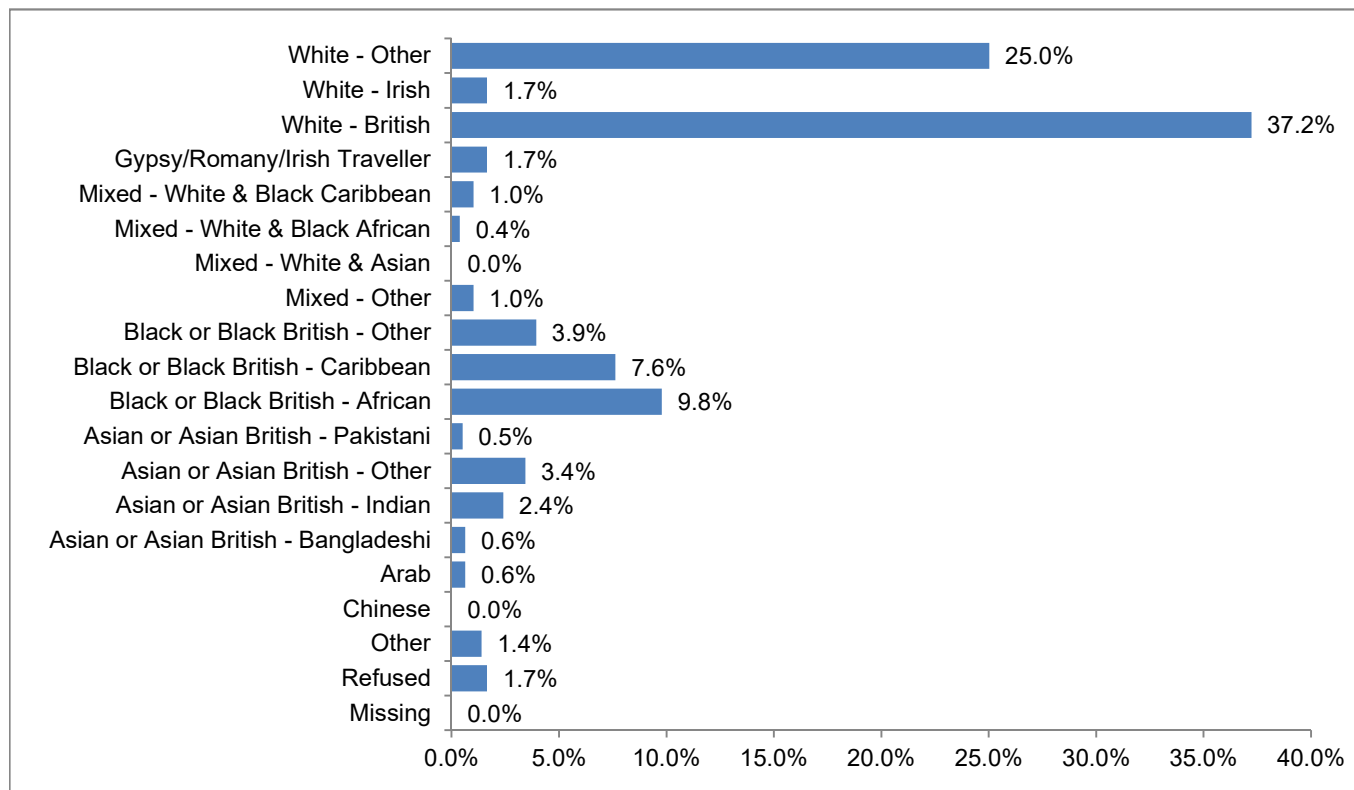
Base: 787

| Borough	White - British	White - Irish	White - Other	Gypsy/ Romany/ Irish Traveller	Black	Asian	Mixed	Chinese/ Arab/ Other	Missing/ Refused	Total
Barking & Dagenham	5	0	6	0	4	0	0	1	1	17
Barnet	14	1	9	0	2	2	1	0	1	30
Bexley	9	0	1	0	1	1	1	0	0	13
Bromley	12	0	2	0	2	2	1	0	0	19
Croydon	31	0	30	0	27	7	2	2	1	100
Enfield	9	0	7	0	7	1	1	1	0	26
Greenwich	17	1	4	0	4	1	2	1	0	30
Hackney	19	4	11	0	12	2	1	2	0	51
Harrow	3	1	3	0	0	2	0	0	0	9
Havering	6	1	1	0	0	1	1	0	0	10
Heathrow	34	0	34	0	34	11	1	1	4	119
Hillingdon	16	0	7	0	10	10	1	0	0	44
Hounslow	13	1	10	0	3	3	1	1	3	35
Kingston upon Thames	21	0	7	0	0	1	0	2	0	31
Lewisham	15	0	6	0	10	1	2	1	0	35
Merton	5	0	10	0	0	3	2	0	0	20
Redbridge	5	1	9	0	7	5	0	1	0	28
Richmond	18	1	4	0	3	0	0	0	2	28
Sutton	8	0	2	0	0	1	0	1	0	12
Waltham Forest	12	2	21	0	12	0	1	1	1	50
Wandsworth	17	0	9	0	9	2	0	1	0	38
Bus route	7	0	7	0	20	0	1	0	0	35
Tube line	1	0	0	0	3	0	0	0	0	4

6. SUPPORT NEEDS

Support needs: Overall figures

Support needs of people seen rough sleeping by outreach services.
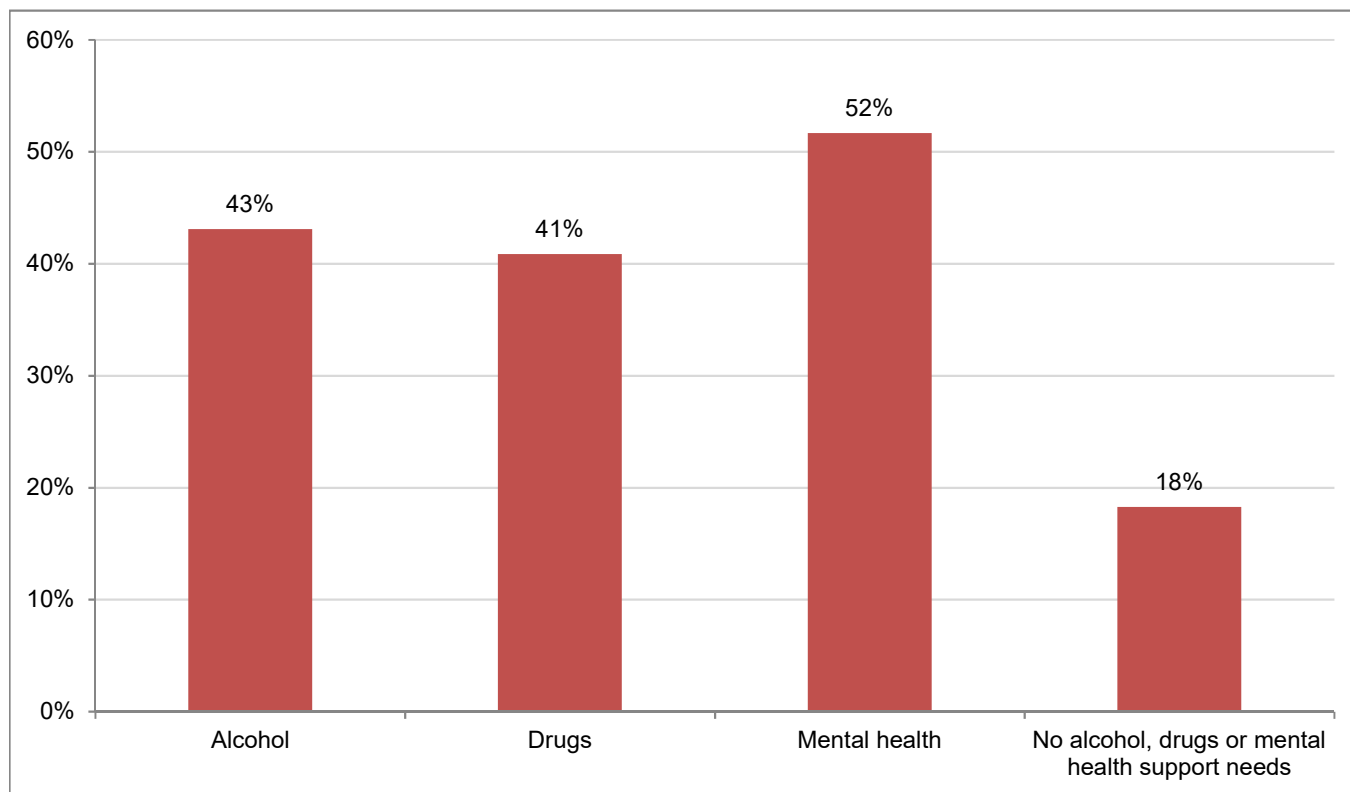
Base: 536. Note that the base figure for this chart excludes people for whom all three support needs are not known or not assessed (251)

Support Needs	No. people	% of people seen rough sleeping
Alcohol only	59	11%
Drugs only	48	9%
Mental health only	84	16%
Alcohol and drugs	33	6%
Alcohol and mental health	55	10%
Drugs and mental health	54	10%
Alcohol, drugs and mental health	84	16%
All three no	98	18%
All three no, not known or not assessed	21	4%
All three not known or not assessed	251	
Total (excl. not assessed)	**536**	**100%**
Total (incl. not assessed)	**787**	

Note: Total excluding not known or assessed is used as base for percentages.

Support Needs: Borough breakdown

Borough	Alcohol	Drugs	Mental health	No alcohol, drugs or mental health support needs	Total assessed*
Barking & Dagenham	8	4	7	1	12
Barnet	10	4	6	1	15
Bexley	5	4	6	1	11
Bromley	3	3	3	6	12
Bus route	5	8	7	9	26
Croydon	39	35	37	10	75
Enfield	8	6	8	6	20
Greenwich	13	11	11	1	21
Hackney	13	20	24	6	38
Haringey	27	28	24	10	59
Harrow	1	1	3	1	5
Havering	2	3	3	1	4
Heathrow	18	10	35	10	57
Hillingdon	16	16	21	7	35
Hounslow	15	13	13	4	29
Kingston upon Thames	13	12	10	6	26
Lewisham	16	12	19	3	29
Merton	6	7	8	3	12
Redbridge	5	11	9	6	22
Richmond	10	12	9	4	23
Sutton	2	3	4	0	6
Tube line	1	1	1	2	3
Waltham Forest	13	15	20	10	38
Wandsworth	13	11	18	1	26

*Total excludes clients for whom none of the three support needs were assessed.

7. INSTITUTIONAL & ARMED FORCES HISTORY

Institutional & armed forces history: Overall figures

People seen rough sleeping by outreach services, by experience of armed forces, care or prison.
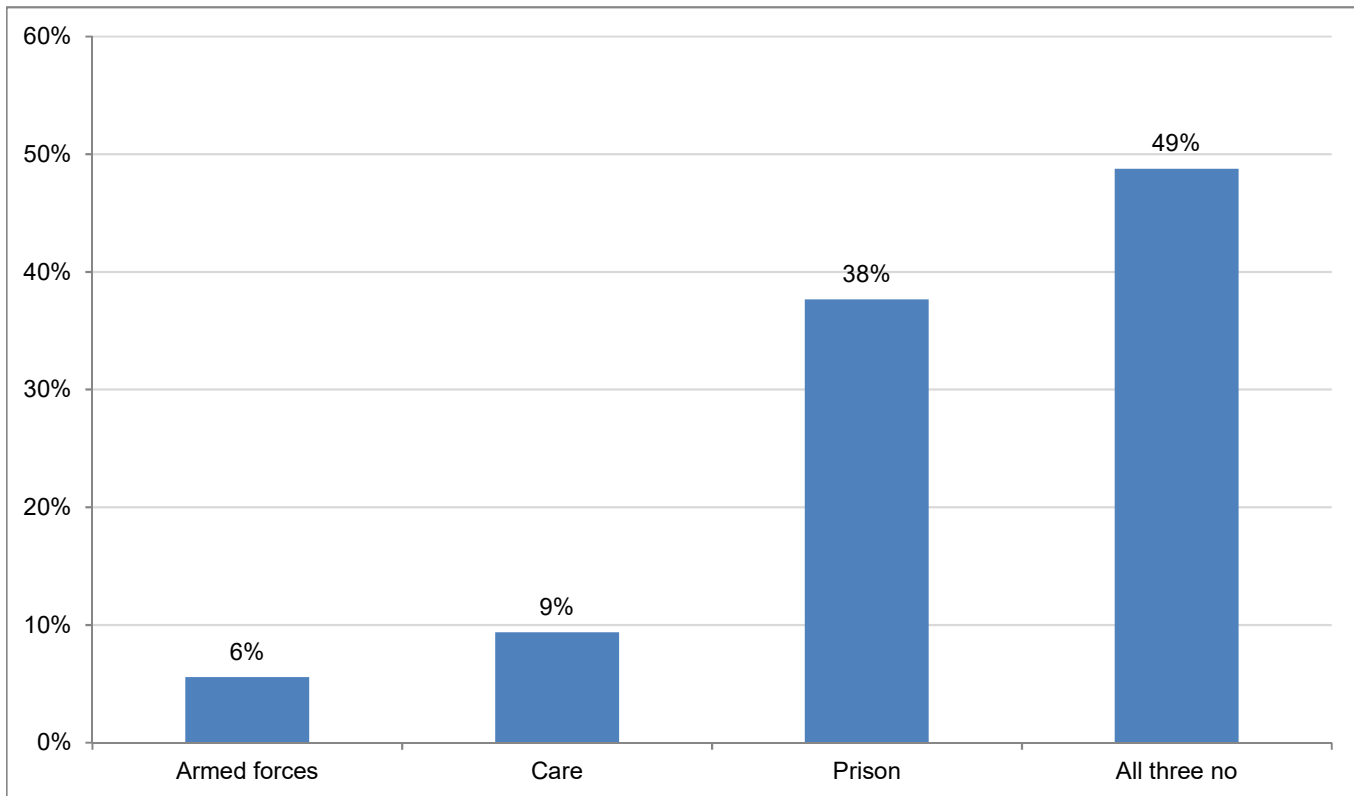
Base: 523. Note that the base figure for this chart excludes people for whom all three institutional histories are not known or not recorded.

Nationality of rough sleepers with experience of armed forces:

Nationality	No. people	% of people seen rough sleeping
UK	11	2%
Non-UK	18	3%
Not known/recorded	0	0%
Total	**29**	**6%**

Instututional & armed forces history: Borough breakdown

Borough	Armed forces	Care	Prison	No institutional or armed forces history	Total assessed*
Barking & Dagenham	3	1	5	6	14
Barnet	0	2	5	6	13
Bexley	0	2	5	5	12
Bromley	0	0	3	12	18
Bus route	0	4	9	14	25
Croydon	2	8	21	28	56
Enfield	3	1	10	10	22
Greenwich	1	3	14	6	24
Hackney	2	6	20	18	42
Haringey	7	5	15	42	66
Harrow	0	1	2	2	6
Havering	1	1	6	1	8
Heathrow	2	1	9	38	52
Hillingdon	1	3	10	19	34
Hounslow	5	2	12	10	28
Kingston upon Thames	2	2	4	14	25
Lewisham	0	5	14	11	33
Merton	2	0	1	6	10
Redbridge	3	0	13	9	24
Richmond	0	4	10	7	19
Sutton	0	1	4	1	8
Tube line	0	0	1	2	3
Waltham Forest	1	2	9	22	33
Wandsworth	2	1	10	13	23

*Total excludes clients for whom none of the three histories were assessed.

8. ACCOMMODATION & RECONNECTION OUTCOMES

Reconnections and bookings into accommodation achieved for verified rough sleepers by borough based services during the period.

Accommodation and reconnection outcomes by number of people:

	Jul-Sep 18	Oct-Dec 18
Outcome	No. people	No. people
Booked into accommodation or reconnected	36	73
Booked into accommodation*	36	72
Booked into long term accommodation	6	21
Booked into hostel accommodation	14	11
Booked into other accommodation	16	41
Reconnected	0	1
Booked into NSNO**	145	194

*Some people may have been booked into more than one type of accommodation during the period.

**People booked into NSNO may also have been accommodated or reconnected during the period.

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Accommodation and reconnection outcomes by number of events:

Accommodation type	Jul-Sep 18		Oct-Dec 18	
	No. events	%	No. events	%
Temporary accommodation				
Assessment centre	1	3%	13	16%
Hostel	14	38%	11	14%
Second-stage accommodation	0	0%	0	0%
Clinic/Detox/Rehab	0	0%	0	0%
Bed & breakfast	3	8%	9	11%
Friends & family	1	3%	0	0%
Other temporary accommodation	12	32%	24	30%
Temporary accommodation subtotal	*31*	*84%*	*57*	*72%*
Long term accommodation				
St Mungo's complex needs	0	0%	0	0%
St Mungo's semi-independent	0	0%	0	0%
Supported housing	1	3%	4	5%
LA tenancy (general needs)	0	0%	1	1%
RSL tenancy (general needs)	1	3%	4	5%
Clearing House/RSI	0	0%	0	0%
Sheltered housing	0	0%	1	1%
Care home	0	0%	0	0%
Private rented sector - independent	0	0%	2	3%
Private rented sector - with some floating support	4	11%	7	9%
Tied accommodation	0	0%	1	1%
Other long-term accommodation	0	0%	1	1%
Long term accommodation subtotal	*6*	*16%*	*21*	*27%*
Bookings into accommodation total	**37**	**100%**	**78**	**99%**
Reconnection type				
Return to home area	0	0%	1	1%
Seeking work	0	0%	0	0%
Move to area for friends/family	0	0%	0	0%
Move to area with appropriate services	0	0%	0	0%
Reconnections total	**0**	**0%**	**1**	**1%**
Total	**37**	**100%**	**79**	**100%**

Note: An individual may have had more than one reconnection, or been booked into accommodation more than once, during the period.
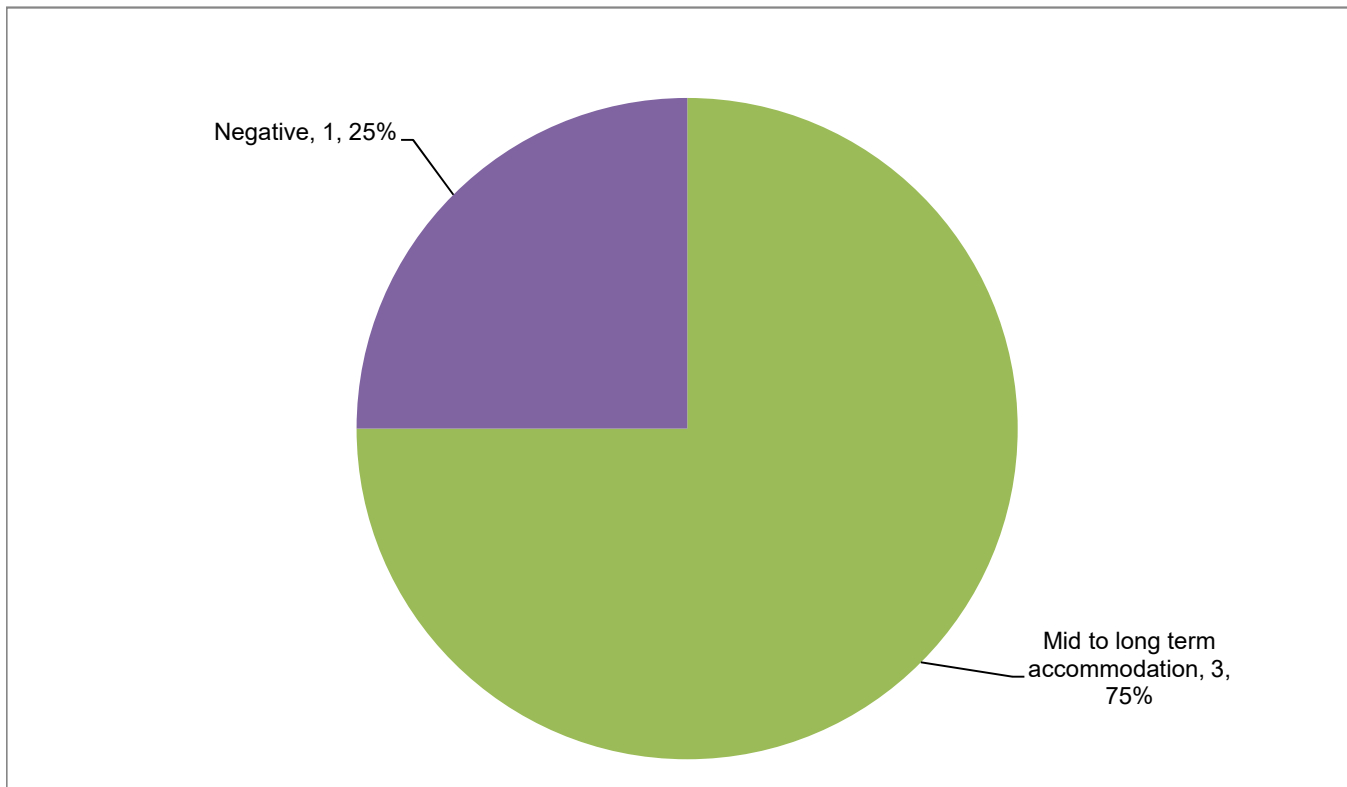
9. TEMPORARY ACCOMMODATION

Hostels, assessment centres and second-stage accommodation based in the boroughs.

Arrivals

A total of 14 individuals arrived at temporary accommodation during the period.

Departures: Destination on Departure

A total of 4 individuals departed from temporary accommodation during the period.

Negative, 1, 25%

Mid to long term accommodation, 3, 75%

Base: 4

| Destination on departure	Destination category	Chart colour
Assessment Centre, Bed & Breakfast, Detox clinic, Hospital - not long term/acute care, Hostel - another organisation, Hostel - within the organisation, NASS accommodation, Night shelter, NSNO assessment hub, NSNO staging post, Psychiatric hospital, Rehab clinic, Temporary accommodation (LA)	Transfer	
Accommodation where client is owner, Care home, Clearing House/RSI, Hospital - long term, LA tenancy (general needs), Long stay hospice, Private rented sector - independent, Private rented sector - with some floating support, Returned to home country (EEA), Returned to home country (non EEA), RSL tenancy (general needs), Sheltered Housing, Supported Housing, Tied accommodation with work	Mid to long term accommodation	
Committed suicide, Not known, Sleeping rough/Returned to streets, Taken into custody	Negative	
Died, Previous home, Staying with family, Staying with friends	Other	

Note: An individual may have had more then one accommodation departure during the period.

Destination on departure	No. departures	%
Transfer		
Assessment centre	0	0%
Bed & breakfast	0	0%
Detox clinic	0	0%
Hospital - not long term/acute care	0	0%
Hostel - another organisation	0	0%
Hostel - within the organisation	0	0%
NASS accommodation	0	0%
Night shelter	0	0%
NSNO assessment hub	0	0%
NSNO staging post	0	0%
Psychiatric hospital	0	0%
Rehab clinic	0	0%
Temporary accommodation (LA)	0	0%
Transfer subtotal	*0*	*0%*
Mid to long term accommodation		
Accommodation where client is owner	0	0%
Care home	0	0%
Clearing House/RSI	1	25%
Hospital - long term	0	0%
LA tenancy (general needs)	0	0%
Long stay hospice	0	0%
Private rented sector - independent	0	0%
Private rented sector - with some floating support	0	0%
Returned to home country (EEA)	0	0%
Returned to home country (non EEA)	1	25%
RSL tenancy (general needs)	0	0%
Sheltered Housing	0	0%
Supported Housing	1	25%
Tied accommodation with work	0	0%
Mid to long term accommodation subtotal	*3*	*75%*
Negative		
Committed suicide	0	0%
Not known	1	25%
Sleeping rough/Returned to streets	0	0%
Taken into custody	0	0%
Negative subtotal	*1*	*25%*
Other		
Died	0	0%
Previous home	0	0%
Staying with family	0	0%
Staying with friends	0	0%
Other subtotal	*0*	*0%*
Total	**4**	**100%**

Note: An individual may have had more then one accommodation departure during the period.

Departures: Reason for Leaving

Temporary accommodation departures by reason for leaving.
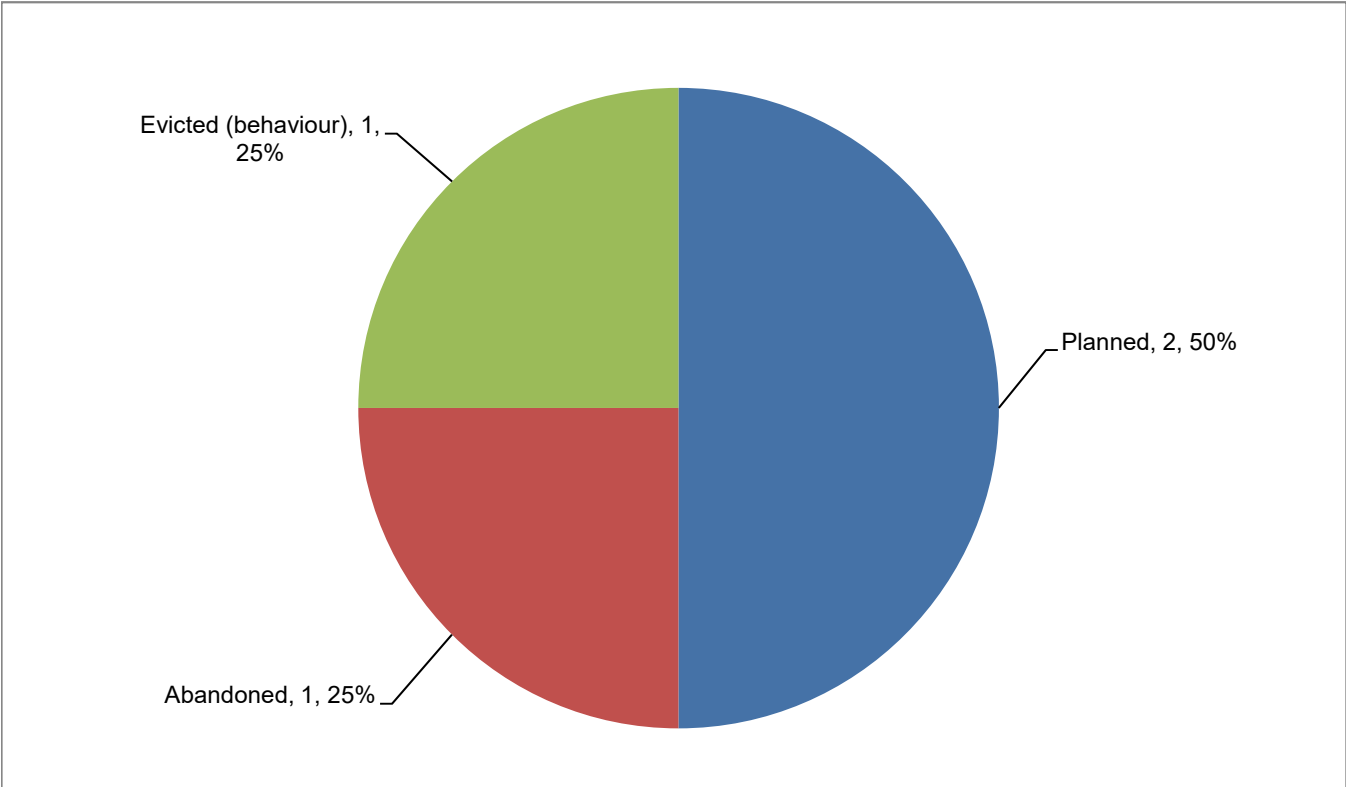
Base: 4

Note: An individual may have had more then one accommodation departure during the period.

10. METHODOLOGY

From January 2014 onwards, CHAIN rough sleeping figures returned to being reported on a quarterly basis, following a two year period of reporting on a bi-monthly cycle.

Alongside the change in reporting period, we have also made some other adjustments to our reporting methodology. People who have been seen rough sleeping in more than one borough during the period will now be counted towards the figures for each relevant borough, rather than being assigned to one borough only, as was previously the case with bi-monthly reports. This means that the overall unique rough sleepers total for London will not be the same as the sum of all separate borough figures.

The new quarterly reports continue to employ the methodology of assigning rough sleepers to categories based on the following factors:

• Whether they were new rough sleepers during the period
• How many times they were seen rough sleeping during the period
• Number of days elapsed between first and last time they were seen rough sleeping during the period

We continue to apply the same thresholds for the above factors to the quarterly reporting period that we previously used for bi-monthly reporting. A further explanation of the individual categories follows.

New rough sleepers

New rough sleepers, who were seen for the first time during the period. The total number of new rough sleepers is broken down into those who were seen just once and did not have a second night out, those who were seen on several occasions, but as yet have not been on the streets long enough to count as 'living on the streets', and those new to the streets who remained there long enough to fulfil the criteria for 'living on the streets' (outlined below).

Living on the streets (LOS)

With the designation 'living on the streets' we refer to rough sleepers who have stayed on the streets after arriving, and are entrenched or at risk of becoming so. In determining who is counted as living on the streets we have used a combination of time on the streets (three or more weeks between the earliest and latest bedded down contact) and number of bedded down contacts (five or more contacts) during the period we are reporting on. If a person is seen bedded down six times, but only during one week, he or she does not count. If a person has four bedded down contacts, but spread over two months, he or she would also not count. To be counted a rough sleeper must have both elements.

The reporting period covers three months. However, to ensure that we do not miss those whose rough sleeping crosses over reporting periods we look back for the three weeks immediately before the start of the three month reporting period. For a rough sleeper in these circumstances, if they are not seen again, he or she will not be reported living on the streets in the next period.

The LOS total will include some who were new to the streets in the period, but whose stay extended beyond three weeks and who were seen bedded down at least five times - these are transferred from the new rough sleeper figures (shown in red in both section one and two of the report).

It is important to note that a rough sleeper who is included in the LOS total will not necessarily have been living on the streets for the entirety of the quarter in question, but they were living on the streets for a significant period during the quarter. The LOS total will also include some who are no longer on the streets, having gone into accommodation (or disappeared). They will not appear in the subsequent LOS total. Rough sleepers will only count as LOS during the period where they meet the above definition.

RS205+ refers to people who have been identified as especially hard to help because of their prolific history of rough sleeping . This group appear in the LOS chart if they have any number of bedded down contacts within the two months being reported on.

Intermittent rough sleepers

Intermittent rough sleepers are those who are not new in this period, and have not been seen rough sleeping enough to be deemed living on the streets. This group includes those who sleep rough periodically for very short periods (including some street drinkers and beggars). It also will include those who return to the streets for a longer period (but in this period less than the 'living on the streets' definition). Those that go on to be living on the streets will appear in that category in the next period.

Rent repayment orders under the Housing and Planning Act 2016

Guidance for Local Housing Authorities

Foreword

The private rented sector is an important part of our housing market, housing 4.5 million households in England[1]. The quality of privately rented housing has improved rapidly over the past decade with 82% of private renters are satisfied with their accommodation, and staying in their homes for an average of 4 years.

The Government wants to support good landlords who provide decent well maintained homes, and avoid further regulation on them which increases costs and red tape for landlords and also pushes up rents for tenants.

But a small number of rogue or criminal landlords knowingly rent out unsafe and substandard accommodation. We are determined to crack down on these landlords and disrupt their business model.

Significant progress has already been made in doing this:

- £12 million provided to a number of local authorities to help tackle acute and complex problems with rogue landlords, including "Beds in Sheds". More than 70,000 properties have been inspected and over 5,000 landlords are facing further enforcement action or prosecution;

- Introduced protection for tenants against retaliatory eviction where they have a legitimate complaint and stopped landlords from serving an open-ended eviction notice at the start of a tenancy;

- Required landlords to install smoke alarms on every floor of their property, and test them at the start of every tenancy, and to install carbon monoxide alarms in high risk rooms.

The Housing & Planning Act 2016 introduced a range of measures to crack down on rogue landlords and we plan to implement these in 2017:

- Civil penalties of up to £30,000 as an alternative to prosecution for certain specified offences (coming into force on 6 April 2017);
- Extension of rent repayment orders to cover illegal eviction, breach of a banning order and certain other specified offences (coming into force on 6 April 2017);
- Database of rogue landlords and property agents who have been convicted of certain offences or received multiple civil penalties (scheduled to come into force on 1 October 2017);
- Banning orders for the most serious and prolific offenders (scheduled to come into force on 1 October 2017).

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[1] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/595785/2015-16_EHS_Headline_Report.pdf

6

When extended rent repayment orders were introduced through the Housing and Planning Act 2016, Ministers made clear that they expected this power to be used robustly as a way of clamping down on rogue landlords. In the House of Commons, Brandon Lewis MP (then Minister of State for Housing and Planning at the Department for Communities and Local Government) made the following statement on 8 February 2016:

[This] will enable councils to issue remedy payment orders for up to 12 months. That will give them a resource that [it is hoped] they will use[2].

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[2] https://hansard.parliament.uk/Commons/2016-02-08/debates/1602085000014/PrivateRentedSector

7

1. Purpose and scope

1.1 Introduction

This guidance has been produced to help local housing authorities use their powers in the Housing and Planning Act 2016 to seek a rent repayment order against landlords in the private rented sector for a range of offences which are listed at paragraph 1.8.

In this guidance, the term "landlords" also include "property agents", "letting agents" and "managing agents", unless specified otherwise.

1.2 What is the status of this guidance?

This is statutory guidance issued under section 41 of the Housing and Planning Act 2016. Local housing authorities must have regard to this guidance in the exercise of their functions in respect of rent repayment orders.

Where the words "may" or "should" are used, this means that a particular course of action is recommended or advised, but is not mandatory. Where the words "must" or "shall" are used, that means the guidance reflects a statutory requirement.

1.3 Will the First-tier Tribunal use this guidance?

While the First-tier Tribunal is not bound by it, they will have regard to this guidance.

1.4 What is a rent repayment order?

A rent repayment order is an order made by the First-tier Tribunal requiring a landlord to repay a specified amount of rent.

1.5 Who is the rent repaid to?

Either the tenant or the local housing authority. If the tenant paid their rent themselves, then the rent must be repaid to the tenant. If rent was paid through Housing Benefit or through the housing element of Universal Credit, then the rent must be repaid to the local housing authority. If the rent was paid partially by the tenant with the remainder paid through Housing Benefit/Universal Credit, then the rent should be repaid on a equivalent basis (see also section 6 of this guidance).

1.6 Rent repayment orders were introduced by the Housing Act 2004. What's changed?

The Housing Act 2004 introduced rent repayment orders to cover situations where the landlord of a property had failed to obtain a licence for a property that was required to be licensed, specifically offences in relation to licensing of Houses in Multiple Occupation (section 72(1)) and offences in relation to licensing of houses under Part 3 of the Act (section 95(1)).

8

Rent repayment orders have now been extended through the Housing and Planning Act 2016 to cover a much wider range of offences which are described at paragraph 1.8 below.

1.7 Is there provision for transitional arrangements covering licensing offences under section 72 and 95 of the Housing Act 2004?

Yes. Where the offence was either (a) wholly committed before 6 April 2017 or (b) the commission of the offence started before 6 April 2017 and ended no later than 5 April 2018, the provisions in the Housing Act 2004 continue to apply. Any receipt from a rent repayment order made under these transitional arrangements should be applied in accordance with the Rent Repayment Orders (Supplementary Provisions) (England) Regulations 2007

Where the offence was wholly committed on or after 6 April 2017, the provisions in the Housing and Planning Act 2016 will apply and this guidance should be used.

1.8 What are the new grounds for seeking a rent repayment order?

Rent repayment orders are being extended to cover the following situations:

- Failure to comply with an Improvement Notice under section 30 of the Housing Act 2004;
- Failure to comply with a Prohibition Order under section 32 of the Hosing Act 2004;
- Breach of a banning order made under section 21 of the Housing and Planning Act 2016;[3]
- Using violence to secure entry to a property under section 6 of the Criminal Law Act 1977; and
- Illegal eviction or harassment of the occupiers of a property under section 1 of the Protection from Eviction Act 1977.

1.9 Does the landlord have to be convicted of an offence before a local authority or tenant can apply for a rent repayment order?

A rent repayment order can be applied for when the landlord has committed an offence, whether or not a landlord has been convicted of one of the offences listed in paragraph 1.8 above. Where an application for a rent repayment order is made and the landlord has not been convicted of the offence for which the rent repayment order application is being made, the First-tier Tribunal will need to be satisfied beyond reasonable doubt that the landlord has committed the offence.

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[3] When banning orders come into force, scheduled to be 1 October 2017

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2. Using the new powers

2.1 What is the legal basis for these powers?

Chapter 4 of Part 2 of the Housing and Planning Act 2016

2.2 Who will be able to use these powers?

Local housing authorities and tenants.

2.3 When will this power be introduced?

These powers will come into force on 6 April 2017. They are not retrospective and will not apply to offences committed before that date.

2.4 What is the maximum amount of rent that can be recovered through a rent repayment order?

The maximum amount of rent that can be recovered is capped at 12 months.

2.5 Who is responsible for issuing a rent repayment order?

The First-tier (Property) Tribunal

2.6 What burden of proof is required?

A criminal standard of proof is required. This means that the First-tier Tribunal must be satisfied beyond reasonable doubt that the landlord has committed the offence or the landlord has been convicted in the courts of the offence for which the rent repayment order application is being made.

2.7 How can a local housing authority establish whether there would be a realistic prospect of conviction?

Local housing authorities may wish to consult the Crown Prosecution Service *Code for Crown Prosecutors*[4] for this purpose as it provides advice on the extent to which there is likely to be sufficient evidence to secure a conviction.
The Code has two stages: (i) the evidential stage and (ii) the public interest stage.

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[4] https://www.cps.gov.uk/publications/code_for_crown_prosecutors/

3. Applying for a rent repayment order

3.1 What factors should be taken into account when deciding whether to apply for a rent repayment order?

Local housing authorities are expected to develop and document their own policy on when to prosecute and when to apply for a rent repayment order and should decide each case independently.

3.2 What factors should a local housing authority take into account when considering how much rent they should seek to recover?

Where a landlord <u>has been convicted</u> of the offence to which the rent repayment order relates, the First-tier Tribunal <u>must</u> order that the maximum amount of rent is repaid (capped at a maximum of 12 months).

Where a landlord has <u>not</u> been convicted of the offence to which the rent repayment order application relates, the following factors should be taken into account when considering how much rent a local housing authority should seek to recover:

a. **Punishment of the offender**. Rent repayment orders should have a real economic impact on the offender and demonstrate the consequences of not complying with their responsibilities. Factors that a local housing authority may wish to consider include the conduct of the landlord and tenant, the financial circumstances of the landlord and whether the landlord has previously been convicted of similar offences;

b. **Deter the offender from repeating the offence**. The level of the penalty should be set at a high enough level such that it is likely to deter the offender from repeating the offence;

c. **Dissuade others from committing similar offences**. Rent repayment orders are imposed by the First-tier Tribunal and so the fact someone has received a rent repayment order will be in the public domain. Robust and proportionate use of rent repayment orders is likely to help ensure others comply with their responsibilities.

d. **Remove any financial benefit the offender may have obtained as a result of committing the offence**. This is an important element of rent repayment orders: the landlord is forced to repay rent, and thereby loses much, if not all, of the benefit that accrued to them by not complying with their responsibilities.

3.3 Can a local housing authority impose a civil penalty and seek a rent repayment order for the same offence?

A local housing authority can impose a civil penalty and apply for a rent repayment order for certain offences. Both sanctions are available for the following offences under the Housing Act 2004:

- Failure to comply with an Improvement Notice (section 30);
- Offences in relation to licensing of Houses of Multiple Occupation (section 72(1));

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- Offences in relation to licensing of houses under Part 3 of the Act (section 95(1)).

3.4 Can a local housing authority prosecute and also seek a rent repayment order in respect of the same offence?

A local housing authority can prosecute a landlord and seek a rent repayment order against them for the same offence.

3.5 Is it possible for a rent repayment order to be granted automatically following conviction for a relevant offence?

No, an application for a rent repayment order must be made separately to the First-tier Tribunal. However, where the landlord has been convicted of the offence, the First-tier Tribunal <u>must</u> award the rent repayment order and <u>must</u> require that the amount of the rent repayment order is the maximum that it has the power to order is repaid.

3.6 Do the extended rent repayment order powers cover the common parts of a building?

No. The extended rent repayment order powers only apply to those parts of a property which is being rented out to a tenant.

3.7 Does the landlord have to be convicted of an offence before an application for a rent repayment order can be made?

It is not necessary for a landlord to have been convicted of an offence before an application for a rent repayment order can be made. Where a landlord has not been convicted of an offence in the courts, the local housing authority will need to satisfy the First-tier Tribunal, beyond reasonable doubt, that the offence was committed by the landlord.

3.8 Can a rent repayment order be applied for against a managing agent or "head tenant" who has sublet a property and is carrying out all the usual landlord activities?

No, a rent repayment order can only be applied for against the landlord of a property. A rent repayment order cannot be sought against a managing agent or "head tenant" unless they are the landlord of the property, entitled to keep the rent.

3.9 What is the process for applying for a rent repayment order where the applicant is a local housing authority?

The process for applying for a rent repayment order is set out below. A local housing authority may only apply for a rent repayment order if the offence relates to housing in the local housing authority's area. In deciding whether to apply for a rent repayment order, the local housing authority must have regard to this guidance. This process applies whether or not the landlord has been convicted of the offence:

- Before applying for a rent repayment order, the local housing authority must give the landlord a notice of intended proceedings;

- A notice of intended proceedings must be served within 12 months of the date on which the landlord committed the offence to which it relates;
- A notice of intended proceedings must

    o Inform the landlord that the local housing authority is proposing to apply for a rent repayment order and explain why;
    o State the amount that the local housing authority is seeking to recover;
    o Invite the landlord to make representations within a period specified in the notice which must be at least 28 days.

- The local housing authority must consider any representations made within the notice period;
- The local housing authority must not apply to the First-tier Tribunal for a rent repayment order until the period specified in the notice of intended proceedings has expired;
- An application for a rent repayment order can be made to the First-tier Tribunal once the notice has been made and the time for representations has passed.

3.10 Can a local housing authority apply for costs to cover the expense incurred in seeking a rent repayment order from the First-tier Tribunal?

Generally, each party bears its own costs. However, the First-tier Tribunal may award costs where a person has acted unreasonably in bringing, defending or conducting proceedings.

3.11 Are there any circumstances where a local housing authority must consider applying for a rent repayment order?

If a local housing authority becomes aware that a person who is a landlord has been convicted of any of the offences listed at paragraph 1.8, and the offence was committed in their area, it <u>must</u> consider applying for a rent repayment order.

4. Tenants and rent repayment orders

4.1 Can a tenant apply for a rent repayment order?

Yes, provided that:

- the offence relates to housing that was occupied by the tenant at the time of the offence; and
- the application for a rent repayment order is made within 12 months of the date that the offence has been committed.

4.2 Does a tenant have to go through the same procedure as a local housing authority if they want to apply for a rent repayment order?

No. A tenant does not have to go through the same process. To make an application for a rent repayment order, a tenant only needs to submit a claim to the First-tier Tribunal which sets out the reasons for the claim and the dates to which it relates.

4.3 Will local housing authorities be expected to support any claim by a tenant even if the authority has decided not to prosecute or seek a rent repayment order in the same case?

There is no statutory obligation on local housing authorities to support a claim by a tenant for a rent repayment order. However, a local authority may wish to consider introducing and applying a consistent policy on when to prosecute and when to seek a rent repayment order where an offence appears to have been committed.

5. Amount of rent to be repaid

5.1 Can the First-tier Tribunal only order that the maximum amount of rent must be repaid if the local housing authority or tenant has applied for the maximum amount?

The First-tier Tribunal must order that the maximum amount of rent (up to 12 months) is repaid where the landlord has been convicted of the offence to which the rent repayment order applies. This is regardless of whether or not the local housing authority or tenant has applied for a lesser amount. Where the landlord has not been convicted, the First-tier Tribunal will determine the amount to be repaid in accordance with section 44 (tenants) or section 45 (local housing authorities) of the Housing and Planning Act 2016.

5.2 How much rent must be repaid to the local housing authority if the landlord has been convicted of the offence for which a rent repayment order is being sought?

Where a landlord has been convicted of any of the offences listed at paragraph 1.8 and the rent repayment order, or part of it, is being made in favour of the *local housing authority* (because rent was paid through Housing Benefit/Universal Credit), the First-tier Tribunal <u>must</u> require the landlord to repay all of the rent paid to the landlord by the local housing authority up to a maximum of 12 months, provided the conditions in section 46 of the Housing and Planning Act 2016 are met.

5.3 Can a rent repayment order cover a full 12 month period even if the offence was committed over less than a 12 month period?

No, a rent repayment order can only cover the period during which the offence was committed, up to a maximum of 12 months.

Note that for offences involving unlawful eviction/violent entry, it is the 12 months preceding the offence that counts.

5.4 How much rent must be repaid to the tenant if the landlord has been convicted of the offence for which a rent repayment order is being sought?

Where a landlord has been convicted of any of the offences listed at paragraph 1.8 and the rent repayment order is being made in favour of the *tenant*, the First-tier Tribunal <u>must</u> require the landlord to repay all of the rent paid to the landlord by the tenant up to a maximum of 12 months rent, provided the conditions in section 46 of the Housing and Planning Act 2016 are met.

5.5 How much rent must be repaid to the local housing authority if the landlord has NOT been convicted of the offence?

Where a landlord has not been convicted of an offence in the courts, the First-tier Tribunal must be satisfied beyond reasonable doubt that he has committed the offence. Where it is satisfied to that standard, the First-tier Tribunal can order that all of the rent paid as

Housing Benefit/Universal Credit must be repaid to the local housing authority, up to a maximum of 12 months rent.

In determining the amount to be repaid, the First-tier Tribunal must, in particular, take into account:

- The conduct of the landlord;
- The financial circumstances of the landlord; and
- Whether the landlord has at any time been convicted of one of the offences listed at paragraphs 1.7 and 1.8.

5.6 Isn't it for the First-tier Tribunal to decide on the amount of a rent repayment order?

Not necessarily. If a landlord has been convicted in respect of the same offence for which a rent repayment order is being made, the First-tier Tribunal must award the maximum amount of rent possible (capped at 12 months). They only have discretion on the amount where there has not been a prior conviction

5.7 What is the position if both a local housing authority and a tenant want to apply for a rent repayment order covering different periods?

The amount to be repaid to the local housing authority will be determined in accordance with section 45 of the Housing and Planning Act 2016 while for the tenant, the amount to be repaid will be determined in accordance with section 44 of the Act.

7. Other issues

7.1 Can the amount of a rent repayment order ever exceed the amount of rent actually paid?

No, the amount of any rent repayment order can never be more than the rent that was actually paid over the previous 12 months. This applies regardless of whether rent was paid from the tenant's own resources or through Housing Benefit/Universal Credit.

7.2 Does the landlord have any appeal rights?

A landlord may appeal against a decision of the First-tier Tribunal to the Upper Tribunal provided that permission to appeal has been given by the First-tier Tribunal or the Upper Tribunal.

7.3 Can a local housing authority publicise when a rent repayment order has been made, including who it was made against, the reasons and the amount?

It will be for individual local housing authorities to decide this taking account of their responsibilities under the Data Protection Act 1998.

7.4 What if the landlord refuses to pay a rent repayment order?

Where the landlord fails to pay a rent repayment order, the local housing authority or tenant should refer the case to the county court for an Order of that Court. If necessary, the local housing authority or tenant should use county court bailiffs to enforce the order and recover the debt.

For further information on debt recovery, please refer to the following leaflets produced by HM Courts and Tribunal Service:

> *Third party debt orders and charging orders. How do I apply for an order? How do I respond to an order? (leaflet number EX325)*
>
> *I have a Tribunal decision but the respondent has not paid. How do I enforce it? (leaflet number EX328)*

7.5 What is the purpose of the database of rogue landlords and property agents?

The purpose of the database is to enable local housing authorities to record information about, and target enforcement action against, any landlord who has:

- received a banning order under the Housing and Planning Act 2016;
- been convicted of a banning order offence; or
- received 2 or more civil penalties over a 12 month period

8. Income from rent repayment orders

8.1 What happens to any money that a local housing authority receives from a rent repayment order?

Income received from a rent repayment order can be retained by the local housing authority provided that it is used to further the local authority's statutory functions in relation to their enforcement activities covering the private rented sector, as specified in Regulations[5].

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[5] http://www.legislation.gov.uk/uksi/2017/367/contents/made

Living in Hackney Scrutiny Commission

Site Visit to the IGU, 22nd January 2019 - Records of discussion

Members in attendance:
Cllr Sharon Patrick (Chair); Cllr Sade Etti (Vice Chair); Cllr Anthony McMahon and Cllr Ian Rathbone

IGU staff in attendance:
Brendan Finegan, (Service Manager, Youth Justice Service); Steve Gowen (Integrated Gangs Unit Researcher); Kate Meyler (Young People's Advocate, Safer London); Damion Roberts (Case Worker, SOS Project, St Giles Trust, Integrated Gangs Unit); Jan Stout (Integrated Gangs Unit Manager)

1.1 The meeting opened with a presentation by Steven Gowen, Gangs Researcher, IGU.

1.2 He made the following key points:

- He worked for the Intelligence Team based within the unit, managing an analyst and an administrator.

- He highlighted a slide with a map of the borough, marked by 123 red, amber and black dots. This slide depicted the recorded gang-flagged violent incidents in the last year, coded by the characteristic of the violence.

- The map also showed the geographical locations of criminal gangs in the borough, and their names. There were an increasing use number-based gang names, following a trend originating in the USA and then South London.

- Gangs on the map were coded as red or blue. This helped to highlight gang allegiances and conflicts. Intelligence showed the gangs coded in red and blue to be friendly to those coded the same colour whilst being hostile to those coded the other colour.

- The slide also depicted some gangs operating in a neighbouring borough but which had allegiances and or rivalries with Hackney-based gangs.

- A slide showed weapons which evidence showed some of these gangs to use. There had been a movement in recent years towards the use of longer knives.

- In response to a question of where gang Members sourced these knives, the Integrated Gangs Unit Researcher advised that all of the types pictured were easily available on the internet.

- In terms of the reasoning for violence and conflicts between gangs, intelligence pointed to this being substantially down to instances of 'disrespect' being afforded by one person to another. This was expressed and escalated – substantially - through social media channels.

- A section of a video posted by one gang showed a group of them assaulting a member of another gang in a takeaway. This was one example of many. Videos of these forms tended to be seen by thousands of people before they were ever taken down

- A slide showed images or stills of music videos of young people in poses or places intended to taunt members of other gangs. These included images of young people making symbols with their hands and or standing close to text displays depicting that they were 'killers' of those in particular gangs. In this way these images celebrated or stated collaboration and involvement in, violent incidents. These in turn could prompt violent retaliation.

- There was potential for people to make money from drill or other music videos which threatened or celebrated violence against others, through posting and receiving views on social media.

- There were also high profile examples of drill artists earning millions of pounds. Music was being played on mainstream media. To those unversed in street terminology, this could go unnoticed.

- Gang culture was increasingly celebrated in youth culture more broadly, and in marketing by brands. Slides showed advertising by sports brands linking their products with drug dealing.

- These factors were thought to be part of the explanation of why more of those in very young age groups were getting involved in dangerous activities, compared to in previous years.

- They were doing so without full realisation of the risks and dangers they were facing. One group of young people - while not having been identified as a gang - had been seen in music videos saying things that could make them a target by others. They were loosely affiliated with an older gang in the same area. This could make them a target for other gangs.

- Conversely, young people could make affiliations with gangs outside of the area without full appreciation of the risks which this could cause in terms of making them a target for local gangs.

- Another slide showed CCTV footage of a violent incident which had occurred between rival gang members, in a court setting. Footage showed the disturbance, the intervention of an IGU staff member, and also later footage of other gang members arriving to seek to become involved.

- A slide showed the journey in terms of interactions with statutory and non-statutory services and other experiences which a young person had gone through before a final outcome of receiving a custodial sentence for a serious offence.

- This flagged events by red, amber or green as to the severity of the event. The service was reviewing these and other cases to explore what learning might be applied to live prevention and diversion cases. The slide also listed risk signifiers for involvement in violent offending; these included witnessing domestic violence, experiencing neglect, and parental substance misuse.

- The next slide showed a list of street gang terms.

- The intelligence above was being used to deliver training to Social Work Practitioners and in schools. The co-location of the IGU was a key strength. His intelligence team operated independently and could share information across services.

- He said there were challenges with competing needs around not labelling people, and safeguarding them. His view was that the gang term was an irrelevant and sometimes unhelpful term.

1.3 A Member understood that the IGU targeted its work according to the Met Police's Gang Violence Matrix.

1.4 From reports on this tool, she understood that individuals on it were scored and assigned a likelihood of harm banding. She asked what types of interventions were delivered at individuals on the different levels.

1.5 The Gangs Researcher, IGU said that the Gangs Matrix was only one small tool. It was irrelevant to the work of the Intelligence Team.

1.6 The Integrated Gangs Unit Manager said the Gangs Violence Matrix and the banding systems used within it were old fashioned police terms. The IGU did not use the banding systems to inform its approach.

1.7 The simple aim of the IGU was to reduce serious violence among people which evidence showed were associated with street gangs, and to stop harm happening to them and others.

1.8 A Member noted the map slide showing the different service contacts and events which occurred prior to an individual being accused of a serious crime. He asked whether – under the current model operated by the IGU – the IGU would have received data which might have flagged the need to work with the person.

1.9 The staff member said that this was not the case. The situations that different people were in were not binary; there were no set steps which would be followed on a path to serious violence. The ability to identify those needing support was about experience and instinct.

1.10 Elaborating on this, the Integrated Gangs Unit Manager advised that the IGU received referrals from Social Workers, flagging where there were concerns around potential gang association. St Giles Trust workers based in the unit would then be asked to speak to the person to determine whether there was an issue in this regard and if so what was needed to address it.

1.11 The Case Worker, SOS Project, St Giles Trust, Integrated Gangs Unit in attendance added to this. On the referral being made, he or another worker would visit the person to determine what the problem was. An example of an issue reported via Children's Social Care was that a young person and or their family was at risk of attack (by a gang) in their home.

1.12 Upon investigation. in 9 out of 10 cases it was found that gang affiliation or a threat from street gangs was not in evidence. Where it was in

evidence, St Giles Trust and other relevant agencies in the IGU worked with the person to address issues.

1.13   Examples of action which could help were to put special measures in place in homes, to change the location of where a person needed to report to Probation Services, and to move Youth Worker visits to the person's home. A red nominal would be under police enforcement but youth workers would still be involved.

1.14   The Integrated Gangs Unit Manager said it was important to note the co-located nature of the IGU. The IGU also worked closely with Social Work, and was getting better at doing so. It worked closely with colleagues in the Hackney Learning Trust in order to achieve closer relationships with schools. It worked with parents to help improve parenting skills.

1.15   The Young People's Advocate, Safer London said that the IGU work was focused on safeguarding. The aim of the unit was to make people safe by working through the practical issues they were facing.

1.16   In response to a question around whether parents were supportive of interventions for their children when they were engaging in harmful behaviour, the Gangs Researcher, IGU said that the response varied. In some cases there was a lack of belief and or a view that it was a case of mistaken identity. In others parents engaged fully and drew on all support which was available.

1.17   He added that the response of schools was also mixed. There was sometimes a lack of acknowledgement of there being a gang issue despite – for example – 40 young people waiting outside a school for someone at the end of a day.

1.18   The Case Worker, SOS Project, St Giles Trust, Integrated Gangs Unit said that work with schools was crucial. Often, violent knife crime offences involving young people took place during school hours, away from the school. He asked the rhetorical question why these young people were not in school at these times and said that it was due to exclusions, and the enforcement of (in his view) over-punitive polices by schools. When you looked back at the reason for exclusion by a school of a pupil who went on to become involved or more involved in gang activity, it was often for quite a minor misdemeanour.

1.19   As an additional note, he said that a lack of engagement by schools in some cases could lead to movement of pupils from one school to another (due to behaviour reasons) which was managed without an understanding around the areas of the borough where it may be unsafe for the young person.

1.20   The Gangs Researcher, IGU agreed with these points. The IGU was working with the Hackney Learning Trust to seek better access to schools. They were working together, exploring data for 2017/18. Exclusions and poverty appeared to be key risk indicators for gang involvement.

1.21   Asked a question, the Gangs Researcher, IGU confirmed that there was greatest concern around the approaches of academy schools in terms of a lack of engagement.

1.22   The Young People's Advocate, Safer London confirmed in response to a question that reasons for exclusion among the young people in the cohort could have been something that happened outside of school, where the young person had been deemed to have brought the school into disrepute.

1.23   A Member asked what prevention work was delivered for clients supported by the IGU who were aged 18 to 25.

1.24   The Manager, Integrated Gangs Unit advised that the same methodology was applied to all cases, in terms of prevention, diversion and, were it was necessary, enforcement.

1.25   Two Probation Officers based in the Unit worked with over 18s. The DWP Officer also provided support.

1.26   In response to a question, the Integrated Gangs Unit Manager advised that there were no females in the IGU cohort.

1.27   However, the IGU through Safer London worked with young females who were at risk of sexual violence.

1.28   Adding to this the Service Manager, Youth Justice Service said that there was an issue around some young males who were involved in crime having quite toxic views towards masculinity. This was sometimes manifested in sexual violence. Some young females also saw this as normal.

1.29   A Member noted a recent tragic case in which a young man had been murdered, and had been found to have had some gang links. This was despite being a student and – on the surface – living a very safe and successful life. He asked if this case – with a young person leading a 'double life' – was common.

1.30   The St Giles Worker said that it was not unknown. He said that as people got older – into their early twenties – sanctions for offences tended to be more severe than during younger years. He said that this could make young adults more likely to carry out their activities discreetly.

1.31   The Service Manager, Youth Justice Service advised that it was important to note that – while services traditionally approached those aged 18 differently and provided a lower offer to these groups – that adolescence did not end until 25 or 26.

1.32   This was reflected in work to extend the provision of some services previously catering for people up to age 18, up to the age of 25. This included Child and Adolescent Mental Health Services (CAMHS) and the Substance Misuse Education and Outreach Service.

1.33   He said that in terms of a perpetrator's involvement in serious violence, it was quite common for this to drop off from around the age of 25.

1.34   This tended to be due to one or more of three reasons; greater maturity and the taking on of responsibilities, the gaining of employment and satisfaction within this, and the establishment of less toxic, more positive relationships.

1.35   Another factor leading to a reduction in involvement could be a transition to crime seen as lower risk; for example a young adult moving from knife enabled robbery to carrying out credit card fraud. Within violent crime, there were sometimes greater penalties for older young adults than younger adults, for the same offence.

1.36   The Integrated Gangs Unit Manager advised that some of the street gangs the IGU worked with had quite sophisticated business plans. Trident in their work encountered dental and medical students who were involved with this activity. The street gangs in Hackney were a very diverse range.

1.37   A Member asked whether local youth clubs could help the situation. He had been against changes which had led to a 4 youth hub model.

1.38   A St Giles Trust worker advised that they could, but that this very much depended on the quality and extent of staffing.

1.39   The Service Manager, Youth Justice Service said that youth clubs were part of the answer, but that it was also important to note that the few young people who were involved in serious violence were sometimes 'unclubbable'.

1.40   A Member noted the references to a Public Health approach to tackling serious violence. She asked whether the IGU being based elsewhere from the Directorate incorporating Social Care, Youth Services and Public Health could risk creating barriers to achieving this approach.

1.41   The Manager, Integrated Gangs Unit said that the approach being followed by the IGU was one of the closest to what was meant when people referred to taking a Public Health approach to tackling violence. It was a strength that the IGU was based in the Council with its range of diversionary and preventative services, and not with the Police as was the case with a number of other IGU models.

1.42   Linkages with Children's Social Care had improved.

1.43   Asked how this was the case the Manager, Integrated Gangs Unit said this had been aided by good links with the new manager in Hackney's First Access Screening Team (FAST). The IGU was getting high numbers of referrals from here and also the Extra-Familial Risk Panel.

1.44   The Service Manager, Youth Justice Service advised that the Extra-Familial Risk Panel was part of the Contextual Safeguarding approach in place which recognised and addressed risk outside of the family context.

Living in Hackney Scrutiny Commission

Site Visit to Young Hackney Concorde, 22nd January 2019

Commission Members in attendance:
Cllr Sharon Patrick (Chair); Cllr Sade Etti (Vice Chair);

Introduction
The Commission's review is focused on the response of the Council's Community Safety Partnership to an increase in serious violence. Its review is set within the context of the services, functions and issues that the Commission oversees in terms of Scrutiny.

Another Scrutiny Commission leads on exploring topics and issues concerning children and young people specifically. In reflection of this – and while acknowledging the crucial role of a range of services for young people in this area – the Commission's review is not focused on services and support for young people.

This said, the Commission wished to gain some indicative level insight into the impact that the increase in violence and reporting of it had had on a youth organisation in the borough.

The Commission carried out a site visit to the Concorde Club on the 22nd January. The Hackney Marsh Partnership manages the Concorde (and Stoke Newington Youth Hub) on behalf of Young Hackney. Members spoke to the lead officer for the Partnership, two youth workers, and two youth leaders.

Members were aware from involvement with the Hackney Marsh Partnership that the Concorde had been impacted by some violent incidents occurring in the surrounding area.

Discussions explored the impact that these incidents had had on staff and the club itself, how staff were being supported, and views towards policing in the area.

Themes emerging from discussions with staff

Staff awareness of a small number of serious incidents in area.
Staff were aware of two incidents in the last year where shots had been fired on the Kingsmead Estate. A serious knife crime offence had been carried out in the lead up to Christmas.

Recent court cases had also seen a number of young adults from the estate being sentenced for violent offences. This had included a young person who had been a member of the club.

Emotional impact on staff of intensive, high stakes work; need for greater support

There were clear accounts of the intensive work of staff with members, and of the close and long lasting relationships which they built with young people.

We heard from the lead officer for the Partnership that staff went above and beyond in their work. The centre was largely made up of long serving staff. One youth worker spoke of the contact and engagement she had with young people who no longer attended the Concorde but were living in challenging situations.

A Member said she would be having a discussion with a young person who she understood had produced a video in which they mocked / 'disrespected' a gang in a neighbouring area, and was planning to publish this online before an upcoming foreign trip. She would work to impress on the young person the potential dangers they could cause to others in their local area.

Given the personal investment which staff made in young people, there was significant distress when the few went on to make wrong decisions. Recent court cases had ended with the sentencing of a number of young adults from the estate, including one who had attended the Concorde when they were younger. The young person had been a success story for the club, progressing from living in a challenging environment to gaining skilled employment. That the young person had then gone on to make the wrong decision had brought real sadness to those who had worked with them and supported them.

Linked with this case and others, more than one member of staff felt that there was a need for greater wellbeing support. The Hackney Marsh Partnership had arranged one of the staff members we spoke to with a limited number of counselling sessions, as she had requested. This followed her witnessing and acting as a first responder to a serious violence incident in another area of the borough. However, she felt that she could have benefitted from more extensive counselling. As a worker in a non-statutory service, she didn't get the clinical supervision which would be provided in statutory settings.

Another member of staff also spoke about the intensity of youth work; largely caused by the commitment which workers put into the role. Her partner – also a youth worker – had needed to reduce the number of hours he worked. She also felt that greater counselling provision would be helpful for many staff.

Members heard from the lead officer for the Hackney Marsh Partnership that he was in discussions with Young Hackney around the possibility of greater counselling provision for staff.

Parents and young people's concerns around safety (exacerbated by less police) and negative influences, and response by Club

Staff said there were perceptions among both members and parents around reduced safety. This was in relation to the small number of incidents occurring in the vicinity of the club, those in the borough and London generally, and the nature of media reporting on these. One staff member reported feeling that youth work was increasingly unsafe.

Reductions in police in the area made this issue worse. Police were previously visible on the estate and surrounding area, and used to actively engage with the club (playing five a side with members and staff). This was not the case anymore.

These concerns had impacted on attendance levels of older young people to the club. More parents were reluctant to let their children travel there, particularly from outside the immediate local area.

One staff member noted how the exaggeration of the scale of issues in both the local area and more widely, were compounding fears and concerns. The number of incidents were actually very low. There was known to be a gang on the estate, but the offences they had committed had generally been low level crimes.

Staff were also working hard to challenge a view which some parents did have, that there were gang-related issues inside the club and a risk of negative influences.

This included work to communicate the wide range of positive activities which young people at the club were involved in, for example a recent residential trip to Gambia. The work of the club was communicated in the community including through presentations to Resident Associations.

Supporting young people through recent events
Young people had been effected by recent court cases affecting people they knew had lived in the local area. They were aware of these. Staff were discussing with young people their feelings towards what had happened. The home environment which the club sought to create – including through the providing of cooked meals – helped enable honest and open discussions.

Importance of a place in which to feel free
A worker spoke of the need young people and children felt to hold themselves in particular ways when out in the public realm.

This need was real – they needed to be careful about how they conducted themselves, including how they looked at others. She had needed to speak to some young people around this as their body language could put them at risk.

This made the need for a safe space like the Concorde – where young people could express themselves freely - so vital.

Staff would see a marked relaxation and change in some members upon their entry to the club.

<u>**Themes emerging from discussions with young people**</u>
The Club - and the staff - were crucial
Both young people said the Concorde provided an environment in which people felt safe and comfortable. Staff at the club were a huge source of support and advice, for them and for others. Staff spoke to them respectfully and treated them as individuals.

Young people needed to be mindful when moving around, but felt safe on the estate
Both said young males needed to careful and mindful in moving around; both were concerned that cases of mistaken identity could impact on them or family members. Both felt safe on the estate they lived on. One said while a gang was present, that Members had respect for their families.

Drivers for entry into harmful behaviour – promise of wealth, and peer pressure
The young people knew of a small number of others who had become involved in crime. These young people had usually been attracted to this by the (real or imagined) prospect of material goods.

Peer pressure was another. Young people wanted to belong within groups of others.

Parenting very important, but parents can only do so much
The young people both spoke about how their parents had influenced them. They had given them an understanding of the need to live a legitimate life, and the strength to resist peer pressure to do otherwise.

However, they did not see different parenting styles as the explanation for why some others had entered into harmful behaviour. Those they know who had done so had upbringings similar to theirs.

Residential trips vital
Residential trips offered young people to see other surroundings, some of whom would otherwise only see their estate and immediate area. Joint visits with youth clubs in other areas of the borough helped build relationships with people who might before be automatically seen as rivals / not friends. They enabled creativity and improved independent thinking.

Overview & Scrutiny

Living in Hackney Scrutiny Commission

Meeting on Gangs Violence Matrix, 24th January 2019, Hackney Town Hall

Commission Members in attendance:
Cllr Sharon Patrick (Chair); Cllr Sade Etti (Vice Chair); Cllr Michelle Gregory; Cllr Anthony McMahon and Cllr Ian Rathbone

Guests: Councillor Caroline Selman (Cabinet Member for Community Safety, Policy and the Voluntary Sector); Claire Crawley (Detective Superintendent, Central East BCU, Metropolitan Police); Ivan Balhatchet (Commander, Metropolitan Police); Allan Hogarth (Head of Advocacy & Programmes Amnesty International UK) Jan Stout (Hackney Integrated Gangs Unit Manager); Gerry McCarthy (Head of Community Safety, Enforcement and Business Regulation)

1. Welcome, introductions and context

1.1 The Chair welcomed guests to the meeting.

1.2 The Integrated Gangs Manager clarified that the Commission's remit covered adults aged 18 and over.

1.3 The Chair agreed with this point, and confirmed the Commission was focused on 18 to 25 years olds in a review it was carrying out in response to an escalation is serious violence.

1.4 However, she also noted that this should not stop the Commission touching upon relevant aspects around young people where these arose.

1.5 The Commission earlier in the week had visited a youth club in the borough which had been affected by a small number of violent incidents in the surrounding area, and also a serious incident taking place outside of London but which had involved some young adults from the estate on which the club was based.

1.6 This had given attending Members an indicative insight into the effects of the issue on both young people and the front line youth workers supporting them.

1.7 There was a separate Commission that specifically covered issues covering children and young people. However, any findings from this investigation touching upon that remit could still be gathered by this Commission and reported back.

2. Opening Comments - Principles of the Matrix in a London wide context, responses to Amnesty International, Information Commissioner and Mayor's Office for Policing and Crime investigations

2.1 Ivan Balhatchet (Commander Metropolitan Police) made the opening comments:

- The Gangs Violence Matrix contained people under 18 as well as over 18. There were clear linkages between getting involved with gang activity at young ages, and poorer outcomes in later years.

- He had the role of overseeing the Met Police's response to both the findings and recommendations of Amnesty International's Trapped in the Matrix report, and also those of the Information Commissioner investigation (ICO), which had been carried out further to the work by Amnesty.

- The ICO had served an Enforcement Notice having found the Met to have been in breaches of data protection legislation. It was important to note that running alongside the ICO work had been a review of the Gangs Violence Matrix by the Mayor's Office for Policing and Crime (MOPAC). The findings of that report and its recommendations was released only around 2 weeks after the release of the ICO report.

- Combined, the ICO and the MOPAC report gave very useful insight. In terms of the MOPAC review, this had included very substantive detail on how the Met operated that Matrix, and also the outcomes which had been produced from its use.

- This meeting was well timed; the MOPAC review had found the need for greater transparency on what the Matrix did, the purposes of it, and what it delivered. This was the common view of a range of those giving evidence to the review, including representatives of community groups.

- It was important to note that violent crime – and within this both knife and gun crime – had increased significantly in London. These were at what the Met would state as unacceptable levels.

- Moving onto the Matrix itself; numbers on what was referred to as the Gangs Violence Matrix had reduced; from around 4000 in 2012 to around 3000 today. This reflected work to assess who was on it and to remove those who should not be on it. Following the ICO and MOPAC reviews, a new comprehensive action plan would see the Met review every person currently on the list to ensure that people were removed when this was appropriate.

- The Met was also moving to make the system more secure. This was for data protection purposes. It would make storage of information more robust and enable clearer boundaries and audit trails around who could access this database and how this information was shared. Lists were previously stored on spreadsheets which was not fit for purpose. Data Protection issues were one of the main criticisms of the review reports, and the Met fully recognised the need for improvement.

- The Met updated the ICO on a monthly basis on progress in working through their requirements, via formal letter. The action plan when fully enacted would see the Met meet all requirements from the ICO, the recommendations of MOPAC, and would deliver additional improvements. An internal group met fortnightly to review progress.

- He offered to share the action plan with Members.

- In addition to the storage of information, improvement was needed on the retention and removal of people to ensure a valid approach. Awareness and training of staff would be refreshed.

- Another key issue was around proportionality and the wide held view around disproportionality, stemming from the fact that the majority of those on the Matrix were black. The proportionality issue lent even greater weight to ensuring that data processing and management was strong, and also that the Met was more transparent in the way that it communicated on what the Matrix was and what it was used for.

- A webpage would soon be updated with this information along with legal information and an Equality Impact Assessment (EIA) of the Matrix which was now reaching final draft stage. There had not previously been an EIA carried out, and there was full acknowledgement that there should have been. The documents mentioned would be live documents which would be refreshed regularly.

- A Live Question and Answer session would be delivered on line to increase awareness and transparency.

- Information Sharing Agreements for London overall across all partners had been fully reviewed. More was needed at a Basic Command Unit level. There would be a clearer public document on how and why information was shared.

3

- A partnership initiative in Lewisham working with 'green nominals' under 18 on the Gangs Matrix was piloting work to divert this group away from risk of gang involvement. This would be rolled out to other areas depending on success. Progress was being reported to the ICO.

- The ICO would produce a report on the progress made against their recommendations in May, which would be six months after its serving of the enforcement notice.

3. **Opening Comments – Hackney Gangs Matrix and usage by the IGU and police generally**

3.1 Claire Crawley (Detective Superintendent, Central East BCU, Metropolitan Police) made the following points:

- She had local responsibility for violence, leading on investigation and holding the resource for proactivity. Gangs fell within her remit.

- For London, there were currently around 3,000 on the Gangs Violence Matrix, with approximately 180 gangs across the capital.

- Since its inception in 2012, over 4000 people had been removed from the Gangs Violence Matrix. This highlighted its fluidity in terms of removals, which was the intention at design stage.

- The Gangs Violence Matrix was designed to help efforts to reduce exploitation and to stop young lives being lost. It aimed to meet these aims through enforcement but also prevention and diversion. The tool enabled the channelling of resources to those which intelligence suggested were the most harmful individuals.

- On a local context, there were currently 116 individuals on the Hackney Gangs Violence Matrix. The maximum number on there had been 150. The fluctuations demonstrated the fluidity.

- It was estimated that there were 15 active gangs in the borough. Hackney was quite unique compared to other boroughs north of the Thames. It did have an issue with the number of territorial-based gangs.

- Of the 116 people currently on the Hackney Gangs Violence Matrix, around 68 to 70 were 'live' cases, living in the community. The remainder were in custody.

- It was important to note the Matrix measured victims. 37 of the 116 people on the Matrix currently, were recorded as victims. They were suspects as well as victims. This was likely to be reflective of the lifestyle they were living.

- Victims were given a RAG rating, which helped to inform the type of response which would best divert them away from risk.

- All of those on the Hackney Matrix were male. Most were aged between 17 and 24, although ages did range from 13 to 30. 91% were of African Caribbean background.

- Hackney was fortunate to have an Integrated Gangs Unit model. Not every area had one. The Integrated model allowed for a rigorous process around additions and removals to the Hackney Matrix. The IGU was a multi-agency team, co-located in the Town Hall. It was comprised of the Police, DWP, Probation, St Giles Trust, Safer London and the Youth Offending Team.

- Rigorous partnership meetings took place fortnightly. All Matrix nominals were discussed in these meetings, with a focus on the top 10. These meetings helped ensured that there were individualised actions plans for each nominal on the Matrix, and within this planning there was as much a focus on prevention and diversion as there was on enforcement.

- Ultimately, the IGU was looking to save lives and to support people out of gang involvement towards more positive lifestyles where it was possible to do so.

- This said, enforcement did have a large and important role to play. Violence had risen and was at unacceptable levels, and responses did need to include action by the police in some cases.

- While there had been a rise in violence, it was also important to note that knife crime (as measured under the knife crime under 25 indicator which the IGU was assessed against) had come down. She strongly felt that the targeted work by the unit had played an important part in this success.

- Summing up, the Gangs Violence Matrix was used in Hackney to target individuals. Action plans were aimed to be in place for each individual, and there was a commitment to regularly removing and adding people as appropriate. Decisions on additions and removals always went through the partnership, and it was a partnership decision.

- She had read accounts of boroughs having unofficial lists. This was not the case in Hackney. There were instances where the IGU would prevent divert and enforce against individuals not on the Gangs Violence Matrix. However, there were no unofficial lists. You were either on the Gangs Violence Matrix or off it.

- There was science behind additions and removals to the Gangs Violence Matrix. It was a violence based tool, and was not based on illegal drugs. There was recognition that there was a link between drugs and violence in some cases, but to add drugs as a criteria would make the system unruly, with the size of the list preventing an effective response.

- A gang nominal was defined as someone who had been identified as being a member of a gang and where this had been corroborated from intelligence from more than one source; for example through police partner agencies or community intelligence.

- Subjects were added to the Matrix based on this definition, and not violence on its own; there had to be a gang affiliation present.

- Corroborating items of evidence most often included self-disclosure (including to Probation Officers and Social Workers). Another item was often uploaded gang videos identifying an individual as part of a gang, and music videos.

- From the point of being identified, a scoring was calculated based on violent offences; either convicted or suspected of. These included knife crime possession, use of a knife, robbery, kidnap, murder, and threats to life. Suspected offending was included; this was partly due to victims of these crime types often choosing not to give evidence to enable prosecution.

- In her own view - while accepting the recommendations of MOAC and acknowledging that improvements were needed - the Gangs Violence Matrix was a worthy tool enabling the effective directing of resources. Resources were finite, and a mechanism was needed to ensure that these were directed at the right people in order to achieve the right outcomes. It was the right tool for Hackney to have in her view, and she supported its use.

4. Opening Comments – Amnesty International

4.1 Allan Hogarth (Head of Advocacy & Programmes Amnesty International UK) made the following comments:

- The *Trapped in the Matrix* report was produced by the organisation's Digital and Tech team, reflecting its focus on areas around surveillance, including by the state. Police surveillance was explored as part of this.

- The Gangs Violence Matrix was brought to Amnesty's attention by community groups concerns and distressed about its use. There were strong concerns around disproportionality which Amnesty confirmed via MOPAC's own data.

- 30 people were interviewed in the research. This included police officers in different boroughs who used the Gangs Violence Matrix and who commonly reported not having had guidance or training around how it should be used.

- It was reassuring to hear how these issues were now being looked at by the Met as part of its action plan.

- Nobody denied that there were issues around violent crime. However, the confines of the law including international law needed to be respected. Amnesty International had been concerned that the operation of the Gangs Violence Matrix did not meet these standards.

- Amnesty called for a reform or otherwise dismantlement of the Gangs Violence Matrix.

- Its position now was that it welcomed the Mayor of London's review. The challenge was now implementation of the review's recommendations. The points made so far in this meeting around the work to do so, had been reassuring.

- He was pleased that the Met's work would include exploring aspects around sharing with other agencies and the extent of this. This was a crucial concern for Amnesty International, in terms of parameters around sharing and people being added to the database with apparently little or inconsistent intelligence.

- There was concern around the different approaches of different boroughs.

- Amnesty had been concerned with its findings and had lobbied the ICO to investigate along data protection lines. This review had identified issues. He felt that the response to this by the Met to the wider review by MOPAC to have been positive, and he looked forward to May 2019 when the ICO would provide an update on the progress made by the Met.

- Amnesty were supportive of the engagement by the Met with the Equalities and Human Rights Commission. Amnesty would seek assurance from the Human Rights Commission around the level of scrutiny that it would apply and the involvement that it would have in the improvement work.

- It was important to note that there had been no Equality Impact Assessment into the tool carried out previously and he said that it was an important step to get one in place.

- Amnesty disagreed with the reference to the word Gangs in the Gangs Violence Matrix. The Amnesty review (and as far as he understood the MOPAC report agreed with this) found that there was little understanding of what the term Gang meant. Different organisations defined it differently. There needed to be caution around its usage. Community organisations had been doing much work over many years, and Amnesty found from discussions with them that the Matrix and its reference to being a 'Gangs Database' was marginalising communities.

- In terms of the RAG ratings of different people on the Matrix, he noted the point earlier around the majority of people on the Hackney Matrix being in the Green coding.

- Amnesty had found this to be the case on a Met wide basis, and linked with this he welcomed that there was going to be a reappraisal of the Green coding as recommended by MOPAC. Amnesty were concerned that having low risk individuals on the Matrix – rather than giving them a path out of crime – could mean they were disadvantaged through a range of agencies treating them differently due to understanding them to have a gang affiliation.

- Amnesty understood the difficulties and the challenges around violent crime. However, it was vital that databases such as this were human rights compliant. Amnesty had been invited to join the reference group for MOPAC's review of the Matrix along with a number of community organisations. It was important to note that some organisations continued to feel that it needed to be scrapped. Amnesty's own position was – subject to changes being made to ensure that it met human rights standards and was human rights compliant – that it was not opposed to its continued use.

- Amnesty would continue to keep the implementation of the changes required by the ICO and the MOPAC recommendations under review. This would include a revisit in December 2019 at the point of completion becoming due. It would continue to work with community groups.

5. Panel discussion

5.1 A Member asked whether – when someone was added to the Gangs Violence Matrix – that they were advised of this. She suggested that by people being made aware the prevention which partners were aiming for could be better achieved. She felt that this would also help ensure fairness.

5.2 The Commander, Metropolitan Police confirmed that people were not made aware when they were added or removed from the database. This was current policy.

5.3 The policy was something that needed to be explored as part of the Met's work. However, while there would be benefits from moving to make people aware, there would also be risks. It could help impact on behaviour. In some past cases when people had been made aware – as part of court cases for example – the knowledge that they had been on there had sometimes been interpreted or responded to by individuals in an unconstructive way.

5.4 As part of police work generally, there was intelligence which would not always be shared with the subjects whom it concerned. He appreciated the balance and delicacy of the dilemma. However, any move towards sharing would need to be thought about very carefully.

5.5 Adding to this the Detective Superintendent, Central East BCU, Metropolitan Police said that in Hackney all of those added as nominals to the Gangs Violence Matrix and graded as green were subject to a home visit. This was carried out by a police officer, a partner, or by a police officer and a partner. In these situations the individual was not told that they were on the Gangs Violence Matrix. However, the terminology used was along the lines of "it has come to our attention that you may be involved in something dangerous".

5.6 This was accompanied by an offer to help get them out of this situation and exploring how they could be supported to onto a different pathway. In this way - while it was not specifically disclosed that someone was on the Matrix - they were made aware that they were on the radar of authorities.

5.7 The Member also asked how the management of the Gangs Violence Matrix compared to the data gathering and management of any other databases which were used to tackle crime.

5.8 The Commander, Metropolitan Police confirmed that there were other lists. He had ordered - and would carry out audits to ensure - the deletion of unofficial lists.

9

There had not been one in place in Hackney but there had been in some other areas.

5.9 There were other formal databases; for example ones around habitual knife carriers and prolific firearms offenders. The Met was working to apply the learning from the review of the MOPAC and ICO review to these systems.

5.10 As a final question, the Member asked if the evidence of the Gangs Matrix on the reduction of violent crime could be evidenced.

5.11 The Commander, Metropolitan Police said that this was debateable. However, he noted that the MOPAC review did explore in detail the available evidence around the impact. Data in the report presented in graphs showed evidence to suggest the use of the Gangs Violence Matrix to reduce violent offending among those who had been added. Statistics could be debated for hours, but indications were that the impact of the tool was positive.

5.12 A Member said she was concerned around the lack of definition around a gang. She worried about social media and someone being added as a result of this, and or someone being added as a result of an association with someone else, despite there being no evidence of them being violent. She noted that over 90% of Hackney Matrix nominals were black. She worried that groups of black young people could be ascribed a label of gang when they were just a group of friends socialising together.

5.13 The Detective Superintendent, Central East BCU, Metropolitan Police said that the association factor was a difficult one. However, it was important to note that two corroborating pieces of evidence were needed in order for someone to be added. Nobody would be added by association alone.

5.14 In addition, in many cases self-disclosure to case workers comprised the evidence. This was not an exact science; those in prison would very often state gang membership in order to try to feel safe. However, self-disclosure to Probation Officers or Social Workers, in situations where individuals felt able to seek support, was an important avenue towards addition.

5.15 She noted concerns around people being added by association. However, she felt that the arrangements in Hackney helped to minimise invalid additions. This was through the partnering arrangement and joint decisions around additions and removals. Scoring was based on intelligence throughout the IGU partnership.

5.16   Her own view was that the term Gang was not helpful to engagement with the community. She envisaged a greater movement towards the use of the word Violence alone.

5.17   A Member asked when people would be taken off the Gangs Violence Matrix where they had not committed a crime. She understood that data on the Matrix was shared widely across education and housing services and others. She asked if this was the case.

5.18   The Commander, Metropolitan Police advised that one of the main issues raised with the Gangs Violence Matrix had been the information exchange. He said that it could clearly have been done better. Reflecting this, a new Information Sharing Agreement had been developed. This would cover all partners across London, with greater guidance and structure around what was shared, how it was shared. The database would be more secure with more restricted access, with auditable trails of usage[i].

5.19   In addition to the review of each Gangs Violence Matrix individual mentioned earlier, a new retention policy was being introduced. This would mean if there was no new intelligence against a nominal over a 12 month period or if there was evidence that a prevention or something else had led to substantial change in lifestyle that person would be moved onto another secure element of the database for a three year period. This element would only be accessible to a small number of Met Police staff and only for exceptional reasons, via application. The individual would then be deleted after this 3 year period.

5.20   The Head of Advocacy & Programmes Amnesty International UK raised concerns around the presence of high numbers of green nominals on the Matrix. He noted that it was known as a Gangs Violence Matrix. He was concerned that many in this band were not violent.

5.21   The Detective Superintendent, Central East BCU, Metropolitan Police said that a key reason to include the green nominals was for prevention and diversion purposes. It was also the case that whilst they were coded in the lowest risk group, they may have committed some violent offences and or might have been identified as being at risk of doing so.

5.22   The Chair noted the reference to 'zero-harm' individuals on the Matrix. She understood that this could include people who had not carried out any violent offence or been suspected of doing so.

5.23   The Detective Superintendent, Central East BCU, Metropolitan Police confirmed that green nominals could include people with zero scores, and also those with positive number scores from offences or suspected offences of violence, but scores which were less than the thresholds for the amber and red levels.

5.24   A Member asked what percentage of the green nominals in Hackney had zero-harm scores.

5.25   The Detective Superintendent, Central East BCU, Metropolitan Police said she did not have a specific numbers. However, it was the case that there was very few. The IGU partnership meetings regularly reviewed these individuals and removed them where appropriate.

5.26   The Member noted that the Commission had received a presentation from the Integrated Gangs Unit earlier in the week. This had highlighted the breadth of knowledge and expertise around gang activity, including through the analysis (including social media monitoring) by the Intelligence Team based in the unit.

5.27   He said he knew that he spoke for other Members when he said that he was unclear around how and the extent to which this intelligence produced by the Intelligence Team fed into decisions around additions to and removals from the Hackney Gangs Violence Matrix, and changes to positions/scores on it. He asked what weight was given to monitoring by social media.

5.28   The Detective Superintendent, Central East BCU, Metropolitan Police confirmed that social media activity could contribute to scoring. It did feature although it would not be appropriate to state the full measures and calculations used to reach a score.

5.29   Intelligence sources could include members of the public, professionals (including teachers, social workers, probation officers), informants, and others. Social media was looked at within this. Intelligence plus tangible actual evidence would be triangulated. An example could be when a person had been known to have been involved in a knife crime, but where a witness was not willing to give evidence.

5.30   The Member noted that this tool was violence based. This had been unclear to himself and others before today. He noted previous comments around potential wording changes to take the reference of Gangs from the tool. He was aware that the tool was a source of friction and contention in the community, and he would welcome the publicity planned in response to the review to include

messaging around the purpose and focus of the tool, including clear messaging that it was violence-focused. The simple dropping of the word Gang would – in his view – really change the way that the community would perceive it, in no small part due to the change in mediation which would result from this.

5.31   The Commander, Metropolitan Police noted that the Gangs Violence Matrix was one aspect within wider strategies to tackle what had been called gang crime. These were being reviewed alongside the review of the Matrix. There was appreciation for the need for a full exploration of whether the terminologies, methodologies and other factors in place best made things clear. He felt that working through the action plan would really help the Met address these questions.

5.32   Green and zero-harm nominals aged under 18 were a key priority to explore in this review with a mind to gauging whether the Gangs Violence Matrix was the relevant database for them to be on. There was a balance to be struck; some of those on the database (including individuals in the Green banding) were involved or at risk of becoming involved in serious criminality. But there was full need for a revisit.

5.33   The Chair asked what affect the MOPAC and ICO report has had in Hackney in terms of the IGU's approach.

5.34   The Detective Superintendent, Central East BCU, Metropolitan Police stated that as a multi-agency body the IGU did not physically share copies of the Gangs Violence Matrix with anyone. During the course of the fortnightly meetings the list would be put onto a screen meaning individuals could be discussed as a collective, under the umbrella of the information sharing agreement. This was subject to confidentiality statements being noted and agreed at the start of the meeting. She was as confident as she could be that procedures in Hackney were robust. There should not be discussion of scores, but whether individuals featured as a red, amber or green, what as a partnership the response would be, and which would be the lead agency. There were no handouts.

5.35   She was part of the task and finish group Chaired by Commander Balhatchet fortnightly. This included dissemination to her team of the requirements and changes coming out of the central work in response to the ICU and MOPAC recommendations.

5.36   The Commander, Metropolitan Police added to this. Data sharing agreements needed to have regional differences. Currently data was not being shared in local hubs other than Hackney, as these did not operate like Hackney.

It was also not yet being shared with Prisons and Probation until the relevant pan London agreement had been approved.

5.37   Hackney's model in terms of data sharing was similar to how multi agency safeguarding hubs worked, and was a model of best practice. This was not in place in many other areas.

5.38   The Chair noted the concerns around the use of social media to identify gang associations. She had heard accounts of young people posting or liking material (for example being pictured next to a new car which was not really theirs) which might give the impression of gang association but where they were doing so to fit in with others. Anyone could put anyone on social media. She asked how much weight was given to this content.

5.39   The Detective Superintendent, Central East BCU, Metropolitan Police said that the concern around some aspects of social media was around the serious violence it was causing, including deaths.

5.40   She appreciated the point around young people putting things online which did not fit with the reality of their lives. Young people were social media savy and communicated significantly through it. However, there was an issue where young people were putting material online which could put them in danger; for example through celebrating a violent act inflicted on a member of a gang by a member of another. There could be very dangerous consequences of doing so, including death. This was both for people at the fore front of the gang, and for hangers on. Therefore, the IGU needed to take these cases seriously. Monitoring social media did need to play a role in intelligence.

5.41   In response to a question the Detective Superintendent, Central East BCU, Metropolitan Police said her personal view was that Social Media did need to be better controlled. Evidence had shown some music videos posted to be the catalyst for extreme violence. In her view social media companies needed to be required to remove material such as this very quickly. She would also support a move by the Crown Prosecution Service to support prosecution for those inciting violence through these channels.

5.42   A Member asked what work was being done to improve relations with the community, in particular young black men.

5.43   The Detective Superintendent, Central East BCU, Metropolitan Police said there was significant work was going on. She offered to bring a short paper together covering this.

5.44   The Chair noted that a visit to Hackney was covered as part of the Amnesty International report. She asked the Head of Advocacy & Programmes Amnesty International UK if there was anything that he felt Hackney was doing well or could improve in.

5.45   The Head of Advocacy & Programmes Amnesty International UK said that he saw it as very helpful that a local Scrutiny Commission was exploring this area, and could speak to both local and central Police Officers and also members of the community as part of this. It had been helpful to hear about the responses to the ICO and MOPAC reports. He appreciated the balance to be achieved in the use of open source intelligence as social media, and it was promising that this was being seriously considered.

5.46   The Chair asked if there were success indicators in place around the Gangs Violence Matrix, for example the numbers coming off and going on, and or the reduction in gangs.

5.47   The Detective Superintendent, Central East BCU, Metropolitan Police said that she could look to obtain removals and additions data for Hackney if this was needed. However, she cited the figures earlier about the smaller size of the Matrix London wide since 2012, and the 4000 removals which had taken place over that time. She said that while it did not always feel that it was the case, serious violent crime indicators of most relevance to the topic area, were showing reductions.

5.48   The Chair asked whether these reductions were down to enforcement and the taking of offenders off the streets, or whether this was down to prevention and diversion.

5.49   The Detective Superintendent, Central East BCU, Metropolitan Police said that – while this could not be definitively evidenced – she felt that it would be down to both of these. In the summer there had been substantial targeted enforcement carried out on a set of individuals. The subjects in these cases were not diverted – unfortunately - but were in custody. They were serious violent offenders whose crimes were of a volume and nature which meant that they had lost their opportunity – at that moment – to be diverted. She hoped that they could be aided to rehabilitation from this point. She felt that the removal of these individuals from the streets was likely to have had a bearing on the reductions in knife crime mentioned.

5.50	She did not have data on the numbers of people who had been successfully diverted. The Head of Community Safety confirmed that this data could be provided on request.

5.51	The Chair said she would really welcome gaining an insight into the actual impact of work. People did not believe that violence had reduced.

5.52	The Detective Superintendent, Central East BCU, Metropolitan Police said that she could provide some written information on the overall response by the police and others to the increase in violence. This would include – in broad detail – the enforcement activity carried out.

5.53	A Member noted from discussions earlier in the review that some young people wishing to leave harmful lifestyles did not feel able to travel safely across the borough by bus, due to movement through areas of other gangs. The Commission had heard that this could impact on the ability of some young people to work. She asked what was being done to address this or if this question could be passed onto the relevant area.

5.54	The Detective Superintendent, Central East BCU, Metropolitan Police said that while this was not her area, she was aware that there were plans in place, including through deployment of officers on buses. She agreed to seek a high level summary of this work to share with the Member.

5.55	The Cabinet Member for Community Safety and the Voluntary Sector said that the partnership approach of the IGU could help mitigate these issues. For example, if there was an issue preventing someone from feeling safe in going to a particular DWP site, the IGU by having a DWP staff member located there with full appreciation of the complex issue was able to arrange a home visit.

5.56	The Member appreciated this point. However, she said that it was important generally for people to feel safe on buses and the transport network, and for safety issues on them to be resolved.

5.57	The Detective Superintendent, Central East BCU, Metropolitan Police appreciated this point. This said, it was not an issue isolated to Hackney. There were common perceptions among young people across London around the safety of travelling on buses.

5.58	A Member noted the move to a Borough Command Unit model. He asked if the Matrix for Hackney would remain as a distinct list, or whether this would be

merged. It was confirmed that there would continue to be a stand-alone Hackney model.

Following the meeting, the Manager of the Integrated Gangs Unit clarified that the concerns referred to by the Commander referred to concerns on a London level rather than to arrangements around information sharing in Hackney, which were robust and which for the avoidance of doubt, would not permit sharing of detail from the Matrix with schools or employers. She stated the following:

Whilst over the past eight years, the IGU have been asked for copies of the Matrix especially by a few secondary schools, this has always been emphatically denied.

As far as I am aware, the Matrix list has never been shared by any IGU Partner with third parties - if this ever came to light, it would be considered such a gross breach of confidentiality, it would be grounds for dismissal. The whole team is extremely aware of the potential risk and possible consequences to nominals safety by alerting outside partners to their involvement in gang activity [let along being placed upon the Matrix] that it is very much considered on a case by case basis.

When an information request is made by either a social worker or Probation Officer, they are required to complete a form identifying why they require the information and how it will be used. We will only indicate if the person is 'known to the IGU'

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Living in Hackney Scrutiny Commission

Meeting with Integrated Gangs Unit and Children and Families

14th March 2019 - Records of discussion

Members in attendance:
From Living in Hackney Scrutiny Commission: Cllr Sharon Patrick (Chair); Cllr Sade Etti (Vice Chair); Cllr Anthony McMahon and Cllr Ian Rathbone

From Children and Young People's Scrutiny Commission: Cllr Conway (Chair); Cllr Margaret Gordon (Vice Chair)

Officers in attendance:
Maurice Mason (Community Safety Partnership Manager); Jan Stout (Integrated Gangs Unit (IGU) Manager); Pauline Adams (Head of Early help and Prevention, Children and Families Service); Brendan Finegan, (Service Manager, Youth Justice Service)

1. **Format of meeting and this paper:**

    1.1 A paper setting out a list of questions and the context for these had been shared with Officers in advance.

    1.2 Officers presented responses to each of these questions in order, with most prompting follow up discussions.

    1.3 The responses to each and a record of any follow up discussion are detailed below, under each question heading.

    1.4 In addition, the final part of the meeting saw a discussion on points relevant to the Children and Young People Scrutiny Commission's current review into school exclusions. These are recorded under the Additional Questions section starting on pages 22 - 24.

2. **Questions on the use of the Gangs Violence Matrix and information management**
Question 1- How many people does the IGU currently work with, and how many of the IGU cohort are on the Gangs Violence Matrix?

2.1 The IGU Manager advised that 118 individuals were currently on the (Hackney) Gangs Violence Matrix. The IGU worked with all of these individuals (known as Gangs Violence Matrix nominals).

2.2 In addition, the IGU worked with 76 people who were not on the Gangs Violence Matrix.

2.3 Seven of those whom Probation worked with were on the Gangs Violence Matrix 'sleeper list'; this was a list of those currently in custody and serving a sentence of six months or more (and had been on the Matrix at the point of sentencing).

2.4 Providing data on the numbers of people the different partners of the IGU worked with, she confirmed that:

- The 1.5 FTE Probation Officers embedded in the IGU currently worked with 44 people, all of whom were aged between 18 and 29. 37 of these were Gangs Violence Matrix nominals. The other 7 were in custody and present on the sleeper list.

- The Community Rehabilitation Company (CRC) worked with 15 people in the IGU cohort. 9 of these individuals were Gangs Violence Matrix nominals.

- The element of the Youth Offending Team which was based in the IGU, had a caseload of 37 individuals, aged between 10 and 17. 8 of that group were Gangs Violence Matrix nominals.

- Hackney's Youth Offending Courts Team was not formally part of the IGU. However, it worked with 11 young people who were known to have gang links. 2 of those individuals were Gangs Violence Matrix nominals.

- DWP Officers within the IGU had a caseload of 12, 3 of whom were Gangs Violence Matrix nominals.

- St Giles had a caseload of 26, 4 of whom were Gangs Violence Matrix nominals.

- Safer London had a caseload of 10 young women plus 8 families, none of whom were Gangs Violence Matrix nominals.

2.5 The IGU's work was focused on anyone who was affiliated with a gang or with gang culture. It aimed to safeguard these individuals from harm and

2

to reduce the risk of them causing it. Some of these individuals were listed on the Gangs Violence Matrix and others not.

2.6 Adding to this point, the Service Manager, Youth Justice Service, said it was not the case that all the children worked with by the IGU-embedded Youth Offending Team were involved in gangs or gang culture.

2.7 Many of the 29 clients supported who were not on the Gangs Violence Matrix (in addition to the 8 who were) would have been involved in crime which was not gang-related. Youth Offending Teams based separately in the Children and Families Service and in the IGU took work from across the Youth Justice System.

Question 2: How if at all does the work of the IGU Intelligence Team influence the Hackney Gangs Matrix, and the IGU Partnership meetings?

2.8 The IGU Manager stressed that the London-wide Gangs Violence Matrix (including the Gangs Violence Matrix for Hackney which fed into it) was a tool owned and managed by the Metropolitan Police.

2.9 There was set down criteria which determined additions to, removals from, and 'harm scores' allocated to individuals on, the Gangs Violence Matrix. The Metropolitan Police had developed this as owners of the tool.

2.10   However, in Hackney, the assessment of whether the criteria had been met for an addition or removal to take place was carried out jointly by the partners within the IGU. These assessments took place weekly in partnership meetings.

2.11   The insight and intelligence produced by the IGU Intelligence Team played a crucial part in these meetings, including in the decisions made on whether the threshold for an individual to be added or removed had been met.

2.12   In this way, the IGU Intelligence Team influenced the Gangs Violence Matrix by better ensuring that decisions around additions, removals and harm scores were valid.

2.13   It was also important to be clear that discussions and decisions around additions and removals to the Gangs Violence Matrix formed only one element of these meetings.

2.14   The primary focus was on identifying and agreeing the relevant actions to keep both the individual and the community safe. The work of the Intelligence Team was central to identifying the individuals with whom work was needed, and the action which was required. In response to the second part of the question, this was how the IGU Intelligence Team influenced the IGU Partnership meetings more widely.

2.15   The Community Safety Partnership Manager wished to be clear that the partnership approach in place for decisions around additions worked to ensure that people in Hackney could not end up on the Gangs Violence Matrix for no or little reason.

2.16   The IGU Partnership meetings which he and others shared the chairing of discussed individual cases and the interventions which were needed. These included discussions both on those who were already on the Gangs Violence Matrix and those who were not but whom there were concerns about. This very much included cases where it was felt that safeguarding measures (rather than enforcement) was required.

2.17   These meetings involved in-depth conversations among all partners leading to decisions based on information and intelligence and professional judgement and experience. Decisions around additions (and action to take in cases generally) were made truly on a partnership basis. There were many cases where people did not get anywhere close to be added to the Matrix, but had safeguarding interventions put in place.

2.18   Agreeing with this point, the Service Manager, Youth Justice Service said that within partnership meetings there were robust and sometimes quite spiky discussions around potential additions to the Matrix, and close scrutiny of the intelligence being used to propose an addition. This helped to better ensure validity of decisions, and thresholds for additions being at the appropriate levels. It was not the case in Hackney that young people were added to the Gangs Violence Matrix solely based on them knowing others who were involved in gang activity.

2.19   The Community Safety Partnership Manager added that from discussions with other boroughs he was aware that this level of cross-partnership scrutiny of proposed additions to the Matrix, was not always in place elsewhere.

2.20   He also had high confidence in the steps in place to ensure that young people who were not added to the Gangs Violence Matrix but were

felt to be in need of safeguarding, did not fall through the cracks. These cases would be taken by the IGU Manager to the Extra Familial Group (which was focused on young people up to the age of 18) which was held on a weekly basis and which was used to help inform operational activity.

Question 3: Has the Hackney Gangs Matrix and its RAG rating and scoring system been superseded in any way by other intelligence tools to inform the cohort who will be worked with; for example any developed within the Contextual Safeguarding Programme?

2.21   The IGU Manager wished to clarify that the scoring systems to determine the RAG ratings of individuals on the Gangs Violence Matrix, were wholly police designed. The RAG rating was based on offences committed, victimhood, and other aspects.

2.22   The IGU Intelligence Team's self-acquired knowledge enabled the IGU to identify potential new gang members who would not be picked up and identified through the Gang Violence Matrix's quite rigid scoring system.

2.23   The IGU Intelligence Team also worked to identify geographical areas of concern. This insight fed into the work of Contextual Safeguarding. The main geographical areas which Contextual Safeguarding was prioritising for intervention had been identified as areas for concern by the IGU in the first instance. The IGU worked closely with the programme, attending all Contextual Safeguarding meetings.

2.24   The IGU also received referrals from the Extra Familial Risk Panel (the IGU was also represented at all Extra Familial Risk Panel Panel meetings). This panel operated within the wider Contextual Safeguarding approach. It reviewed cases of young people (as individuals or in groups) at risk of causing or experiencing harm outside the home and agreed on actions to address this.

2.25   Referrals to the IGU from the Extra Familial Risk Panel generally occurred in cases where commissioned services operating within the IGU (St Giles Trust and Safer London) could provide relevant support.

2.26   Where it was felt appropriate, cases referred from the Extra Familial Risk Panel could be discussed at partnership meetings, which as already mentioned could include decisions around additions and removals from the Gangs Violence Matrix.

Question 4: Have changes around GDPR had any impact on the work of the IGU?

2.27   The IGU Manager said the IGU had vociferously implemented high levels of data protection and security around all intelligence and information it managed. This reflected the level of sensitivity and risk associated with the IGU cohort.

2.28   All statutory partners used high levels of encryption. The unit worked within data stipulations set by the Metropolitan Police, and met confidentiality requirements on holding data and information on children and young people.

2.29   Both the statutory and third sector organisations operating in the IGU signed up to an information sharing protocol. They worked within a clear understanding that information and intelligence was shared on a 'needs to know' basis, and in proportion to the characteristics and risk levels of each individual case.

2.30   The unit had received external recognition for its data management processes.

2.31   Given the strong processes in place, few changes had been needed in order for the unit to meet the requirements of GDPR. These had been mainly focused on the 'needs to know' and 'needs to share' criteria having proportionality aspects added.

3. Questions on social media monitoring by the IGU

Question 5: To what extent is social media monitoring used to identify people for whom prevention / diversion / enforcement by the IGU may be necessary?

3.1 The IGU Manager said social media was playing a more prevalent role in the recruitment of young people into gangs.

3.2 There had been examples of children as young as 12 being found by the IGU Intelligence Team to be displaying gang signs on social media which could put them at risk. This included cases where young people had not previously come to the attention of statutory services.

3.3 In many ways the IGU was continually adapting to changing dynamics in the way which gangs and gang members operated.

3.4 Currently, social media often provided the first indication that an individual might be at risk of becoming involved with a gang, meaning the need for monitoring could not be overestimated.

3.5 The posting by individuals of music videos containing references to street gangs did often give agencies the first warning that someone might be close to getting involved in gang activity, or were otherwise putting themselves at risk of gang violence.

3.6 Often, videos uploaded did not mask the subjects, and clearly evidenced who they were and the activities they were involved with. In this way, monitoring enabled the IGU to better identify individuals and to seek to engage them at the earliest possible point.

3.7 A Member recalled from a previous meeting being shown samples of online footage in which individuals and groups were taunting a gang, putting them at risk of violence through reprisal. She asked what the IGU's initial response was when its monitoring identified that someone was at risk.

3.8 The IGU Manager said that at the point of identifying a young person at risk, the Outreach Team within the unit would seek to engage and build a long term relationship with them. The unit also engaged Young Hackney's Detached Youth Work Team which performed the same proactive role in going out to engage young people. In this way, the focus at the early stages was wholly preventative wherever this was possible.

3.9 The Community Safety Partnership Manager added that weekly Intelligence Meetings benefited from the insight gathered via social media monitoring by the IGU Intelligence Team. Intelligence Meetings used this and other evidence to target resources, including St Giles Trust Gangs Workers, Mentivation and Safer London.

3.10 Separate, Gangs Panel meetings immediately followed Intelligence Meetings. These were focused on any latest intelligence on more established, existing gang members, the interventions required in response, and the tasking of these. This again included relevant evidence gained from social media monitoring.

3.11 Through these two meetings, the unit was able to deploy the appropriate actions for both those who were on the periphery / at risk of

becoming involved, and for those who were more embedded within street gang activity.

3.12   There was a focus on prevention and diversion. This said, the work of the Intelligence Team was also able to help target enforcement activity where it was needed in order to keep the community safe.

3.13   During a period of escalated levels of violence in 2017, staff played a crucial role in the identification of 39 individuals (from two separate gangs) who were significantly responsible for the upsurge. This in turn enabled the police to deliver an operation which had resulted in 36 arrests. A number of the individuals involved were now in custody.

3.14   Therefore, social media monitoring played a role across the piece; enabling the Council and partners to identify and deliver prevention and diversion at early points, but also to deliver enforcement activity where gang affiliated individuals were impacting on the safety of others.

3.15   In response to a question, the IGU Manager confirmed that social media monitoring by the unit included content uploaded by both children and adults.

3.16   The Chair of the Children and Young People's Scrutiny Commission asked whether the IGU contacted schools when they identified someone at risk through social media monitoring, and their experiences of the schools' responses in these cases.

3.17   The Community Safety Partnership Manager confirmed that school representatives were invited to meetings in which the young person was being discussed.

3.18   The IGU Manager advised said that the extent to which schools engaged differed. There were a range of services - including St Giles Trust, Young Hackney and Mentivation - who spent time working with an at risk individual on a one to one basis, within the school. However, this was restricted to the schools which the Council had strong links with.

3.19   In addition to this targeted work with individuals within schools, the service carried out general visits (delivering sessions in assemblies, for example). It was fair to say that up to now decisions around which schools to visit were generally based on whether or not schools were amenable to visits. Work was underway to move to a position where the selections of

schools for visiting would be informed by intelligence on linkages between schools and violence.

3.20   Part of this work would involve better building links between the IGU and schools. Signs were encouraging; he had attended a recent Headteacher's Forum where school leaders had been very welcoming and positive around the prospects for better engagement.

3.21   The IGU Manager said she was taking this work forward with the Council's Director of Education. In addition to seeking to build better links, there was also a focus on training teaching staff so they were better aware of signs to look for and the appropriate response to this.

Question 6: How proactive is the IGU asking for content on social media to be taken down if it is considered that it could incite violence?

3.22   The IGU Manager advised that there was a specific Metropolitan Police Operation – Operation Domain – now in place.

3.23   There was also a Single Point of Contact (SPOC) based in Hackney, reflecting the scale of the issue in the borough in terms of people putting themselves and others at risk through the content they uploaded.

3.24   The SPOC was a full time resource, focused almost exclusively on the issue. This Officer reviewed content on open sources (such as YouTube) and requested removals where it was deemed to risk inciting violence.

3.25   With this question coming at a late point, she had not been able to check on the successes in terms of securing the removal of content. However, she was aware that there were challenges in this area.

3.26   There were many platforms. Experience showed that removal of content from one site was often followed by it being added to another platform. The service had been contacted by family members affected by violence who had found video content pertaining incidents and who – very understandably – were seeking the Council's support in removing it. It was a frustration for Officers that they were not able to provide an immediate and sustainable solution in these cases. This included an issue of the IGU not having relevant permissions from YouTube which would enable it to more effectively advocate on behalf of others around content being offensive. They had sought to resolve this but had been unable to.

3.27   The Community Safety Partnership Manager agreed with the points above. Unfortunately, the issue was currently a difficult one to manage. Content did tend to very quickly reappear after being removed. He was aware that the Home Office was exploring solutions. He suggested that any solution might be a political one.

Question 7: In terms of the Gangs Violence Matrix, Members understand that there needs to be two corroborating items of evidence for someone to be added to it. Is social media footage gathered by the Intelligence Team used as corroborating evidence in in additions in some cases? Does footage gathered in any social media monitoring need to be corroborated with another item of evidence before someone is added to the Gangs Violence Matrix and or is targeted for intervention?

3.28   The IGU Manager confirmed that in some cases evidence gathered via social media monitoring by the Intelligence Team was used as one of the pieces of corroborating evidence supporting the addition of an individual to the Gangs Violence Matrix. This was subject to content clearly evidencing a gang link.

3.29   Social media content could also be used to identify an individuals for whom intervention would be attempted by the IGU.

3.30   This was particularly in cases where an-at risk individual had been identified via social media before they had committed an act of serious violence. In these cases individuals were at what was known as the intervention stage. This said, consideration would be given to adding an individual to the Gangs Violence Matrix if – having already been identified as having a gang link through social media monitoring – they went on to commit an act of serious violence.

4.   Questions on IGU cohort – referrals and age of cohort

Question 8: Please provide a breakdown of the IGU cohort in regards to the service (including area of the Council) or organisation which first made a referral. For example, the numbers who were identified / referred by the police or police intelligence, the Community Rehabilitation Company or Probation, the numbers who were referred by Hackney's First Access Screening Team (FAST) or the Extra-Familial Risk Panel, numbers from court order evidence, etc.

4.1   The IGU Manager advised that all referrals into Probation and the Youth Offending teams operating in the IGU, came from the criminal justice system.

4.2 Of the individuals currently worked with by St Giles workers within the IGU, 13 had referred by Children's Social Care, 4 from the Youth Offending Team, 7 from schools, and 2 from Probation.

4.3 Of the families supported by Safer London (workers based within the IGU), 6 had been referred by Children's Social Care. 2 had self-referred. For the individual young women supported by Safer London (within the IGU), 2 had been referred from schools, 6 from Children's Social Care, and 2 from Child and Adolescent Mental Health Services (CAHMS).

4.4 This exercise had – helpfully – highlighted, the need to improve performance monitoring within the Unit. This was in terms of the source and reasoning for referrals, the lengths of time which individuals were worked with, and the reason for contact ending. This would be addressed.

4.5 In response to a question, the IGU Manager confirmed that the young women and families worked with by Safer London all had links or affiliations with gangs.

Question 9: Are any particular referral sources – in general - accounting for greater or lower shares of the cohort compared to in recent years?

4.6 The IGU Manager said that changes and developments within other areas of the Council were having an impact on the profile and numbers of referrals. Previously, the large majority of referrals had been made by the criminal justice system and the partners operating within the IGU.

4.7 For example, the establishment of the Extra Familial Risk panel was leading to more referrals from the Children and Families Service. In reflection of this, under 18s were taking a greater share of the IGU cohort.

4.8 Exact trend data to illustrate these points was unavailable. However, it was the case that there had been a substantial increase in referrals of under 18s from the Children and Families Service.

4.9 In addition to this increase reflecting changes in the organisation, it also highlighted the recognition of the particular specialism which the IGU brought in terms of working with young people engaged in gang culture.

4.10 The Community Safety Partnership Manager agreed with these points. He also said that a review of the referral process which was now underway would enable the service in future to provide greater insight into

the sources of referrals and the impact of them. These would feed into the indicators on an action plan for monitoring by the Gangs and Serious Violence Board. This would be within wider work around the service being better able to define and gauge levels of success.

Question 10: Is the Contextual Safeguarding Programme resulting in under 18s accounting for higher shares of the IGU cohort?

4.11 The Service Manager, Youth Justice Service noted that the innovation with the Contextual Safeguarding Programme was that it assessed geographical areas in terms of child protection needs. It was not intended to be distinct from other strands of work within Children and Families.

4.12 There was less prospect of that strand to lead to the referral of individuals into the IGU, compared to others.

4.13 For example, it may deliver a Child Protection Conference focusing on a particular public space in the borough where evidence showed that harm was more likely to occur. This work could see the identification of groups in need of safeguarding. The response to this would generally be managed within safeguarding discussions in the Extra Familial Risk work.

4.14 This meant that there was less prospect for it to lead to the referral of individuals into the IGU, compared to other strands within Children and Families.

4.15 The IGU Manager clarified that the contextual approach had and was leading to referrals of groups into the IGU, including from schools.

4.16 The IGU was also working with the Prevention and Diversion Team within Children and Families group to run groups in wider settings, which was consistent with a contextual approach.

4.17 **Question 11: Please provide an age breakdown of the current IGU Cohort**

4.18 The IGU Manager provided the age breakdown below, for the 118 IGU cohort who were on the Gangs Violence Matrix.

Age	Number
11-15	1

Age	Number
16-20	49
21-25	56
26-30	12

4.19 Further to the meeting, the IGU Manager provided the same age breakdown for the 76 non-Matrix individuals in the IGU cohort. This is detailed below:

Age	Number
13	4
14	9
15	11
16	22
17	5
18	25

5. Questions on commissioned services, commissioning decisions

Question 12: What considerations go into the types of organisations that the IGU commissions?

5.1 The IGU Manager said the IGU currently commissioned three services; St Giles Trust, Mentivation and Empower (which was part of Safer London).

5.2 All had been tested against a Commissioning Framework. This had required their evidencing of meeting criteria around Safeguarding protocols, complaints procedures and financial management.

5.3 In line with corporate procurement policies, preference in commissioning decisions was given to organisations which were local.

5.4 The IGU was sometimes approached by other agencies and individuals seeking to work with the unit. However, it only worked with those who were part of and compliant with, the Council's procurement framework and processes.

5.5 In addition to following corporate requirements around procurement, the IGU did significant research to assure itself that services selected had clear and comprehensive understandings of gang culture, risk assessment and risk management (in terms of keeping their clients and the community safe), and of methods through which young people engaged in harmful behaviour could have their mindsets challenged. This was through having in depth discussions with others having commissioned the services prior to decisions being finalised.

5.6 Asked if requiring compliance with the framework could mean that some providers / people who would be equipped to deliver work for the IGU were excluded from doing so, the IGU Manager said it was important to consider the high risk area in which any commissioned services would be operating within. They needed structures in place. Hackney CVS could and did provide support to those wishing to deliver prevention work who did not have these structures at this time.

5.7 Adding to this, the Head of Young Hackney noted that the IGU sought to deliver an Evidence Based Practice model, where track records in delivering outcomes could be demonstrated.

5.8 In response to a question, the IGU Manager confirmed that contract monitoring was in place to assess performance of commissioned services.

Question 13: Of the commissioned services, what age groups are the different services most focused on? What services in the unit deliver prevention and diversion activities for adults?

5.9 The IGU Manager said had been a clear trend downwards in the ages of those within the IGU cohort.

5.10 The commissioned organisations working within the unit now often worked with individuals aged 12 to 14, although the predominant age group receiving a targeted intervention was 15 to 17. Whist trend data was not available on the cohort's age over time, the pattern had been observed by staff based in the unit.

5.11 She confirmed that the predominant focus of the commissioned services were young people aged under 18. Police and Probation were generally the lead partner for individuals in the IGU cohort aged 18 and over.

5.12   In response to a question around why the preventative services within the unit were not focused as much on adults as on children, the IGU Manager advised that the preventative work of the IGU's Probation Officers should in no way be underestimated.

5.13   They did really excellent work with adults, particularly in cases where an individual had recently been released from custody. This included work to broker contact between individuals and housing, employment and mental health services. They provided very high levels of services and care.

5.14   This said, there was a need to target finite commissioning resources at where impact would be greatest. Substantial consideration had been given to what was the right approach. The Unit had reached a view that resources would have most impact when they were targeted at under 18s.

5.15   The Community Safety Partnership Manager said it was important to note that the DWP Officer within the unit also delivered excellent work with adults, around assisting clients into jobs and apprenticeships, and to access benefits.

5.16   In response to a question, the IGU Manager confirmed that the unit had sought to build better links with Adult Social Care but that this had not been fully successful. Resources were limited. The Adult Safeguarding Team was a small unit.

5.17   The Community Safety Partnership added that the engagement of Adult Services in the Prevent Programme had been very positive. He agreed that the links between Adult Services and the IGU might be identified as an area for improvement.

5.18   The IGU Manager said it was important to note changes to legislation which had extended the time that care leavers were entitled to support from their Council, up to age 25.

5.19   Those with an assessed need could receive support from a Social Worker. Personal Advisors were available to all care leavers aged up to 25. The onus was on young adult care leavers to request this support. The IGU in its advocacy role informed those in its cohort who were eligible of this offer, and encouraged them to utilise it. In this way it did seek to maximise the support available to its adult cohort.

5.20   The Service Manager, Youth Justice Service added that since 2012 young people who during childhood had been remanded in custody for 13 weeks or more, were categorised as looked after children / care leavers, meaning that this extended support was open to this group also. The first cohort to have been effected by this change was now reaching the age range in which this extended support was in place. This was a small cohort reflecting that fact that Hackney had seen relatively low numbers of young people – including looked after children – on remand. However, it could enable greater numbers of young adults to be supported.

5.21   As mentioned earlier, those aged 18 and over within the IGU cohort were generally worked with by the Police and – where applicable – Probation. These agencies did seek to help individuals. Where an individual was a care leaver aged under 25, and where they wished for help and support, they were advised of the extended support available and referred to the Leaving Care Team within the Children and Families service.

5.22   It was also important to note that some services had extended their provision to cover young adults generally, including young adults being managed by the IGU. Young Hackney's Substance Misuse service now worked with people aged up to 25.

5.23   In response to a question, the IGU Manager advised that the St Giles Trust and Mentivation workers within the unit worked almost exclusively with males. Empower – part of Safer London - worked only with females, focusing on safeguarding them from sexual exploitation. All the young women Empower worked with in the context of the IGU, were aged under 18.

Question 14: Given the recognised factor around adolescence extending to 25, how are the IGU and Children and Families Service working together to ensure that there is continued relevant provision for those in the IGU cohort?

5.24   The Head of Young Hackney noted earlier points around the extended support for young people who had been looked after and or who had been in remand, and the extension of the substance misuse service.

5.25   The latter was already having an impact with the number of people in treatment and planned exits were going up in Hackney, going against the national trend. Extending the service had helped the Council meet the needs of some young people, for whom the need to transition into adult services could sometimes bring barriers.

5.26   The Community Safety Partnership Manager said that the extent of joint working in place was a real strength. Intelligence Analysts from the IGU attended to and fed into both Extra Familial Risk Panel and First Access Screening Team meetings, providing intelligence.

5.27   Over the last 12 months there had been improvement in information sharing between the services. This could be evidenced through records of the meetings mentioned above, where co-ordinated work was put in place.

5.28   The Service Manager, Youth Justice Service said that the question did highlight the gap in terms of provision for under 18s compared to young people aged 18 and over. Local authorities had particular universal duties for under 18s which they did not have for 18s and over. There were duties for young adults in particular circumstances and where they were active in asking for this support. However, beyond this, there were not statutory duties in place. This was combined with resources being very limited.

5.29   The Council – including through Public Health – had sought to best address some of these gaps with the resources available, for example the commissioning of extended Young Hackney Substance Misuse service.

5.30   However, action was needed by other agencies also. This very much included more seamless mental health services for people in need upon them reaching 18.

5.31   There was a shared cross partnership responsibility around improving services for young adults. A crucial question was where the resources would come from for this.

5.32   The Chair suggested that a picture was emerging that young adults who may be on the periphery or close to becoming involved with gangs but who had not yet committed an offence, could sometimes have a lack of support.

5.33   The Service Manager, Youth Justice Service advised that support would be available, if the young adult fell within particular criteria. If they had drug or alcohol problems more relevant and accessible services could be provided thanks to the extension of Young Hackney's Substance Misuse Service. If they were a care leaver or had spent time in custody

they could be supported by a Personal Advisor and or Social Worker. If they had a learning disability they could receive a range of support via Adult Social Care.

Question 15: How has the extension of some services (Child and Adolescent Mental Health Services (CAMHS) and Substance Misuse) affected provision delivered to the adult IGU cohort?

5.34   The IGU Manager confirmed that the extension of the Substance Misuse Service had been beneficial to some individuals in the IGU cohort. Referrals had been made and there was engagement of the service in partnership meetings. The service delivered sessions to address harm reduction in drug misuse and also a Dealings Intervention Programme which supported people on the periphery of or involved in, drug dealing. This offer was beneficial to the IGU.

5.35   A Member asked whether there were any barriers around stigma which sometimes prevented young people within the IGU cohort from accessing mental health support.

5.36   The Community Safety Partnership Manager said that – rather than a reluctance to engage in services – the issue could be more around accessing services.

5.37   The IGU delivered an away day recently which looked to identify marginal gains. At that event it had been felt that the IGU could improve through having a mental health professional embedded who could help in identifying and then supporting young people who were in need of this type of intervention, and also to enable them onto relevant pathways. Mental health professionals were not embedded within the IGU which was one gap. A greater resource could deliver benefit for the IGU cohort.

5.38   The Head of Young Hackney said picture in terms of provision was different for under 18s. Child and Adolescent Mental Health Services provided support. In addition the Children and Families Service had its own clinical hub. For young people who were known to youth offending services clinicians could work alongside the youth justice caseworker, and deliver direct work. The extent of provision for young adults was different.

5.39   A Member noted that the services under CAMHS had been extended up to 25. She asked if this had impacted on the IGU.

5.40　　The Community Safety Partnership Manager said that he did liaise with staff in CAMHS and Adult Services. However, at present there was a need for further discussions around how referrals could be made and any greater use of these services which might be possible.

5.41　　The Head of Young Hackney said it was important to note the different models followed for young people compared to adults, which did mean that the access of mental health services for young people could be more seamless. For under 18s, clinical services could be brought into work alongside the dedicated caseworker for that that young person, within intervention plans which were Council managed. In comparison, for those aged 18 and over there was a separate process of referrals to other services.

6. Questions on Public Health Approach

6.1 **Question 16: How does the IGU and Children and Families Service work to ensure effective join up between its services?**

6.2　The IGU Manager had successfully worked within a co-located, multi-agency structure since its inception in 2010. This was very much reflective of what was sometimes referred to as a Public Health model.

6.3 A crucial way in which join up between the IGU and Children and Families was achieved, was through both attending a very wide range of meetings in which cross partnership approaches to cases were defined and agreed.

6.4 Examples of these meetings were those below, although there were many others:

- Multi Agency Child Exploitation (MACE) meetings (focused on ensuring cases of suspected or actual child sexual exploitation are well managed, co-ordinated, and that children are protected)
- Extra-Familial Risk Panel
- Multi-agency public protection arrangements (MAPPA) meetings (assessing and managing risks posed by sexual and violent offenders)
- Multi-Agency Risk Assessment Conference (MARAC) (monthly meetings where professionals share information on high risk cases of domestic violence and abuse and put in place a risk management plan).
- Child Protection Conferences (meetings between family members, the child (where appropriate), and professionals involved with the family about a child's future safety, health and development)
- Contextual Safeguarding meetings

- Ad hoc meetings of professionals focusing on an individual

6.5 Join up could also be evidenced through information sharing; Children's Social Care had made 131 requests for information from the IGU Intelligence Team in the past six months.

6.6 The IGU Manager felt that a more powerful question was around linkages and partnership working between the Housing Needs Service and the IGU. There were real challenges around securing settled accommodation for individuals in the cohort on leaving custody which could impact on the scope for successful rehabilitation.

7. <u>Questions on Measures of success</u>

7.1 **Question 17: What if any performance indicators are in place for the IGU?**

7.2 The Community Safety Partnership Manager said there were a range of quantitative measures which did evidence the success and impact of the unit, and the Children and Families Service.

7.3 Over the last 12 months there had been significant reductions in serious youth violence, in knife crime offences by people aged under 25, and in violence with injury. These reductions went against the trends seen in many other boroughs.

7.4 The Mayor's Office for Policing and Crime (MOPAC) had given praise to Hackney for these reductions.

7.5 He felt that points made earlier around the IGU's intelligence based prevention, diversion and (where necessary) enforcement work, alongside joined up work with Children and Families better enabling young people at risk to be identified and supported, was playing an important role in this bucking of the trends seen in London.

7.6 While some other boroughs did now follow the co-located IGU model, the unit in Hackney benefitted from having been in place and built experience over a period of more than 8 years.

7.7 The quantitative measures mentioned above were important indicators for the service. However, there was also recognition that there was a challenge to be met around establishing outcome measures. The service was working to get qualitative measures in place. It had made progress;

for example feedback was now sought from students following the events it delivered in schools.

7.8 Measuring outcomes was a challenge. The work of the IGU was focused on preventing harmful things from happening, both now and in the longer term. Positively identifying when specific work by the IGU had led to incidents not occurring, was difficult. This was the case with other services working with people at risk.

7.9 The Community Safety Service in which the IGU was based was currently revising its Community Safety Plan and the performance measures which would be used to measure progress against it. The crime measures mentioned above would continue to be important in ascertaining successes of the service. However, work was ongoing to seek to develop other more specific outcome measures.

Question 18: How is the performance and impact of commissioned services operating in the unit measured and assessed?

7.10 The IGU Manager said it was important to note that all engagement by individuals with the commissioned services within the IGU, was on a voluntary basis.

7.11 Therefore, all of the cases managed by these services was reflective of their skills and knowledge, and their ability to engage a challenging and hard to reach group of vulnerable young people.

7.12 Service User and Teacher feedback was used to gauge the success of initiatives delivered by the providers in schools. Measures of the impact of work with individuals included the numbers supported into sustained (6 months or more) employment, training, or re-engagement with education, with claims for benefits and housing support, and in engagement with health services (including GPs and dentists).

8. Additional Questions.

8.1 The Chair of the Children and Young People's Scrutiny Commission noted that that Commission was carrying out a review of school exclusions.

8.2 In addition, the organisation she worked for was carrying out work in Hackney. This was focused on supporting school staff and Governors' understandings around Child Exploitation including through County Lines,

and to encourage a response to these issues which was more focused on safeguarding and supporting the young person being exploited.

8.3 She recalled points made earlier around the IGU seeking to engage schools, including in cases where there was concern around an individual pupil.

8.4 She was aware that schools sometimes excluded pupils for reasons which were unrelated to the school and for incidents which had occurred off school premises. She wished to explore the responses of the schools in these cases. She asked whether there had been any cases when the IGU had liaised with schools after identifying a student who may be at risk, where that school had used this knowledge to seek to exclude pupils rather than to work with the IGU to provide support.

8.5 The IGU Manager said that the huge increase in risk factors associated with a young person on the point of them being excluded was increasingly recognised and that work in response was very high on the agenda. The Hackney Learning Trust was revising its policies around exclusion with a greater focus on maintaining young people in school.

8.6 In response to a question, she confirmed that the IGU did regularly liaise with Hackney's Pupil Referral Unit and other alternative providers commissioned by the Council.

8.7 The Member noted that that the Commission's review around exclusions was particularly focused on the outcomes for young people in Hackney, post-exclusion.

8.8 She asked what the experience was of the IGU in its work with young people who had been excluded.

8.9 The Community Safety Partnership Manager said research commissioned by the Council's Director of Education and conducted by the IGU had shown there to have been 51 permanent exclusions during a particular period, and that among these 51 young people, 36 had been found to have gang connections.

8.10   55% of the 51 total cases were young black men. Again within this 51, more than 80% had Special Educational Needs. It had become apparent that -where Educational Health and Care Plans had been in

place for these individuals - they could have been much better in some cases.

8.11   This research was being used as the basis of joint work now underway between the IGU and the Hackney Learning Trust. The Director of Education was fully engaged in this work.

8.12   The Member noted the finding that 36 of 51 permanently excluded pupils had been found to have gang connections. She asked if the research had determined whether in these cases, gang connections had been formed before or after the permanent exclusion.

8.13   She felt that it would be very valuable to explore the circumstances of the 36 people when they had been in school, compared to that after exclusion. This could add value to the Children and Young People Commission's review by giving an indication of whether exclusions had themselves been a driver of young people becoming involved with gangs.

8.14   Another Member asked whether the issue mentioned in terms of the Educational Health and Care Plans in place for excluded pupils within the IGU cohort was one of Special Educational Needs not having been identified when they should have been, the quality of the plans which were in place, or a mixture of these.

8.15   The Community Safety Partnership Manager said he could look into obtaining this information, but did not have it to hand. In addition, he suggested that any more detailed discussions in this area would benefit from Hackney Learning Trust Officers being in attendance.

8.16   The Head of Young Hackney advised that research on the prison population in terms of the high proportions with previously undiagnosed Speech and Language and Communication Needs suggested that there was significant work to be done in terms of better identifying needs at an earlier point, in addition to ensuring that plans were of a high quality.

8.17   The Service Manager, Youth Justice Service said it was well recognised that participation in education (or training and employment) was a huge protective factor. Significant numbers of the cohort managed by the Youth Offending Team (both teams based in the IGU and in Early Help and Prevention) had needs which could act as barriers to participation. This was the rationale for the Team's investment in a dedicated Speech and Language Therapist. This had been found to have

been effective in work with young people to support their re-engagement in education, training and employment, thus substantially reducing the levels of risk.

8.18   A Member asked about the extent and nature of the IGU's liaison with alternative provision. She noted the point around engagement in education being recognised as a protective factor. She asked whether alternative provision provided the same level of protection from risk factors as mainstream education.

8.19   The Head of Young Hackney said she was aware that alternative providers were required to go through extensive quality assurance processes prior to commissioning. However, more detail around this would need to be provided by the relevant service area.

Hackney

Living in Hackney Scrutiny Commission	Item No
8th April 2019	**11**
2018/19 Work Programme	

Outline

The latest version of work programme for the current year is enclosed.

Action

The Commission is asked to note the work programme.

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Overview & Scrutiny

Living in Hackney Scrutiny Commission: Work Plan June 2018 – April 2019

Each agenda will include an updated version of this Scrutiny Commission work programme

Meeting	Item	Directorate / lead	Comment / purpose of item
14th June 2018 Room 102, Hackney Town Hall	Introduction to Director of Housing Services, and priorities for the next year	Neighbourhoods and Housing / Ajman Ali, Director of Housing Services	
Agenda dispatch: 6th June 2018	Discussion about work programme for 2018/19	Tom Thorn, Overview and Scrutiny Team	For the Commission to agree review topic and one off items for this year.
9th July 2018 Room 103, Hackney Town Hall Agenda dispatch: 28th June 2018	Cabinet Question Time – Cllr Sem Moema, mayoral Advisor for Private renting and housing affordability		Topic areas for questionning: • **Private rented sector licensing.** Progress made towards the planned launch of the wider private rented sector licensing schemes in October 2018. Work to address research finding significant conditions issues with properties already falling within mandatory licensing criteria. Member roles in reporting unlicensed properties. • **Housing Association liaison.** Engagement with Registered

Meeting	Item	Directorate / lead	Comment / purpose of item
			Housing Providers on maintenance and repairs performance. Any work to monitor / influence the lettings policies of Registered Housing Providers operating in Hackney, including any replacement of social rent tenancies with other tenancy types.
	Cabinet Question Time – Cllr Jon Burke, Cabinet Member for Energy, sustainability and community services	Tom Thorn, Overview and Scrutiny Team	**Topic areas for questionning:** • **Exploring the Mayor's manifesto commitment to the delivery of a municipal energy company**. Any emerging strategy and programme for delivery, including around renewable energy installations on Housing assets. • **Profiles of leisure centre usage and work to engage underrepresented groups** • **Current waste and recycling collection models and any scope for change.**
August Recess – no meetings			
13th September 2018 Room 102, Hackney Town Hall	Healthwatch Hackney report on single homelessness and mental health, Council response, and discussion on	Tom Thorn, Overview and Scrutiny Team	Healthwatch Hackney have been invited to present and answer questions on their report on the experiences of single homeless people with mental health needs living in temporary accommodation. The Housing Needs and Private Sector Housing Services will be in attendance to present the Council's response.

Meeting	Item	Directorate / lead	Comment / purpose of item
	site visits to hostels		
Agenda dispatch: 5th September 2018	Background / fact finding for review – introduction to Hackney's Integrated Gangs Unit	Maurice Mason, Community Safety Team Manager, Chief Executive's Directorate	This item is intended to give Members an introduction to Hackney's Integrated Gangs Unit (IGU).
			The Unit was establishment in 2010 following the Community Safety Partnership identifying tackling gang violence as a strategic priority and a detailed analysis being carried out of gang violence in the borough to develop a comprehensive understanding of the alliances, disputes and tensions between different gangs.
			The IGU brings together the police, a range of Council services, and others including Probation Services, the DWP and organisations providing one to one advice, training and support to divert people at risk away from gangs[1]. It was the first co-located Integrated Gangs Unit (IGU) in the UK[2].
			While designing the Unit the Council and partners drew learning from the approach taken by Glasgow's Violence Reduction Unit, which has received wide recognition for following what is sometimes defined as a public health approach.
			After it opened in 2010 gang-flagged violence fell for a number of years. There were 114 gun related crimes in the borough in the year to February 2011, compared to 66 in the year to February 2018. In the 2 years to November 24th 2018 there were no gang-related murders. This was prior to the recent spike in violence both in Hackney and elsewhere.

[1] https://www.hackney.gov.uk/media/11221/Our-approach-to-violent-crime/pdf/approach-to-violent-crime
[2] https://www.londoncouncils.gov.uk/node/31170

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	Review into Segregated Cycle Lanes – Draft Report	Tom Thorn, Overview and Scrutiny Team	
13th November 2018 Room 102, Hackney Town Hall Agenda dispatch: 5th November 2018	Progress on implementation of recommendations of Fire Risk Assessments	Ajman Ali, Director of Housing Services	At the June meeting Members received a verbal update from the Director of Housing Services on the progress made in implementing the recommendations arising from the Fire Risk Assessments (FRAs) the Council had carried out following the Grenfell Tower tragedy. The Commission was advised that good progress had been made. With work being progressed according to its priority, all critical (highest priority) recommendations had been addressed. Large numbers of the high priority (second highest priority) recommendations had been progressed. However, it was also acknowledged that further progress was needed. The Director of Housing Services has been asked to provide a paper for this item setting out the latest progress against the FRAs. He will be in attendance at the meeting to present the paper and answer questions. With Members having asked to keep progress under review moving forward, a further update will be submitted to the meeting of 11th April.
	Evidence gathering for review - setting the scene - Council and Partnership work to tackle violent crime and high level findings of new Community Safety Partnership Strategic	Tim Shields, Chief Executive supported by Karen Law, Partnership Strategic Analysis & Performance Manager	The carrying out a review looking in broad terms at the response of the Council and its partners to an escalation in levels of the most serious forms of violence. These occurred in a period starting in late 2017. The escalation in Hackney is reflective of increases both regionally and nationally. This item has been scheduled for Members to ask questions about the findings of the relevant elements of the Strategic Assessment. With the Council's Chief Executive - who is also joint Chair of the

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	Assessment		Community Safety Partnership - in attendance, it will also be an opportunity for the Commission to gain further insight into the work of the Partnership to tackle and reduce violent crime over recent years.
	Evidence gathering for review - Council response to spike in serious violence - findings emerging from mapping exercise	Cllr Caroline Selman, Cabinet Member for Community Safety, Policy and the Voluntary Sector, supported by Jason Davis, Policy Advisor	The Commission will receive an update on the Council's mapping exercise conducted further to the community reassurance event in April. The Commission will explore its emerging findings and or recommendations, and seek to hold discussions on these with relevant guests from the community and the community and voluntary sector. With the review predominantly focused on young adults, we will seek to look in particular at the findings as they relate to provision for people aged 18 – 25, and their parents and carers. This will include an exploration of how those who have previously been known to be at risk of gang involvement / exploitation, are supported after they become 18.
	Evidence gathering for review - Insight into Victim Support	Dina Sahmanovic, Senior Operations Manager, North and East London Victim Support	Victim Support to give views on findings of mapping exercise (above) and to set out their support offer to those affected by violent crime
	Evidence gathering for review - update on Improving Outcomes for Young Black Men Programme -	Cathal Ryan, Service Manager, Children and Families Service	The Council, its partners, young people and parents come together to form the Improving Outcomes for Young Black Men (YBM) Programme. This programme recognises and seeks to respond to the fact that young black men tend to fare worse than their peers across a wide range of areas.

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	Reducing Harm work strand	and Lead for Reducing Harm Working Group	These inequalities include aspects around serious violence. With the Commission's review looking at the response of the Council to a spike in serious violence, this item has been scheduled to give Members an insight into the role which the YBM Programme will play within this, and the actions needed to help address the disproportionalities in the area.
21st November 2018 BSix Sixth Form College, Kenninghall Road, London, E5 8BP Agenda dispatch: 13th November 2018	Thames Water Main Burst in the Leabridge Ward - summary of response by the Council	Andy Wells, Manager, London Borough of Hackney Civil Protection Service	
	Thames Water Main Burst in the Leabridge Ward - evidence from Thames Water and question and answer session	Thames Water staff	
10th December 2018 Council Chamber, Hackney Town	Evidence gathering for review - Summary of policing resources (local and central) to tackle serious violence	Chief Superintendent Williams, Central East (Hackney and Tower Hamlets)	The review looking at the response of the Council and its partners to the recent escalation in serious violence considers a number of topics relevant to the Police. These include the use of Stop and Search, the work to improve community confidence, the risks and challenges associated with changes in local policing (in relation to the capacity to tackle serious violence).

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Hall Agenda dispatch: 30th November 2018		BCU Commander	This item has been scheduled for the Commission to receive context at an early point around the different sections of the Metropolitan Police (both those managed and operated locally and others which are managed centrally but which will be deployed in Hackney at various times).
	Evidence gathering for review - local policing changes and associated opportunities and risks in relation to tackling serious violence	Chief Superintendent Williams, Central East (Hackney and Tower Hamlets) BCU Commander	Local policing is undergoing significant change. This is in relation to the establishment of 12 Basic Command Units to replace the 32 borough model, with local boroughs merging with others. The announcement was made alongside an acknowledgement of significant financial challenge, with the Met required to make savings of £325m by 2021/22, and expected continued reductions in officer numbers. This builds on significant reductions in funding already imposed. The Council's own Foot the Bill lobbying campaign has highlighted the impact of £600 million in Met Police funding reductions since 2010, with Hackney having seen a reduction from 770 Officers to 584 in the 7 years to October 2017, the most severe cut in London. Within the new Basic Command Unit structure, Hackney has joined with Tower Hamlets to form a Central East Command Unit. This item will explore the implications of these changes on the capacity of the police to respond effectively, and any work of the Safer Neighbourhood Board to gather assurance around this.

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			It will seek to involve community groups in discussions on policing in their areas, and their views on any impact of changes already made. Plans on this will be further developed.
	Evidence gathering for review - Work and approach of the Integrated Gangs Unit		The review sets out to explore how the Integrated Gangs Unit is working to tackle serious violence, and the benefits and any disbenefits of its approaches. This item will explore the approaches taken by the IGU. We hope to hear from staff from the range of agencies operating in the unit, including police and probation officers, DWP staff and Council Officers. We also wish to hear from some of the organisations commissioned for prevention and diversion work such as Mentivation and St Giles Trust. The item is intended to help answer the questions below: • What approach is the Integrated Gangs Unit taking to tackle gang related violence? • What tools does it use? How is the Metropolitan Police's Gangs Matrix used by unit partners and what are its benefits and risks?
	Evidence gathering for review - trends in Stop and Search (and Section 60 notice)	Sue Williams, Central East Commander, Metropolitan	This item is set in a context of announcements at a London wide level by both the Mayor of London and the Metropolitan Police Commissioner around a stepping up of 'targeted and intelligence led' stop and searches as one of the tools to tackle escalations in violence[3].

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[3] https://www.standard.co.uk/news/crime/sadiq-khan-reveals-police-will-significantly-increase-stop-and-search-to-tackle-knife-crime-a3736501.html and
https://www.express.co.uk/news/uk/942469/London-news-met-police-knife-gun-crime-stop-and-search-powers

Meeting	Item	Directorate / lead	Comment / purpose of item
	activity - numbers, outcomes and profiles	Police Service (or other Police representative)	We are also aware of a re-emergence in the use of Section 60 orders, including those covering the whole borough. Section 60 orders allow for searches to be carried out without suspicion. Hackney was subject to nine borough-wide Section 60 orders in the year up the 15th May, the third highest in London[4]. • This item will explore the numbers of and outcomes from stop and search in Hackney.
31st January 2019 Room 102 Hackney Town Hall Agenda dispatch: 23rd January 2019	How is the community being kept informed, and how are good quality interactions with the public during the deployment of Stop and Search being best achieved?	Sue Williams, Central East Commander, Metropolitan Police Service (or other Police representative) Central Police Units (to be confirmed)	We note differing views from different quarters around greater use of stop and search powers – including Section 60s - within the wider response to the escalations in violence. A recent report from the Centre for Social Justice[5] has called for increased stop and search activity as a means of tackling violence, and is critical of how *'proactive policing in the form of stop and search has been under sustained attack for years'*. On the other side of the debate, one of the major concerns around stop and search is the disproportionality in terms of those who are being searched. For many years evidence has shown that stop and search is used disproportionately on those from (BAME) groups – in particular young black men - and young people[6]. This disproportionality is commonly linked with the lower levels of confidence that these groups have in the police and the criminal justice system, and (despite the stated focus of stop and search on tackling

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[4] http://questions.london.gov.uk/QuestionSearch/searchclient/questions/question_298652

[5] http://www.centreforsocialjustice.org.uk/core/wp-content/uploads/2018/08/CSJJ6499-Gangs-Report-180824-FINAL-WEB.pdf

[6] It should be noted that the Centre for Social Justice report challenges the basis for this finding.

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			serious violence) their greater likelihood of being penalised for more minor crimes. Critics of the use of Section 60 powers - such as Liberty – argue that they are overly broad. There is concern that Section 60s and stop and search activity generally - often regarded as 'coercive tactics' - can bring negative impacts on police relationships with the communities they serve[7]. There have also been historical concerns around the quality of interactions between the police and the community, and the further impact that these can have on trust and confidence[8]. This item will gauge the action being taken to reassure the community, to keep them informed and to achieve good quality interactions with the public during its deployment.
	How is the Community Safety Partnership working to ensure effective relationships with the community?	Sue Williams, Central East Commander, Metropolitan Police Service (or other Police representative) Central Police	Data for Hackney suggests that the trust and confidence aspect should be an area of focus. MOPAC's Public Attitudes Survey shows there have been quite significant reductions in the proportions of Hackney residents reporting positive perceptions of the police, across a range of measures. The scale of these reductions have not generally been replicated at a London level. More positively, Hackney residents are among the most likely in London to feel that the police can be relied on to be there when needed.

[7] http://criminaljusticealliance.org/wp-content/uploads/2017/06/No-Respect-290617-1.pdf and https://www.libertyhumanrights.org.uk/human-rights/justice-and-fair-trials/stop-and-search and http://www.stop-watch.org/uploads/documents/StopAndAccountConsultation.pdf

[8] https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/metropolitan-police-service-stop-and-search.pdf

Meeting	Item	Directorate / lead	Comment / purpose of item
		Units (to be confirmed)	However, they are significantly less likely to likely to feel well informed about local police activities, to feel that the police are dealing with the things that matter to the community, and to believe that the police are doing a good job in the local area. Perhaps most concerning is the fall in the proportion of residents feeling that the police treat everyone fairly regardless of who they are. This places Hackney in bottom place of all London boroughs on this measure. Hackney's Safer Neighbourhood Board is the primary borough-level mechanism for local engagement in policing. It also oversees the Independent Advisory Group which works to encourage positive interactions between the police and community. We will seek to hear from these groups around their work and findings. In addition – and given the falls in confidence levels – we hope to hear from the police directly.
	Thames Water Main Burst in the Leabridge Ward – second update	Thames Water staff	Thames Water attended a specially convened Commission meeting on the 21st November 2018. This was to discuss their response to the trunk main burst which had caused significant flooding in the Leabridge Ward the previous month. At that meeting and in response to questions from residents, local organisations and Commission Members, Thames Water advised that investigations on the cause of the event and its response still being carried out and that insurance, compensation arrangements were being worked through, and that the latest burst would help inform future improvement programmes. This item has been scheduled to receive updates on these elements and others.

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4th March 2019 Room 102 Hackney Town Hall Agenda dispatch: 22nd February 2019	Cabinet Question Time – Cllr Rebecca Rennison, Cabinet Member for Finance and Housing Needs		**Topic areas for questioning:** • Rough sleeping – work by the Council and partners to tackle and alleviate over winter period, and any learning for 2019/20. • Other topic areas to be confirmed.
	Presentation by William Hodgson on research into Micro-sites		As part of a PhD, William Hodgson has been seeking to answer the following questions: Can sites be identified, which are not currently considered suitable or whose ownership is not clear, where self-building offers a solution to their development? What kind of engagement process is required to ensure such projects are acceptable to local communities? With the Commission having an interest in the area of housing availability and affordability, William Hodgson has been invited to present his findings.
	Update on discretionary private rented sector licensing	Kevin Thompson, Head of Private Sector Housing	In the July 2018 Commission meeting the Mayoral Adviser for Private Renting and Housing Affordability answered questions on the Council's preparations for the launch of wider private rented sector licensing schemes planned for October 2018. These schemes would bring more private rented properties than those already covered by the mandatory scheme for larger HMOs, into a licensing framework. This item included discussions around the extent of inspection activity which would take place in the schemes and the costs which landlords would incur. Members also noted that the research carried out to help shape the

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			proposals had identified high numbers of HMOs which were subject to mandatory licensing but which did not have a license in place, and that health and safety hazards were in evidence in many of these properties. This item has been scheduled for Members to receive updates on the introduction of discretionary licensing schemes, the Council's work to target properties which should be licensed but are not, and that health and safety in these properties are rectified.
	Progress on implementation of recommendations of Fire Risk Assessments	Ajman Ali, Director of Housing Services	This is further to the previous update of November 2018.
8th April 2019 Council Chamber Hackney Town Hall Agenda dispatch: 29th March 2019	Findings of investigations into contract management Cabinet Member for Housing Services – Discussion with Cabinet Member for Housing Services	Cllr Clayeon McKenzie, Cabinet Member for Housing Services	During the last 18 months the Commission held a number of items relating to the management of contracts by the Council's Housing Services. These saw it receiving regular updates on the performance and management of one specific major contract - that for Specialist Electrical Works with Morgan Sindall - and holding a more general discussion item focusing the benefits, risks and issues with some of Housing Services' larger 'partnering' contracts. In July 2018 a detailed set of findings from this work were handed over to the Scrutiny Panel. With the Scrutiny Panel planning to contribute to the Council's planned development of a Sustainable Procurement Strategy which it is understood will include defining an approach to outsourcing and insourcing of services, this was in order that the findings could help inform this.

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			In addition, the Commission wrote to the Cabinet Member for Housing Services asking for his attendance at a Commission meeting. This is in order that he can respond to three issues with specific regards to Housing Services which the work identified. The letter set out in detail the findings of the Commission in these areas. It explained that questioning on the evening would be focused on these. The areas are: (Cabinet Member for Housing Services') view around the need to achieve sustainable in house Clerks of Works and Quantity Surveying functions and to ensure their effective deployment, and any plans to support this. - Resident liaison functions within contracts - any work by Housing Services to enable the in-house delivery of resident liaison functions, within both existing partnering contracts and any future large housing contracts. Any update on work to tackle issues around underpricing at tender stage
	Cabinet Question Time – Cllr Clayeon McKenzie, Cabinet Member for Housing Services	Cllr Clayeon McKenzie, Cabinet Member for Housing Services	**Areas for Questionning:** **Finance -** Latest position on budgets in the context of Housing Services; impact of Fire Safety work and implications for other improvements to housing stock, and envisaged priority spending areas for Housing Services over next three years. **Use of Community Halls** - Current and potential usage of halls by community organisations and groups. Current and future plans re

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			community hall fees and charges - including for the community and voluntary sector - and benefits and risks of this. • **Housing Services Workforce** - Use of agency staff by the different services within Housing Services, and by seniority of grade. Comparisons of agency staff levels compared with the rest of the Council. Any implications of Housing Services' usage of agency staff on service delivery and budgets.
	Update on Prevent	Community Safety	
	Update on Prevent	Community Safety	

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