

CABINET

MAYOR

Mayor John Biggs

CABINET MEMBERS

Councillor Sirajul Islam	(Statutory Deputy Mayor and Cabinet Member for Housing Management & Performance)
Councillor Shiria Khatun	(Deputy Mayor and Cabinet Member for Community Safety)
Councillor Rachael Saunders	(Deputy Mayor and Cabinet Member for Education & Children's Services)
Councillor Rachel Blake	(Cabinet Member for Strategic Development)
Councillor Asma Begum	(Cabinet Member for Culture)
Councillor David Edgar	(Cabinet Member for Resources)
Councillor Ayas Miah	(Cabinet Member for Environment)
Councillor Joshua Peck	(Cabinet Member for Work & Economic Growth)
Councillor Amy Whitelock Gibbs	(Cabinet Member for Health & Adult Services)

[The quorum for Cabinet is 3 Members]

MEETING DETAILS

Tuesday, 8 September 2015 at 5.30 p.m.
C1, 1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London, E14 2BG

The meeting is open to the public to attend.

Further Information

The public are welcome to attend meetings of the Cabinet. Procedures relating to Public Engagement are set out in the 'Guide to Cabinet' attached to this agenda.

Contact for further enquiries:

Matthew Mannion, Democratic Services,
1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London, E14 2BG
Tel: 020 7364 4651
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Web: <http://www.towerhamlets.gov.uk>

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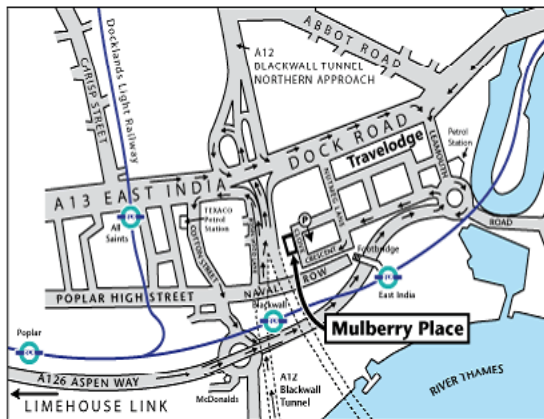
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A Guide to CABINET

Decision Making at Tower Hamlets

As Tower Hamlets operates the Directly Elected Mayor system, **Mayor John Biggs** holds Executive powers and takes decisions at Cabinet or through Individual Mayoral Decisions. The Mayor has appointed nine Councillors to advise and support him and they, with him, form the Cabinet. Their details are set out on the front of the agenda.

Which decisions are taken by Cabinet?

Executive decisions are all decisions that aren't specifically reserved for other bodies (such as Development or Licensing Committees). In particular, Executive Key Decisions are taken by the Mayor either at Cabinet or as Individual Mayoral Decisions.

The constitution describes Key Decisions as an executive decision which is likely

- a) to result in the local authority incurring expenditure which is, or the making of savings which are, significant having regard to the local authority's budget for the service or function to which the decision relates; or
- b) to be significant in terms of its effects on communities living or working in an area comprising two or more wards in the borough.

Upcoming Key Decisions are published on the website on the 'Forthcoming Decisions' page through www.towerhamlets.gov.uk/committee

Published Decisions and Call-Ins

Once the meeting decisions have been published, any 5 Councillors may submit a Call-In to the Service Head, Democratic Services requesting that a decision be reviewed. This halts the decision until it has been reconsidered.

- The decisions will be published on: **Thursday, 10 September 2015**
- The deadline for call-ins is: **Thursday, 17 September 2015**

Any Call-Ins will be considered at the next meeting of the Overview and Scrutiny Committee. The Committee can reject the call-in or they can agree it and refer the decision back to the Mayor, with their recommendations, for his final consideration.

Public Engagement at Cabinet

The main focus of Cabinet is as a decision-making body. However there is an opportunity for the public to contribute through making submissions that specifically relate to the reports set out on the agenda.

Members of the public may make written submissions in any form (for example; Petitions, letters, written questions) to the Clerk to Cabinet (details on the front page) by 5 pm the day before the meeting.

LONDON BOROUGH OF TOWER HAMLETS

CABINET

TUESDAY, 8 SEPTEMBER 2015

5.30 p.m.

- | | Pages |
|--|---------------|
| 1. APOLOGIES FOR ABSENCE | |
| To receive any apologies for absence. | |
| 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS | 1 - 4 |
| To note any declarations of interest made by Members, including those restricting Members from voting on the questions detailed in Section 106 of the Local Government Finance Act, 1992. See attached note from the Monitoring Officer. | |
| 3. UNRESTRICTED MINUTES | 5 - 16 |
| To confirm as a correct record of the proceedings the unrestricted minutes of the meeting of Cabinet held on 28 July, 2015. | |
| 4. OVERVIEW & SCRUTINY COMMITTEE | |
| 4.1 Chair's Advice of Key Issues or Questions | |
| Chair of Overview and Scrutiny Committee (OSC) to report on any issues raised by the OSC in relation to unrestricted business to be considered. | |
| 4.2 Any Unrestricted Decisions "Called in" by the Overview & Scrutiny Committee | |
| (Under provisions of Article 6 Para 6.02 V of the Constitution). | |
| 5. UNRESTRICTED REPORTS FOR CONSIDERATION | |

5.1 Community Plan	17 - 68
Report Summary: To approve the draft Community Plan prior to Full Council.	
Wards:	All Wards
Lead Member:	Mayor
Corporate Priority:	(All Corporate Priorities)

5.2	Early Years Capital Project	69 - 76
	<p>Report Summary: Approval of capital project(s)</p> <p>Wards: St Dunstan's</p> <p>Lead Member: Deputy Mayor and Cabinet Member for Education and Children's Services</p> <p>Corporate Priority: A Prosperous Community</p>	
5.3	Planning for School Places - 2015/16 Review	77 - 98
	<p>Report Summary: Approval of strategy to meet growth in need for school places.</p> <p>Wards: All Wards</p> <p>Lead Member: Deputy Mayor and Cabinet Member for Education and Children's Services</p> <p>Corporate Priority: A Prosperous Community</p>	
5.4	Exercise of Corporate Directors' Discretions	99 - 104
	<p>Report Summary: Regular noting report.</p> <p>Wards: All Wards</p> <p>Lead Member: Cabinet Member for Resources</p> <p>Corporate Priority: One Tower Hamlets</p>	

6. ANY OTHER UNRESTRICTED BUSINESS CONSIDERED TO BE URGENT

7. EXCLUSION OF THE PRESS AND PUBLIC

In view of the contents of the remaining items on the agenda, the Committee is recommended to adopt the following motion:

“That, under the provisions of Section 100A of the Local Government Act, 1972 as amended by the Local Government (Access to Information) Act, 1985, the Press and Public be excluded from the remainder of the meeting for the consideration of the Section Two business on the grounds that it contains information defined as Exempt in Part 1 of Schedule 12A to the Local Government, Act 1972”.

EXEMPT/CONFIDENTIAL SECTION (PINK)

The Exempt / Confidential (Pink) Committee papers in the Agenda will contain information, which is commercially, legally or personally sensitive and should not be divulged to third parties. If you do not wish to retain these papers after the meeting, please hand them to the Committee Officer present.

8. EXEMPT / CONFIDENTIAL MINUTES

Nil items.

9. OVERVIEW & SCRUTINY COMMITTEE

9.1 Chair's Advice of Key Issues or Questions in Relation to Exempt / Confidential Business

Chair of Overview and Scrutiny Committee (OSC) to report on any issues raised by the OSC in relation to exempt/confidential business to be considered.

9.2 Any Exempt / Confidential Decisions "Called in" by the Overview & Scrutiny Committee

(Under provisions of Article 6 Para 6.02 V of the Constitution).

10. EXEMPT / CONFIDENTIAL REPORTS FOR CONSIDERATION

Nil items.

11. ANY OTHER EXEMPT/ CONFIDENTIAL BUSINESS CONSIDERED TO BE URGENT

Agenda Item 2

DECLARATIONS OF INTERESTS - NOTE FROM THE MONITORING OFFICER

This note is for guidance only. For further details please consult the Members' Code of Conduct at Part 5.1 of the Council's Constitution.

Please note that the question of whether a Member has an interest in any matter, and whether or not that interest is a Disclosable Pecuniary Interest, is for that Member to decide. Advice is available from officers as listed below but they cannot make the decision for the Member. If in doubt as to the nature of an interest it is advisable to seek advice **prior** to attending a meeting.

Interests and Disclosable Pecuniary Interests (DPIs)

You have an interest in any business of the authority where that business relates to or is likely to affect any of the persons, bodies or matters listed in section 4.1 (a) of the Code of Conduct; and might reasonably be regarded as affecting the well-being or financial position of yourself, a member of your family or a person with whom you have a close association, to a greater extent than the majority of other council tax payers, ratepayers or inhabitants of the ward affected.

You must notify the Monitoring Officer in writing of any such interest, for inclusion in the Register of Members' Interests which is available for public inspection and on the Council's Website.

Once you have recorded an interest in the Register, you are not then required to declare that interest at each meeting where the business is discussed, unless the interest is a Disclosable Pecuniary Interest (DPI).

A DPI is defined in Regulations as a pecuniary interest of any of the descriptions listed at **Appendix A** overleaf. Please note that a Member's DPIs include his/her own relevant interests and also those of his/her spouse or civil partner; or a person with whom the Member is living as husband and wife; or a person with whom the Member is living as if they were civil partners; if the Member is aware that that other person has the interest.

Effect of a Disclosable Pecuniary Interest on participation at meetings

Where you have a DPI in any business of the Council you must, unless you have obtained a dispensation from the authority's Monitoring Officer following consideration by the Dispensations Sub-Committee of the Standards Advisory Committee:-

- not seek to improperly influence a decision about that business; and
- not exercise executive functions in relation to that business.

If you are present at a meeting where that business is discussed, you must:-

- Disclose to the meeting the existence and nature of the interest at the start of the meeting or when the interest becomes apparent, if later; and
- Leave the room (including any public viewing area) for the duration of consideration and decision on the item and not seek to influence the debate or decision

When declaring a DPI, Members should specify the nature of the interest and the agenda item to which the interest relates. This procedure is designed to assist the public's understanding of the meeting and to enable a full record to be made in the minutes of the meeting.

Where you have a DPI in any business of the authority which is not included in the Member's register of interests and you attend a meeting of the authority at which the business is considered, in addition to disclosing the interest to that meeting, you must also within 28 days notify the Monitoring Officer of the interest for inclusion in the Register.

Further advice

For further advice please contact:-

- David Galpin, Interim Monitoring Officer, 020 7364 4800
- John Williams, Service Head, Democratic Services, 020 7364 4204

APPENDIX A: Definition of a Disclosable Pecuniary Interest

(Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, Reg 2 and Schedule)

Subject	Prescribed description
Employment, office, trade, profession or vacation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	<p>Any payment or provision of any other financial benefit (other than from the relevant authority) made or provided within the relevant period in respect of any expenses incurred by the Member in carrying out duties as a member, or towards the election expenses of the Member.</p> <p>This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.</p>
Contracts	<p>Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the relevant authority—</p> <p>(a) under which goods or services are to be provided or works are to be executed; and</p> <p>(b) which has not been fully discharged.</p>
Land	Any beneficial interest in land which is within the area of the relevant authority.
Licences	Any licence (alone or jointly with others) to occupy land in the area of the relevant authority for a month or longer.
Corporate tenancies	<p>Any tenancy where (to the Member's knowledge)—</p> <p>(a) the landlord is the relevant authority; and</p> <p>(b) the tenant is a body in which the relevant person has a beneficial interest.</p>
Securities	<p>Any beneficial interest in securities of a body where—</p> <p>(a) that body (to the Member's knowledge) has a place of business or land in the area of the relevant authority; and</p> <p>(b) either—</p> <p>(i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or</p> <p>(ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.</p>

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LONDON BOROUGH OF TOWER HAMLETS

MINUTES OF THE CABINET

HELD AT 5.30 P.M. ON TUESDAY, 28 JULY 2015

**C1, 1ST FLOOR, TOWN HALL, MULBERRY PLACE, 5 CLOVE CRESCENT,
LONDON, E14 2BG**

Members Present:

Mayor John Biggs
Councillor Sirajul Islam (Statutory Deputy Mayor and Cabinet Member for Housing Management & Performance)
Councillor Shiria Khatun (Deputy Mayor and Cabinet Member for Community Safety)
Councillor Rachael Saunders (Deputy Mayor and Cabinet Member for Education & Children's Services)
Councillor Rachel Blake (Cabinet Member for Strategic Development)
Councillor David Edgar (Cabinet Member for Resources)
Councillor Ayas Miah (Cabinet Member for Environment)
Councillor Joshua Peck (Cabinet Member for Work & Economic Growth)
Councillor Amy Whitelock Gibbs (Cabinet Member for Health & Adult Services)

Other Councillors Present:

Councillor Peter Golds (Leader of the Conservative Group)

Apologies:

Councillor Asma Begum (Cabinet Member for Culture)

Officers Present:

Luke Addams (Interim Director of Adult's Services)
Katherine Ball (Senior Accountant, Development & Renewal)
Simon Baxter (Acting Service Head, Public Realm, Communities Localities & Culture)
Robin Beattie (Service Head, Strategy & Resources, Communities Localities & Culture)
Kate Bingham (Service Head, Children's and Adults Resources)
Max Caller (Commissioner)
David Galpin (Service Head, Legal Services, Law Probity & Governance)
Stephen Halsey (Head of Paid Service and Corporate Director Communities, Localities & Culture)
Fiona Heyland (Head of Waste Strategy Policy and Procurement, Public Realm, Communities Localities & Culture)
Chris Holme (Service Head, Resources & Economic Development)

Debbie Jones	(Interim Corporate Director, Children's Services)
Sir Ken Knight	(Commissioner)
Ellie Kuper-Thomas	(Strategy, Policy and Performance Officer - Executive Mayor's Office, One Tower Hamlets, DLPG)
Paul Leeson	(Finance Manager, Development & Renewal)
Jackie Odunoye	(Service Head, Strategy, Regeneration & Sustainability, Development and Renewal)
Nasima Patel	(Service Head Children's Social Care, Children's Services)
Kelly Powell	(Acting Head of Communications)
Louise Russell	(Service Head Corporate Strategy and Equality, Law Probity & Governance)
Barry Scarr	(Interim Service Head, Finance & Procurement)
Matthew Mannion	(Committee Services Manager, Democratic Services, LPG)
David Knight	(Senior Democratic Services Officer)

1. APOLOGIES FOR ABSENCE

Apologies for absence were received on behalf of:

- Councillor Asma Begum (Cabinet Member for Culture)
- Aman Dalvi (Corporate Director, Development & Renewal) for whom Jackie Odunoye (Service Head, Head of Strategy, Regeneration and Sustainability) was deputising.

2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS

There were no declarations of Disclosable Pecuniary Interests.

3. UNRESTRICTED MINUTES

The unrestricted minutes of the Cabinet meeting held on 13 May 2015 were noted.

4. OVERVIEW & SCRUTINY COMMITTEE

4.1 Chair's Advice of Key Issues or Questions

Councillor John Pierce, Chair of the Overview and Scrutiny Committee (OSC), **tabled** pre-scrutiny questions in relation to the items on the agenda listed below. The questions were responded to during consideration of each respective item.

- Agenda Item 5.1 – Mental Health Recovery and Well-Being Service.
- Agenda Item 5.2 – Transfer of Commissioning Responsibility for Early Years (0-5 years) Public Health Services from NHS England to the Local Authority.
- Agenda Item 5.3 – Ending Groups, Gangs and Serious Violence (EGGSYV).

- Agenda Item 5.5 – Sovereign Court – Change of Consent and Lease Extension.
- Agenda Item 5.6 – Strategy and Options for the use of Right to Buy Receipts.
- Agenda Item 5.7 - Strategic Performance, 14/15 General Fund Revenue Budget and Capital Programme Monitoring Q4/Year End.
- Agenda Item 5.9 – Best Value Plans – Draft 6 Month Update Report.

He also updated Cabinet on the OSC meeting that had been held the night before. He reported that there had been valuable discussions on a number of items including on Town Centre Policy and the quarterly revenue and performance monitoring report . In particular though he highlighted the new Overview and Scrutiny Transparency Commission that, over the next three OSC meetings would consider various aspects of transparent democracy and decision making. The Commission had already heard from local bloggers and journalists at its meeting the previous evening and it was hoped that further submissions would be considered from the public and interested parties as well as from Members and officers.

The **Mayor** thanked Councillor John Pierce for his contribution.

4.2 Any Unrestricted Decisions "Called in" by the Overview & Scrutiny Committee

Delivery/Procurement options for the new Civic Centre

Councillor John Pierce, Chair of the Overview and Scrutiny Committee (OSC), presented the call-in reference report from the OSC meeting held on 12 May 2015 on the Delivery/Procurement options for the new Civic Centre. He stated that due to the importance of the decision the Committee had felt that further consideration was required.

The **Mayor** agreed that further consideration was appropriate and that a new report should be presented to Cabinet.

RESOLVED

1. That the original decision be withdrawn and for a new report to be presented to Cabinet at the earliest opportunity.

5. UNRESTRICTED REPORTS FOR CONSIDERATION

5.1 Mental Health Recovery & Wellbeing Services

Councillor Amy Whitelock Gibbs, Cabinet Member for Health and Adult Services, introduced the report. She explained that the report proposed reshaping commissioned mental health services from 17 separate contracts into a single lead provider/sub-contractor model to make the services more co-ordinated and better able to meet the needs of users. She highlighted that

the proposals had been developed following user feedback and consultation with health providers and that no funding cuts were proposed.

She requested that a change be made to the recommendations to ensure that a report be brought back to Cabinet before the final contracts were awarded.

The **Mayor** welcomed the report, noted the pre-scrutiny questions and **agreed** the recommendations subject to the proposed amendment.

RESOLVED

1. To agree commencement of a procurement process to secure provision of the Mental Health Recovery & Wellbeing Service from April 2016
2. To authorise the Director of Adult Services to finalise the overall service design, after consultation with the Lead Member and Mayor.
3. That a report on the final awarding of the contract be brought back to Cabinet for decision.
4. To agree to extend the two existing contracts with Mind in Tower Hamlets and Working Well Trust detailed in Table 2 in paragraph 3.9 of the report until 31st March 2016.
5. To note that funding is already approved within the existing mental health base budget for 2016/17 and no funding reductions are proposed.

5.2 Transfer of Commissioning Responsibility for Early Years (0-5 years) Public Health Services from NHS England to the Local Authority

Councillor Rachael Saunders, Deputy Mayor and Cabinet Member for Children's Services and Councillor Amy Whitelock Gibbs, Cabinet Member for Health and Adult's Services, jointly introduced the report.

They highlighted that, although this specific report was about transferring existing contracts, this would provide the opportunity to explore ways of creating the best integrated children's services.

The **Mayor** welcomed the report and agreed on the importance of looking to better integrate services. He noted the questions from the Overview and Scrutiny Committee and **agreed** the recommendations as set out in the report.

RESOLVED

1. To agree, in principle, to accept a novation of the current 0-5 services contract from NHS England to the Council on 1st October 2015.

2. To authorise the Director of Public Health, after consultation with the Service Head – Legal Services, to agree the terms of the novation on behalf of the Council, subject to due diligence checks.
3. To authorise the Director of Public Health to agree the amount of funding which the Council will accept to discharge the 0-5 public health functions which will transfer to it from 1st October 2015.
4. To authorise the Service Head – Legal Services to execute all necessary documentation to give effect to these decisions.

5.3 Ending Groups, Gangs and serious Violence (EGGSYV)

Councillor Shiria Khatun, Deputy Mayor and Cabinet Member for Community Safety and Councillor Rachael Saunders, Deputy Mayor and Cabinet Member for Children's Services, jointly introduced the report. In particular they highlighted the action plan that accompanied the report and the planned partnership approach to tackle the problem. This plan could make a significant difference to communities across Tower Hamlets.

During discussion of the report contributions were received from other Cabinet Members and officers. Councillor Peter Golds, Leader of the Conservative Group also spoke to emphasise how important he considered the issue to be and in particular that the Council's Youth Service's effectiveness needed to be reviewed.

The **Mayor** thanked everyone for their contributions, noted that this was a 'living document' that should develop over time and noted the pre-scrutiny questions. He promised that the OSC would be written to on their detailed points and stated that a report looking at the Youth Service would be presented to Cabinet at a later date. Finally, he **agreed** the recommendations as set out.

RESOLVED

1. To agree the Ending Groups, Gangs and Serious Youth Violence Strategy 2015/16 – 2017/18 and the supporting action plan.

5.4 Re-procurement of Waste Management Services Contracts

Robin Beattie, Service Head Strategy and Resources, Communities, Localities and Culture, introduced the report on the re-procurement of waste management contracts and in particular proposals to extend some contracts so that they would all expire at the same time to allow combined contract options to be explored.

Councillor Peter Golds, Leader of the Conservative Group, spoke to highlight the pressing need for action on this issue and to highlight the potential financial risks if the wrong contract decisions were taken.

The **Mayor** welcomed the report stating it was very important to get these services right. The important inclusion of action on homophobic violence was noted. He **agreed** the recommendations as set out in the report.

RESOLVED

1. To agree that Blackwall Depot is designated as the Council's operational depot for the delivery of refuse, recycling and street cleansing services, within the Council's Asset Management Strategy
2. To approve a 16 month extension of the Municipal Waste (Cleansing) Contract to extend the contract term through until 30th September 2018
3. To approve the transfer of the existing Underground Refuse and Recycling Service to the Municipal Waste (Cleansing) Contract and authorise the Head of Legal Services to enter into all necessary supplemental agreements and documentation necessary to complete the transfer.
4. To approve the procurement of a short term Integrated Recycling Contract to run from 1st June 2017 to 30th September 2018 and authorise the Corporate Director CLC to award the contract and the Head of Legal Services to execute the contract documents.
5. To agree that a review of the Council's policies and service standards in relation to recycling, residual waste services and street cleansing be undertaken and be reported back to Cabinet.
6. To approve the procurement of a waste disposal contract for a contract term of 9 years 6 months initial term plus option to extend for 8 years and authorise the Corporate Director CLC to award the contract and the Head of Legal Services to execute the contract documents.
7. To agree that Northumberland Wharf Waste Transfer Station is offered to the contractor, through a commercial lease that will be co-terminus with the term of the contract, to support the delivery of waste treatment and disposal services
8. To note that the lease of Northumberland Wharf Waste Transfer Station will require the prior approval of the appointed commissioners being disposal of real property as required by the Directions made on 17 December 2014 by the Secretary of State for Communities and Local Government.
9. To approve the procurement of Materials Sorting (MRF) Services on a rolling basis of 2+1 years and authorise the Corporate Director CLC to determine the procurement strategy and specification after consultation with the Mayor and Lead Member.
10. To authorise the Corporate Director CLC to award the MRF contract and the Head of Legal Services to execute the contract documents.

11. To agree that a review of the opportunity for shared service provision with other local authorities for refuse and recycling collections and street cleansing or the opportunity to bring some of the services in-house be undertaken and reported back to Cabinet prior to the procurement of a long term Refuse, Recycling and Street Cleansing Contract.
12. To agree that the waste treatment and disposal contract will include a price change mechanism to avoid inflation driven cuts to services over the lifetime of the contract.
13. To approve the commencement of the procurement of these services in line with the recommendations included in this report.
14. To agree the conduct of consultation regarding delivery of environmental services.

5.5 Sovereign Court - Change of Use Consent and Lease Extension

Councillor David Edgar, Cabinet Member for Resources, introduced the report. He highlighted that the developer was able to take advantage of changes to planning rules that allowed conversions to residential use without Council planning approval but that in this case the Council, as freeholder, had the ability to require payment to secure its agreement.

The pros and cons of the decision were discussed and in particular Councillor Joshua Peck, Cabinet Member for Work and Economic Growth, expressed concern over the potential impact on the provision of local jobs.

The **Mayor** thanked everyone for their contributions, noted the pre-scrutiny questions and stated that, on balance, he considered that the proposal should be accepted. He **agreed** the recommendations as set out in the report.

RESOLVED

1. To agree to the change of use under the terms of the lease from office (Use Class B1) to residential (Use Class C3) upon such terms as the Council is advised by its advisers to accept and subject to payment of a premium of £7.35m on the payment terms described in this report.
2. To authorise the Corporate Director, Development & Renewal, after consultation with the Service Head – Legal Services, to agree the final terms and conditions of any agreement or deed including a deed of variation of lease to implement the above decision.
3. To authorise the Service Head – Legal Services to execute all necessary documents to implement this decision.

5.6 Strategy and Options for the Use of Right to Buy Receipts

Councillor Rachel Blake, Cabinet Member for Strategic Development, introduced the report. She explained that the Council had to use the receipts to invest in new homes and that the money must be invested within three years. The strategy had a number of approaches including new build, grants to housing associations and buy backs. She also responded to the pre-scrutiny questions.

The **Mayor** welcomed the report, noted the pre-scrutiny questions and **agreed** the recommendations as set out.

RESOLVED

1. To note the issues in this report and the proposal that a more detailed report will be brought in September.
2. To agree that a strategy to utilise receipts using the measures outlined in this report be developed, in order to secure additional Council Housing, and affordable housing provided by Registered Providers, and to avoid the risk of losing valuable resources.
3. To authorise the Corporate Director, Development and Renewal, after consultation with the Mayor, to identify and progress development feasibilities for a number of HRA sites for inclusion in the RTB Receipts programme for presentation to Cabinet.
4. To develop further ideas for the development of new homes at Tent Street and William Brinson, to be presented to Cabinet in September.
5. To authorise the Corporate Director to procure the professional and technical services required to identify the feasibility for development of these sites to RIBA stage 3.
6. To agree that a longer term strategy be developed for the use of right to buy receipts as they accrue and presented to Cabinet. This should include investigating the setting up of a RTB Receipts Grant programme for Registered Providers, utilising s106 schemes and exploring the use of RTB receipts to enhance Housing Options.
7. To agree to development of a strategy for a programme of Council RTB buy backs, which will be presented to the Executive at the earliest opportunity, and which may be extended to Registered Providers which satisfy conditions of affordability and good quality management.
8. Authorise the Corporate Director, Development & Renewal, after consultation with the Service Head – Legal Services, to agree the final terms and conditions of any agreements to implement the above decision.

5.7 Strategic Performance, 14/15 General Fund Revenue Budget and Capital Programme Monitoring Q4/Year End

Councillor David Edgar, Cabinet Member for Resources, introduced the report. He highlighted the small overspend compared to the original budget, the level of reserves and the Housing Revenue Account surplus. He expressed some concerns that there was a significant underspend in the capital programme which would need looking at. He also noted the annual residents survey and responded to the pre-scrutiny questions.

Chris Holme, Acting Corporate Director, Resources, highlighted that the Housing Revenue Account was likely to be impacted by the government's budget announcement.

The **Mayor** noted the comments and thanked Chris Holme for his work for the Council during his period as Acting Corporate Director.

The **Mayor agreed** the recommendations as set out in the report.

RESOLVED

1. To note the Council's financial performance compared to budget for 2014/15 as detailed in sections 3 to 8 and appendices 1-5 of this report.
2. To note the transfers to reserves as detailed in Appendix 5 of this report.
3. To review and note 2014/15 year end performance for strategic measures and Strategic Plan activities in sections 9 -10 and appendices 6 to 7.
4. To review and note the findings of the Council's Annual Residents Survey 2014/15 in section 11 and appendix 8.

5.8 Contracts Forward Plan 2015/16

Councillor David Edgar, Cabinet Member for Resources, introduced the report.

The **Mayor** considered the report as set out and stated that, subject to any urgency issues, he wished for all the reports to come back to Cabinet to be individually considered.

RESOLVED

1. To confirm that the award of all the contracts listed should be individually presented to future Cabinet meetings for decision, unless urgency requires that an individual mayoral decision be sought.

5.9 Best Value Improvement Plan - Six Monthly Monitoring

The **Mayor** introduced the report highlighting its role in monitoring the progress of the Council in meeting the Best Value requirements.

Stephen Halsey, Head of Paid Service, highlighted the progress report and that it could be updated if required following consultation with the Mayor and Cabinet Members and before submission to the Secretary of State.

The **Mayor** noted the pre-scrutiny questions and **agreed** the recommendations as set out.

RESOLVED

1. To agree the draft six month progress update (Appendix 1) for submission to the Commissioners on 9th September;
2. To note that the progress report will be updated to reflect the latest position prior to consideration by the Commissioners on 9th September, before submission to the Secretary of State.

5.10 Strategic and Resource Planning 2016/17 to 2018/19

Councillor David Edgar, Cabinet Member for Resources, introduced the report. He highlighted the significant cuts that were required and the likely impact of the forthcoming government's spending review.

During discussion some of the proposed budget alterations were noted including additional money for street cleaning.

The **Mayor agreed** the recommendations as set out in the report.

RESOLVED

1. To note the budget adjustments for 2015/16 to reflect new growth pressures and mayoral priorities (paragraph 3.3.4 and 3.3.5).
2. To note the additional funding secured by the authority through the Local enterprise partnership (LEP)
3. To agree spending plans that have been approved by the GLA (Appendix 1) (paragraph 3.3.7 to 3.3.10).
4. To note that through the 2014/15 closure process £7.5m uncommitted new homes bonus (NHB) has been set aside to fund replacement of social housing (paragraph 3.6.6).

5. To consider options to set aside additional NHB to fund more affordable homes as part of the budget process in 2016/17 (paragraph 3.6.8).
6. To agree the Strategic Plan for 2015/16 (Appendix 5).
7. To note that the financial outlook over the MTFP has been extended to include assumptions for 2018/19 and a total savings target of £63m between 2016/17 and 2018/19 is the current working target (Appendix 3).
8. To note that the financial position is subject to volatility and that development's in Government policy following SR15 and their implications on MTFP planning assumptions will be monitored closely and reported back at regular intervals during the financial year as part of the budget process.

5.11 Exercise of Corporate Directors' Discretions

The **Mayor agreed** the recommendation as set out.

RESOLVED

1. Note the exercise of Corporate Directors' discretions as set out in Appendix 1.

6. ANY OTHER UNRESTRICTED BUSINESS CONSIDERED TO BE URGENT

Nil items.

7. EXCLUSION OF THE PRESS AND PUBLIC

Nil items.

8. EXEMPT / CONFIDENTIAL MINUTES

Nil items.

9. OVERVIEW & SCRUTINY COMMITTEE

9.1 Chair's Advice of Key Issues or Questions in Relation to Exempt / Confidential Business

Nil items.

9.2 Any Exempt / Confidential Decisions "Called in" by the Overview & Scrutiny Committee

Nil items.


10. ANY OTHER EXEMPT/ CONFIDENTIAL BUSINESS CONSIDERED TO BE URGENT

Nil items.

The meeting ended at 6.37 p.m.

Mayor John Biggs
CHAIR, CABINET

Agenda Item 5.1

Cabinet 8 September 2015	 TOWER HAMLETS
Report of: Service Head, Corporate Strategy & Equality	Classification: Unrestricted
Tower Hamlets Partnership Community Plan 2015	

Lead Member	Mayor John Biggs
Originating Officer(s)	Mark Cairns, Corporate Strategy & Equality
Wards affected	ALL Wards
Community Plan Theme	ALL
Key Decision?	Yes

Executive Summary

This report provides Cabinet with an overview of the new proposed Tower Hamlets Community Plan (Appendix 1).

The Community Plan sets out the long-term vision and priorities for Tower Hamlets. The Strategy is developed and owned by the Tower Hamlets Partnership, led by the Council.

The refresh of the Community Plan has been informed by assessments of needs in the borough and through consultation with local residents, organisations and partners.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Note the process followed for refreshing the Community Plan;
2. Approve the Community Plan; and
3. Authorise the Service Head for Corporate Strategy and Equality to make any minor amendments to the Community Plan prior to publication following consultation with the Mayor.

1. REASONS FOR THE DECISIONS

- 1.1 The Community Plan provides the long-term vision for the borough, articulating local aspirations, needs and priorities. As the high-level partnership strategy, it informs all other strategies and delivery plans of the Tower Hamlets Partnership, including the Council's Strategic Plan.
- 1.2 It outlines how the Partnership will work together to improve the lives of all those who live and work in the borough. The Plan continues the existing focus on tackling poverty and social exclusion in Tower Hamlets, as well as the overarching theme of One Tower Hamlets, emphasising equality, cohesion and community leadership. However, this Community Plan also incorporates a new set of high level and cross-cutting priorities, which will galvanise and motivate partners to focus their efforts jointly on some of our biggest challenges, with the aim of making a real difference in these areas over the lifetime of the Plan.
- 1.3 The Council's Policy Framework, referred to in Article 4 of the Council's Constitution currently contains an entry for "Sustainable Community Strategy, Section 4 Local Government Act 2000". The deletion of section 4 from the Local Government Act 2000 with effect from May this year means that the Community Plan (the name given to Tower Hamlets' sustainable community strategy) ceased to be part of the Policy Framework, and with it the requirement for approval by Full Council. Approval of the Plan is therefore an executive decision for the Mayor in Cabinet.

2. ALTERNATIVE OPTIONS

- 2.1 Cabinet may decide not to approve the proposed Community Plan, in which case elements of the refresh process may need to be repeated.
- 2.2 Cabinet may also decide to make any amendments to the Plan as it sees fit.

3. DETAILS OF THE REPORT

- 3.1 The proposed themes for 2015 are:
 - A great place to live
 - A fair and prosperous community
 - A safe and cohesive community, and
 - A healthy and supportive community.

- 3.2 The only difference from the themes in our previous Community Plan is the amendment of the second goal to include the word 'fair'. This change has been made to embed the recommendations of the Fairness Commission within the Community Plan. This was also echoed in the views of consultees that in promoting and supporting prosperity across the borough, we need to ensure that local residents and existing communities do not get left behind, and can benefit from growth.
- 3.3 A cross-cutting One Tower Hamlets theme has also been retained, reflecting the importance of equality, cohesion and community leadership in our vision for the borough. Over the next four years, our focus will be on fairness and ensuring that no community is left behind; on empowering our communities and making them resilient, by building their engagement and capacity to lead; and on tackling inequality through healthy living and employment.

New cross-cutting priorities

- 3.4 However, alongside the existing strategies and structures in place to achieve the vision for the borough, partners were keen that the Community Plan adds value to these. It therefore identifies a set of four additional cross-cutting partnership priorities, focusing on issues which cross more than one Community Plan theme or are faced by a broad range of partners. The aim is to enable partners to accelerate progress by focusing their efforts jointly around specific shared goals, and thereby making the most of shrinking public sector resources.
- 3.5 The priorities agreed by the Partnership are as follows:
- 3.6 **Priority 1: Empowering residents and building resilience**
We will enable residents to better support themselves and each other, so that partners can maximise their impact with limited resources. This encompasses involving residents in the design and delivery of services, building capacity in the voluntary and community sector, and early intervention and prevention. Crucial to this is making it easier for all groups to engage with public sector organisations, both as citizens and as service-users.
- 3.7 **Priority 2: Promoting healthier lives**
While life expectancy is increasing, we must address inequalities in health both within the borough, and between Tower Hamlets and the rest of the country. This will involve tackling the wider determinants of health, our environment, and promoting prevention and early intervention so that conditions do not deteriorate and require more intensive interventions later. This will require all partners to understand the impact they can have on residents' health, and to take a role in improving it. As part of this, we will also need to improve the evidence upon which we base our activities and interventions.

3.8 **Priority 3: Increasing employment**

Employment is up in Tower Hamlets, but we continue to have some of the lowest rates in the country, especially among women and some ethnic minority groups. This is crucial, as employment is a major factor in wellbeing and life chances for residents. With many unemployed residents needing support to become ready for work, all partners can play a role, engaging them in activities, programmes or learning. These can be built into healthcare pathways, for example. We will work to address the affordability and accessibility of childcare, a major barrier for many parents highlighted by the Fairness Commission. We also need to engage more local employers through our networks and supply chains, and use our own practices as employers to tackle unemployment.

3.9 **Priority 4: Responding to population growth**

Our population is forecast to rise from around 272,000 to 320,000 by 2022 (and further beyond this) with growth driven mainly by an increase in the number of young working professionals. This is putting increasing pressure on local services and infrastructure, including the supply of affordable housing. Our residents aged 85 and older are also growing in number, which increases demand for adult social care services. Therefore partners will focus on developing a Local Plan which considers how we can manage growth and ensure sufficient infrastructure to meet local needs. We will further need to use data more effectively, to learn more about the nature of our changing population.

Consultation

3.10 Preparation for the new Community Plan began in summer 2014 and, as required by the Best Value Statutory Guidance, consultation was undertaken of representatives of council tax payers, those who use or are likely to use services provided by the council and its partners, and those appearing to have an interest in the area. This included initial discussions with the general public, Community Champion Coordinators (who facilitate Community Ward Forums), representatives of communities of interest, and service user groups. Following this, a draft of the Plan was put out to public consultation, and representatives of community and voluntary sector organisations also contributed to the development of the collaborative action projects for the new cross-cutting priorities. These elements of consultation, along with others, are expanded upon below.

3.11 Starting with the Borough Profile as the evidence base for the Plan, officers requested input on suitable themes and priorities from a wide range of stakeholders to help shape the Plan from its most formative stage, including:

- Community Plan Delivery Groups (CPDGs)

- Representatives of the third sector (through both the Third Sector Advisory Board and the Tower Hamlets CVS)
- Faith representatives, through the Interfaith Forum
- Community representative groups (such as HealthWatch, the Youth Council, and Local Voices)
- Service user groups (such as the Learning Disabilities Service User group)
- Partnership groups (such as the Mental Health Partnership Group)
- Council staff forums (including the LGBT and BAME forums)
- Partner organisations (including Tower Hamlets Clinical Commissioning Group)
- Community Champion Coordinators, and
- Members of the public (through Community Ward Forums, and stalls set up in markets around the borough).

3.12 Feedback indicated the need for the Community Plan to build on, rather than replace, existing arrangements. In response to this consultation feedback, the existing Community Plan themes, which are embedded and aligned to our delivery structure, have been retained.

3.13 Following the initial work to develop the themes and priorities in the Plan, members' views were canvassed through an all-party seminar, as well as through the Overview and Scrutiny Committee, which offered useful feedback.

3.14 A draft version of the Community Plan was put out to consultation on the Council's website, with the survey asking residents' views on the clarity of the Plan's purpose, the current commitments and proposed cross-cutting priorities, and the areas of focus for equality, cohesion and community leadership, as well as for any comments. This ran for 21 days from 27th February to 20th March, with the link publicised externally via the Council's homepage, and with a press release, as well as being tweeted from the Council's main Twitter account and featured in East End Life. Partner groups and stakeholders previously involved in developing the priorities were also invited to take part.

3.15 Overall, respondents felt the Plan was clear about its purpose, and agreed with the current partnership commitments, cross-cutting priorities and areas of focus for equality, cohesion and community leadership. Comments from respondents expressed views about areas requiring greater emphasis, and these have been taken into account in producing the draft appended to this report.

3.16 A Collaborative Action Day was also held, focusing on how partners could bring their resources and expertise together to tackle the four cross-cutting priorities identified in the draft Community Plan. The event was well-attended, with officers from across Council teams, as well as from partners across all sectors, and a set of collaborative action projects for each cross-cutting priority has been developed as a result of this.

- 3.17 Since the election of the new Mayor in June, the Plan has been reviewed to align with some of his key priorities voted for by local people.
- 3.18 The collaborative action projects identified within the Community Plan form the basis of discussions with members, officers and partners for developing a robust action plan to deliver on the cross-cutting priorities.

4. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 4.1 The cost associated with producing the Council's Community Plan will be met from within existing resources.
- 4.2 There are no direct financial implications arising from the recommendations contained within this report.

5. LEGAL COMMENTS

- 5.1. The Deregulation Act 2015 has amended the Local Government Act 2000 to remove the requirement for local authorities to have sustainable community strategies. This follows upon the changes made by the Localism Act 2011, which removed the well-being power (i.e. the power to promote or improve the economic, social and environmental well-being of Tower Hamlets) and replaced it with a general power of competence.
- 5.2. The Tower Hamlets Community Plan previously contained the Council's sustainable community strategy. Accordingly, following the changes made by the Deregulation Act, one of the significant statutory supports for the Community Plan has been removed. This does not mean the Council cannot have a Community Plan, but if it is going to have one, the statutory basis must lie in securing the effective delivery of the Council's statutory functions.
- 5.3. The Council's policy framework lists "sustainable community strategy" and makes specific reference to section 4 of the Local Government Act 2000. As that section has been deleted by the Deregulation Act and there is no longer a requirement for a sustainable community strategy, the Community Plan no longer forms part of the policy framework. In the circumstances, there is a reasonable argument that adoption of the Community Plan is a matter for the Executive rather than full Council.
- 5.4. The Council is a best value authority within the meaning of section 1 of the Local Government Act 1999. Pursuant to section 3 of the Local Government Act 1999 the Council is required to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and

effectiveness. The adoption of a plan in conjunction with the Council's partners to secure effective delivery of the Council's functions may be considered consistent with this duty. The duty is ongoing, however, and implementation of the various high level objectives will also need to comply with the duty.

- 5.5. The Council is required to consult for the purposes of deciding how to fulfil its best value duty. It must consult with representatives of council tax payer, business rates payers, persons likely to use services and persons appearing to have an interest in any area within which the Council carries out functions. The report indicates that this consultation has been carried out.
- 5.6. The Community Plan contains high-level objectives which cover a broad range of the Council's functions. In the absence of a detailed action plan, the objectives appear capable of being delivered within the Council's statutory functions. However, many of the objectives in the Community Plan involve express duties and are the subject of other Council or partnership strategies. It will be important to ensure that the setting and delivery of these objectives is in line with those duties and those strategies.
- 5.7. For example, a number of objectives in the draft Community Plan are concerned with the reduction of crime and disorder. The Council has a duty under the Crime and Disorder Act 1998 to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent the following in Tower Hamlets: (a) crime and disorder (including anti-social and other behaviour adversely affecting the local environment); (b) the misuse of drugs, alcohol and other substances; and (c) re-offending. The Council has adopted a crime and disorder reduction strategy in conjunction with partner authorities to achieve this objective.
- 5.8. One of the objectives in the draft Community Plan is to support development of a credit union and a community banking partnership for Tower Hamlets. The details of this project are not clear from the report, but the European Union has imposed restrictions on State aid and care must be taken that those restrictions are complied with when delivering the project.
- 5.9. When preparing and adopting the Community Plan, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). A proportionate level of equality analysis is required in order to discharge the duty.
- 5.10. Any consultation carried out for the purposes of preparing the Community Plan or assessing its impacts should comply with the

following criteria: (1) it should be at a time when proposals are still at a formative stage; (2) the Council must give sufficient reasons for any proposal to permit intelligent consideration and response; (3) adequate time must be given for consideration and response; and (4) the product of consultation must be conscientiously taken into account. The duty to act fairly applies and this may require a greater deal of specificity when consulting people who are economically disadvantaged. It may require inviting and considering views about possible alternatives.

6. ONE TOWER HAMLETS CONSIDERATIONS

6.1 Our approach to One Tower Hamlets has focused on:

- Reducing inequality
- Promoting cohesion and
- Strengthening community empowerment and leadership.

6.2 The review of the Community Plan has reinforced the importance of these issues. The priorities identified above will help retain this focus, for example:

- A focus on fairness and ensuring that no community is left behind will be key in maintaining cohesion within the borough;
- A focus on empowerment and resilience will ensure that communities are engaged and capacity built for community leadership; and
- A focus on health inequality and employment will enable us to tackle some of the key issues which militate against equality.

6.3 In addition, it is proposed that programmes of work for partners explicitly include a focus on particular disadvantaged groups, as identified through our Borough Equality Analysis. This analysis has been updated and used to inform the development of initial proposals and ensure that in finalising the plan and accompanying action plans we show due regard to the requirements of particular equality groups and those with protected characteristics.

6.4 For example, this Analysis identifies the need to strengthen intergenerational cohesion, which is a key dimension of one of our collaborative action projects to respond to population growth. Another project seeks to address the affordability of childcare, which should help more working age women into employment.

6.5 Our current partnership plans also aim to address issues identified in the Analysis, such as tackling our high levels of childhood obesity, reducing violence against women and girls, increasing the numbers of disabled residents in employment, and providing more homes to meet the needs of disabled people. The shortage of social housing in Tower Hamlets has a disproportionate impact on families from Muslim and

black and minority ethnic communities, and so this is a key focus of the partnership under the theme of “a great place to live”.

- 6.6 We have also identified as a key enabler the need to understand and plan around needs of a changing population, given the pace of change and growth in our community, which should explicitly consider how we can project and respond to the needs of new communities.

7. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 7.1 There are no direct environmental implications arising from the report or recommendations.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 There are no direct risk management implications arising from the report or recommendations.

9. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 9.1 There are no direct implications of crime and disorder arising from the report or recommendations.

10. BEST VALUE (BV) IMPLICATIONS

- 10.1 The Community Plan sets out the themes and priorities for partnership work. The Council will secure economy, efficiency and effectiveness in the course of its contribution to the actions which deliver these themes and priorities. These actions will be set out in an action plan which will accompany the Community Plan.
- 10.2 This report also sets out relevant consultation which has been undertaken in the course of developing the Community Plan.

Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

- Appendix 1: Tower Hamlets Partnership Community Plan
- Appendix 2: Equality Analysis Quality Assurance Checklist
- Appendix 3: Borough Equality Analysis Summary

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- Borough Profile
- Collaborative Action Event Report
- Public Consultation Response Summary

Officer contact details for documents:

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Tower Hamlets Partnership **Community Plan** **2015**



Foreword



In this new Community Plan, the Tower Hamlets Partnership articulates its vision for the borough, and how we will work together with residents to realise it. I believe it is important for us to put the concerns of local people first, and maintain and improve the services we secure for them, from schools and housing to street-cleaning.

Though much of the development work for this Community Plan took place before my election in June 2015, I am committed to working with the partnership and pursuing shared objectives. Rather than begin the Plan again from scratch after so much has gone into its production, as a partnership we have agreed that it should remain largely unchanged for the time being, though as we move forward, it is likely that there will be some changes in emphasis and in some priorities.

For example, while we have increased the numbers of homes meeting the technical definition of “affordable”, in reality many of these remain out of reach for those on low or even moderate incomes, and we must tackle this serious challenge to our existing communities. We will also need to give greater emphasis to helping people overcome low skills, low incomes and high unemployment. And in our role leading the community, we must further enhance understanding and cohesion between generations and between communities, and maximise our consultation, engagement and outreach with residents and stakeholders.

This Community Plan, then, is not set in stone. It will evolve as we develop our plans to achieve our vision for the borough, and as we review other key partnership strategies like the Community Safety Plan, the Health and Wellbeing Plan, and the Children and Families Plan, amongst others.

Together as partners, we will serve everyone in our community, and ensure that their interests are served to achieve the vision of a Tower Hamlets of which we can all be proud.

John Biggs
Mayor of Tower Hamlets
Chair of Tower Hamlets Partnership

Introduction



About Tower Hamlets

Tower Hamlets is a fast paced, fast growing and changing borough. Its economy is thriving, more and more people want to live here, and large-scale and ambitious regeneration and infrastructure projects continue to bring fresh opportunities. The population is diverse, but there are many active communities who get on well together, with a thriving community and voluntary sector. Community facilities such as Idea Stores and leisure facilities are well-loved and well-used. The borough has seen unprecedented educational success, opening up more opportunities to the young people coming through our schools, and employment rates are rising.

Despite all this change and success, Tower Hamlets still has challenges to face. Too many residents have significant health problems. High housing costs and low incomes mean that homes

are unaffordable for many. Too many residents are not in work and struggle to make ends meet, especially as reforms erode the welfare state and costs of living rise. One of the biggest challenges the borough faces is ensuring that the benefits of growth and prosperity reach all parts of our community, with a fairer distribution of wealth and income across Tower Hamlets.

Along with this, the economic climate remains extremely challenging, despite some recent positive signs. Reduction of the national deficit will continue under the current government, and this will involve further deep public spending cuts. At the same time, as this plan sets out, the demand on services is increasing. A growing and ageing population means that, for example, Tower Hamlets Council will need to save £63m over the three years from 2016-17 to 2018-19. All partners need to think carefully about the most effective way of using their resources, enabling residents to support themselves and each other, and reducing their need for traditional services.

The 2015 Community Plan

In developing a Community Plan for 2015 onwards, partners have emphasised the need for something which builds on and complements our existing partnership work, rather than replacing it. For this reason the existing Community Plan themes that partners have organised themselves around for some years now have been retained. They set out our ambition to make the borough:

- ➔ A great place to live
- ➔ A fair and prosperous community
- ➔ A safe and cohesive community
- ➔ A healthy and supportive community.

A key change is from 'a prosperous community' to 'a fair and prosperous community'. All partners wanted to reflect the contribution of the Tower Hamlets Fairness Commission to the debate about economic growth and fair outcomes for local people, and use the new Community Plan to drive forward the recommendations of the Commission. Our consultation with residents emphasised that the community wants to see everyone benefiting from economic growth and prosperity, with a fair distribution of resources and opportunities across the community, not growth at any cost.

This plan sets out recent achievements, current challenges and commitments, in relation to the four Community Plan themes. Partnership working to pursue these priorities is well embedded and overseen by a range of partnership bodies. To build on and complement this work, this plan sets out proposed cross-cutting partnership priorities for the four years from 2015. Using this plan, partners will work together to harness the efforts of all partners and accelerate progress in these four important areas.



A great place to live

Tower Hamlets will be a place where people live in quality affordable housing, located in clean and safe neighbourhoods served by well-connected and easy to access services and community facilities

Achievements so far

More homes, better homes

- ➔ The council and its housing provider partners secured 8000 homes with rents meeting the Government's criteria for affordability between 2004 and 2013.
- ➔ Tower Hamlets is consistently one of the top performing London boroughs for delivery of affordable homes, and many of these are family-sized, meaning that we have been able to rehouse 4800 overcrowded families over the last four years.
- ➔ As of April 2015, 78% of our social rented housing had achieved the Decent Homes standard.
- ➔ Tower Hamlets has recently received an award for having the highest number of sustainable homes of any local area.

Thriving community spaces

- ➔ Tower Hamlets has over 232 hectares of open space and residents who use local parks and open spaces are consistently satisfied with them. In 2013 eight local parks received the Government's Green Flag Award, and in both 2012 and 2014 Victoria Park won the Green Flag 'People's Choice' Award, and can deservedly be called the nation's favourite park.
- ➔ The borough's Idea Stores and libraries have over two million visits a year, and Idea Store Whitechapel is the busiest in central London. These deliver over 900 courses and make a million loans annually, winning awards for their website, English language and adult learning provision. In 2013 a brand new Idea Store opened at Watney Market with 320,000 visitors in its first 10 months.
- ➔ Ahead of the Olympics, the borough delivered award-winning public realm improvements in Hackney Wick and Fish Island, on the fringe of the Olympic Park. We have also substantially renewed the Ocean Estate.
- ➔ We are continuing with development in our Local Plan and Core Strategy, with regeneration plans underway at Blackwall Reach, in Bromley-by-Bow and in Poplar. Our Whitechapel masterplan will harness the economic benefits of Crossrail, and deliver new homes and community facilities by 2025. We will also develop plans for the transformation of South Quay.



The challenges we face

A fast growing population

Tower Hamlets has experienced the fastest growing population in the country in recent years, growing almost 30% between the 2001 and 2011 Census. This growth has continued, with the population rising from 254,000 in 2011 to 272,000 in 2013, and projected to rise to 320,000 by 2022 and to over 350,000 by 2033.

Tower Hamlets is the third most densely populated borough in London, and the daytime population increases by about 60%, rising to 428,000. Around 107,000 commuters head to work in Canary Wharf each day, and major tourist attractions like the Tower of London draw in over 4 million visitors each year.

This scale of growth will impact across all organisations and services, and responding to it is therefore one of the cross-cutting priorities which we will be addressing together over the life of this Community Plan. We need to heed residents' concerns about the impact on existing communities of the large numbers of high value high-rise homes being built, including on facilities, quality of life, and on the cohesiveness which has long been a strength of the borough. These views will be considered in the development of our new Local Plan.

Housing pressures

London as a whole has seen unprecedented increases in house prices and rents, driven by significant overseas investment. As highlighted by the Fairness Commission, market rates now bear little relation to the income of most residents. The very high price of property in Tower Hamlets, combined with rising rents, welfare reform, reductions in public funding and restrictions in borrowing for affordable homes, make ensuring sufficient affordable homes for residents one of the biggest challenges we face. Homes that meet the Government's definition of 'affordable' can still be out of reach to many local people,

- ➔ Implementation of the new Community Infrastructure Levy, a non-negotiable levy charged on most new development, will mean that developers who benefit from building housing in the borough will also contribute to developing and extending the necessary infrastructure to support population growth.
- ➔ We are keeping our streets cleaner than in previous years, with significant reductions in litter, graffiti and fly-posting. The council's innovative new app, Find It Fix It Love It, helps residents to instantly tell the council about issues that need to be fixed or cleared up.

including those on low and middle incomes, and affordability is one of the biggest reasons for people planning to move out of the borough.

There is enormous pressure on social housing, with over 20,000 families on the housing waiting list. Just under 40% of existing tenants in both council and other social housing want to move home, with the majority of these wishing to remain within the borough. In particular there is a shortage of suitable family housing, and we know that this has a disproportionate impact on black and minority ethnic and Muslim families. There are also shortages in the number of wheelchair accessible homes for disabled people on the housing register.

Homelessness is getting harder to prevent, and overcrowding continues to be a problem. 16% of households have too few bedrooms, rising to 22% in the social rented sector, and over 42% of people planning to move want to do so because their current home is too small. These issues disproportionately affect black and minority ethnic households. Nonetheless, the council continues to re-house overcrowded families, and these are given high priority on the housing waiting list.

The housing landscape in Tower Hamlets has changed significantly over the last 30 years, with large swathes of the borough regenerated. There has been huge growth in the private rented sector and many residents are understandably concerned about the quality of homes, the insecurity of tenancies in this sector and the impact that large numbers of privately rented properties have on estates and communities, as well as high rents. The council has therefore committed to pursuing a landlord licensing scheme for Tower Hamlets with the aim of improving the quality of accommodation, having more influence over landlords in this sector, and taking action against those who exploit tenants unfairly.

We also recognise that improving housing should go hand in hand with other activities to improve the wellbeing and life chances of our residents, which is overwhelmingly affected by having a job. Increasing employment is another of our cross-cutting priorities, and we will build this into our development and housing activity, with all partners aiming to engage unemployed residents in activity that will help them towards work.

Taking pride in the local environment, making best use of community assets

We have reduced litter, graffiti and fly-tipping. However, public satisfaction with the cleanliness of the local environment is not as high as we would like, and we want to understand and address the reasons for that. We also want to encourage and enable residents to recycle more, to catch up to rates in the rest of London.

We know that having quality community facilities and delivering great services is really important to residents. Now, more than ever, the borough must make the best use of its assets, particularly buildings, making sure they are being well used by the community as well as generating value for money. With population growth putting increasing pressure on these community resources, and public sector funding cuts make it harder to maintain and invest in them, the council and its partners must find innovative ways to utilise spaces, and to generate revenue and investment in local services and facilities.



Current partnership commitments

There are a number of clear partnership priorities which are all contributing to making Tower Hamlets a great place to live, summarised below. These are captured by a range of strategic documents on housing and strategic planning and delivered by multiple partners. In addition, the Fairness Commission made a number of challenging recommendations on housing.

Managing new development

- ➔ Develop a new Local Plan with planning policies to guide and manage future growth

Build more affordable homes for local people and improve the quality of existing homes

- ➔ Build more affordable homes which meet the needs of all residents
- ➔ Develop new models of long-term investment in social housing
- ➔ Provide more homes to meet the needs of disabled people

- ➔ Improve the standard of private rented accommodation
- ➔ Keep all our council housing up to the Decent Homes standard

Deliver key regeneration projects around the borough

- ➔ Begin the regeneration of Whitechapel by realising the Whitechapel Vision Masterplan
- ➔ Continue the regeneration of Poplar including projects at Poplar Baths, Crisp Street, Burdett, Aberfeldy and Bow Bridge
- ➔ Approve a Masterplan for South Quay
- ➔ Continue development of Blackwall Reach

Reduce overcrowding and under-occupation

- ➔ Provide access to the right housing options at the right time

Prevent people from becoming homeless, but support those who do

- ➔ Promote multi-agency working, early intervention and building resilience

Create good quality community spaces and facilities

- ➔ Ensure the implementation of the new Community Infrastructure Charging Schedule for Tower Hamlets, whilst continuing to collect the London Mayor's CIL
- ➔ Develop new libraries, youth and leisure facilities
- ➔ Invest in parks and increase the number and quality of play spaces for children

Making Tower Hamlets 'greener'

- ➔ Tackle air pollution by cutting CO2 emissions
- ➔ Increase the recycling rate
- ➔ Improve road safety
- ➔ Invest in cycling

A fair and prosperous community

Tower Hamlets will be a place where everyone, regardless of their background and circumstances, has the aspiration and opportunity to achieve their full potential

Achievements so far

A thriving economy

- ➔ The employment rate is improving and is now the highest it has been for more than 10 years, narrowing the gap with the rest of London. The number of residents claiming Jobseekers Allowance is reducing in line with London, and the rate of child poverty has fallen significantly in the last 4 years. Regeneration programmes will fuel economic growth so that by 2030 there are likely to be around 100,000 more jobs than at present.

Educational success

- ➔ Tower Hamlets continues to experience significant improvements in education attainment and the borough's schools have been identified as amongst the best urban schools in the world. GCSE results are now consistently above the national average, and at A Level the gap between Tower Hamlets and London has significantly narrowed, particularly for girls.

- ➔ More working age residents now have some kind of qualification, with 44% at degree level, which is above the London average.
- ➔ Local partners have worked successfully in recent years to reduce the number of 16-18 year-olds who are not in education, employment or training.
- ➔ The council has introduced Education Awards for post-16 students and Higher Education Awards to help students with the costs of university, and to offset the effect of changes to Government financial support for students.

A commitment to fairness

- ➔ In 2012 the Tower Hamlets Fairness Commission brought together independent local community leaders and external thinkers to engage residents, local stakeholders, businesses and experts in a debate about growth, economic inequality and increasing austerity. Their recommendations aimed to promote fairness and equality in employment, housing and money. In 2014, one year on from the publication of their report, the Fairness Commissioners expressed that they were proud and impressed with what had been achieved by local partners.



The challenges we face

High and persistent unemployment

Despite the buoyant economy and a rising employment rate, Tower Hamlets continues to have high and persistent levels of unemployment, particularly amongst women and amongst Bangladeshi and Somali residents. Over 12,000 people claim out of work benefits because of illness or disability, 6.2% of the working age population. Increasing employment is a cross-cutting priority for this Community Plan, and we need to make sure that the broadest possible coalition of organisations is assembled to work towards raising skills and incomes, and getting more people into work, with partners building these into every aspect of their activity, including as employers.

Continuing to narrow the gap in educational attainment

Although we have made great gains, there is further progress to make for our young people. Post-16 results have started to improve but we are still slightly below the London average in

terms of performance. Early years attainment also continues to be a challenge, with some of the lowest results in London. Despite overall success, there are variations in GCSE results for some ethnic groups, with White British young people achieving below our targets.

Population growth means continued increases in demand for school places - by 2023, there will be the need for an additional 7,500 primary places and 4,500 secondary places. More free schools are opening, and there is continued pressure from Government for schools to switch to academy status. Tower Hamlets passionately believes that its schools are stronger working together, and with the local authority, to pursue ever greater educational attainment and fulfil the aspirations of local young people.

Alongside improving attainment, we believe that schools can also play a crucial role in developing employment skills in young people and helping them access careers support.

Helping everyone benefit from growth

Despite the optimistic economic outlook for the borough, we know that many local people are still concerned about the cost of living and making ends meet. Tower Hamlets is the third most deprived area in the country. While levels of child poverty have decreased significantly in recent years, they remain the highest in London, affecting 39% of local children. 1 in 5 households has an annual income of less than £15,000, and over half have an income of less than £30,000. At the other end of the scale, 15% of Tower Hamlets households have an income of more than £60,000 per year.

Although there has been a fall in the number of people claiming Jobseeker's Allowance, more Tower Hamlets residents claim benefits than on average in London, with in-work poverty a significant concern. About one third of housing benefit claimants are in paid work.

As a result of the Fairness Commission's recommendations, one of the growing areas of partnership working in Tower Hamlets is reducing the cost of living for families on low incomes by promoting digital and financial inclusion. This is necessary to help tackle the "poverty premium" that these families suffer from as consumers, due to lacking internet access and bank accounts.

Welfare reform

Welfare reform poses one of the biggest challenges to the partnership, in terms of the economic wellbeing of residents as well as the financial impact on the council and housing providers. Partners need to work together to understand and demonstrate its impact on local people, as well as supporting residents through the changes. The government's welfare reforms have disproportionately affected local residents with over 700 households subject to the benefit cap and a further 2300 losing income because of the under-occupancy reduction (often referred to as the "Bedroom Tax"). Locally commissioned research estimates that the cumulative impact of all welfare reforms means that households claiming benefits are now £1670 per year, or £32 per week, worse off. These impacts affect over 40,000 households, over half will be households where someone is in work.

The introduction of Universal Credit, and the transition from Disability Living Allowance to Personal Independence Payments has already begun. Improving digital and financial inclusion are issues particularly relevant to these changes, as benefit claims become online by default and monthly payments are made directly to residents. In terms of the services which support people into work and to progress, feedback suggests they are still too disconnected and not focused enough on the needs of individuals. We know that employment at living wage levels is the only sustainable way to mitigate the impact of welfare reform. A commitment has therefore been made to create more integrated employment services. This will be pursued by a range of partners to create a holistic response to residents in need of

some extra help – not just in terms of employment services, but housing and welfare advice, health and wellbeing, family support, English and maths skills, financial and digital inclusion and childcare. This partnership approach will be essential as we move towards the next phase of welfare reform: the national roll-out of Universal Credit.

Connecting businesses with their community

In its report, the Fairness Commission advocated much stronger links between locally-based businesses and Tower Hamlets residents, through employment opportunities, work experience for young people, contract opportunities for local SMEs, and a better matching of corporate social responsibility activities with local needs. Going forward, this will be driven by a new Business Charter for Tower Hamlets, which will bring together businesses with local public and voluntary sector agencies encouraging everyone to 'buy local, employ local, support local'.

Creating successful high streets

Successful high streets and town centres are an essential part of a thriving local economy and have been the subject of numerous reviews at a local, regional and national level, including the independent review by Mary Portas. Residents and businesses alike want to see a variety of shops and other businesses which meet the needs of local communities and offer a range of jobs for local people, in a pleasant and safe environment. At the same time, they want the proliferation of gambling outlets, fast food takeaways and payday lenders on local high streets kept in check. The council has only recently gained limited powers to directly influence this, and we have begun work to consider what 'successful high streets' means in Tower Hamlets and how we can achieve these together.

Current partnership commitments

Partnership priorities and activities in pursuit of a fair and prosperous community are captured by the Enterprise and Employment Strategies, the work of the Economic Task Force, the welfare reform task group, the Financial Inclusive Tower Hamlets Partnership and the Children and Families Board.

Enable children and young people to achieve their full potential

- ➔ Provide free school meals for all primary school children in the borough
- ➔ Keep pushing our GCSE and A-Level results above the national average
- ➔ Increase aspiration and educational achievement post-16 and on to university
- ➔ Expand our schools and increase the number of school places
- ➔ Deliver ambitious targets for expansion of affordable childcare provision

Better support residents through welfare reform, and into work, through an integrated employment and support service for Tower Hamlets

- ➔ Reimagine local employment services so they work better for local people
- ➔ Enable disabled residents and those with physical and mental health conditions to work
- ➔ Become an online, more digitally inclusive borough

Help reduce the costs of living and eradicate the 'premium' faced by many residents

- ➔ Promote financial inclusion through the Financially Inclusive Tower Hamlets Partnership
- ➔ Support the development of the credit union and a Community Banking Partnership for Tower Hamlets

Develop the skills of residents

- ➔ Generate more apprenticeships, traineeships and other opportunities for young people
- ➔ Develop skills provision for adults needing to re-enter the labour market or upskill
- ➔ Increase the number of employment opportunities for disabled residents

Develop a new Business Charter, and encourage businesses to 'employ local, supply local and support local'

- ➔ Support small and start-up businesses by developing low-cost work space and creating business start-up grants.
- ➔ Encourage more businesses to pay the London Living Wage
- ➔ Develop a successful high streets strategy

Build strong community leadership and social capital through a thriving voluntary and community sector

- ➔ VCS shape strategy and services and co-produce local services
- ➔ VCS resilience and financial sustainability
- ➔ Monitor, evaluate and demonstrate impact

A safe and cohesive community

Tower Hamlets will be a safer place where people feel safer, get on better together and difference is not seen as a threat, but a core strength of the borough

Achievements so far

Falling crime rates overall

- ➔ In 2013/14, total notifiable offences had dropped by over a third from their peak in 2002/03, despite the dramatic growth in population over that time. Personal robbery and residential burglary in particular have reduced, and crime rates in Tower Hamlets are better than in some of our neighbouring boroughs.

A strong sense of community cohesion

- ➔ The vast majority of residents (78%) think that people from different backgrounds get on well together, up from 69% in 2009.
- ➔ Our well-developed and responsive approach to cohesion and tension is recognised by external bodies, and we have effectively resisted organised attempts to divide our communities. This is complemented by a well-established Prevent Programme, led by the council in collaboration with a number of local partners.

- ➔ Working with students, their parents and the wider community, our schools promote tolerance and empathy between different groups, so students understand and reject all forms of unacceptable influence.
- ➔ Tower Hamlets is recognised as an exemplar of equality practice, and the council was recently assessed as Excellent against the LGA Equality Framework for Local Government.

The challenges we face

Addressing fear of crime

As we have reduced crime levels, fear of crime has also fallen considerably. Nonetheless, this remains the top personal concern of residents. There are strong links between drug dependency and acquisitive crime, and between alcohol abuse and anti-social behaviour and violence. We know that tackling problem drinking and drug use is key to reducing these related crimes and reducing resident fear of crime further.

There are a small number of gangs operating in particular geographical areas of Tower Hamlets which are responsible for a significant proportion of youth violence and drug dealing. These contribute to fears about community safety for local residents.



Protecting vulnerable groups

The partnership has recently developed a new strategic approach to tackling violence against women and girls, recognising the range of agencies involved in this work and the need for strong partnership working. Last year there was a 20% increase in reported domestic violence incidents, which may be due to an increase in reporting rather than actual incidents, and clearly validates the priority placed on this area of work.

During our consultation process, people with learning disabilities in particular said personal safety was a key priority for them, as well as increased awareness and understanding of learning disabilities amongst those working in public services.

Current partnership commitments

Partnership priorities under this theme are agreed and pursued through the Community Safety Partnership Board, as set out in the Community Safety Partnership Plan.

Reduce acquisitive crime and anti-social behaviour by tackling problem drinking and drug use

- ➔ Increase the number of THEOs and create joint task forces between the police and council to target hotspots
- ➔ Tackle drugs and alcohol misuse
- ➔ Create safer streets by maintaining our local police presence and improve lighting
- ➔ Address fear of crime and public confidence in the Police and other law enforcement services

Limit local gangs and the impact they have on youth violence and fear of crime

- ➔ Implement our Ending Groups, Gangs and Serious Youth Violence Strategy, to tackle gangs and serious youth violence

Strengthen partnership work to reduce domestic violence and violence against women and girls

- ➔ Increase investment in victim support and encourage reporting

Promote community cohesion

- ➔ Continue to deliver a Preventing Violent Extremism programme
- ➔ Increase the number of hate crime reporting sites

Find solutions to increase cycling safety on busy roads

- ➔ Develop ten-year strategy for improving cycle safety
- ➔ Add segregated cycle lane capacity where feasible, subject to local servicing needs
- ➔ Maintain high profile cycle safety awareness campaigns

A healthy and supportive community

Tower Hamlets will be a place where people are supported to live healthier, more independent lives and the risk of harm and neglect to vulnerable children and adults is reduced

Achievements so far

Improvements in healthy living

- ➔ We have worked to improve the circumstances and surroundings which affect residents' health. For example, we have increased and improved green spaces, increased the availability of healthy food, reduced the availability of counterfeit tobacco, alcohol and drugs, widened access to sexual health services, and ensured that people are informed and empowered to lead healthy lives.
- ➔ In early years, more babies are breast feeding, childhood immunisation rates are amongst the highest in the country (having risen from below the national average), and teenage pregnancy rates have fallen.
- ➔ More than 11,000 residents have been supported to stop smoking over the last four years.
- ➔ We have made dramatic progress in monitoring and controlling blood pressure for people with diabetes and coronary heart disease (CHD), with amongst the best rates of testing in England.

- ➔ Our performance has improved from amongst the worst in the country to amongst the best in prescribing for high blood pressure, the proportion of those with CHD suffering from high blood pressure, and the proportion dying from CHD.
- ➔ Tower Hamlets Clinical Commissioning Group was ranked as the best in England in 2013/14.
- ➔ We now have the best rate in England for identifying and measuring respiratory diseases, having previously been in the lowest 20%. This is crucial in enabling these diseases to be properly diagnosed and managed.
- ➔ We have a dedicated Mental Health Strategy setting out how partners will work together to improve outcomes for people with mental health problems. We have a new primary care mental health service, and we are strengthening those services for mothers and babies, as well as improving the partnership approach to working with children and young people with a mental health problem. Our services to help people stop smoking and deal with obesity have specific provision for those with serious mental illness, and we have established a psychiatric liaison service at the Royal London Hospital for those attending A&E or requiring inpatient care.
- ➔ Progress has been made with dementia diagnosis, with Tower Hamlets now having the second highest diagnosis rate in London. We have a range of services for people with dementia and their carers, including specific clinical support to care homes and four "dementia cafes" running each month, including two specifically for Bangladeshi residents.



- ➔ We have also awarded grants to user-led groups to help them provide peer support to others suffering mental health problems. Our Health and Wellbeing Board was the first in the UK to sign the Time to Change Pledge to stamp out mental health stigma and discrimination as a partnership.
- ➔ NHS Tower Hamlets Clinical Commissioning Group has been recognised by Britain's most prestigious health sector awards for its successes as an organisation, and in improving care through technology.

Improving social care and integrating it with health services

- ➔ We remain committed to the health, well-being and independence of vulnerable people and have developed a very successful reablement service to promote this. All users of our services who need social care support will continue to receive intensive, free reablement input to enhance their independence, choice and control at the start of their social care provision. Local surveys show that the quality of life for users of adult social care services is improving, with more residents having greater control over their package of support.

- ➔ Children's social care services are also working well, and both safeguarding and Looked After Children services have been rated as good by Ofsted.
- ➔ Local services are putting people in control of their health and wellbeing, personalising care and supporting the self-management of conditions and the promotion of independence. This will build resilience and independence in individuals and families - a cross-cutting priority for the Community Plan.
- ➔ Tower Hamlets is part of an integrated care programme for north east London given pioneer status by the Department of Health. Through this, we are ensuring that social care and health services are provided seamlessly, irrespective of the provider. We also now have mental health professionals working in integrated health and social care teams for people who have multiple health needs.

The challenges we face

Persistent health inequalities

Reducing the inequalities in health and wellbeing experienced by so many Tower Hamlets residents is one of the biggest challenges facing the borough. Although life expectancy has risen over the last decade it continues to be lower than the London and national averages, and significant health inequalities persist. We know that people in Tower Hamlets tend to become ill at an earlier age and this is reflected in the 'healthy life expectancy' figure which is significantly lower than the national averages. 13.5% of residents have a disability which limits their daily activities, and Tower Hamlets has a higher number of residents with a severe disability compared with London and England, despite our relatively young population. Tower Hamlets has some of the highest death rates due to cancer, cardiovascular disease and chronic lung disease in the country, as well as the highest infection rates of HIV, tuberculosis and sexually transmitted infections.

Ensuring good mental health and wellbeing

Good mental health and wellbeing is fundamental to life outcomes and quality of life. Tower Hamlets has a high prevalence of risk factors that can contribute to the development of mental health problems in individuals, for example long term unemployment, homelessness, and harmful alcohol use.

Tower Hamlets has a very high prevalence of mental health problems. We have the fourth highest proportion of people with depression in London, the fourth highest incidence of first episode psychosis, and the highest incidence of psychosis in east London, according to GP registers. In total there are approximately 30,000 adults estimated to have symptoms of a common mental health problem in the borough, and between 3,400 and 15,000 children at any one time are likely to be in touch with professionals due to concerns about their mental health.

The impact of mental health problems on individuals, families and communities can be profound. Mental illness has the same effect on life-expectancy as smoking, and a greater effect than obesity. Amongst people in work, mental illness accounts for nearly half of all absenteeism; and amongst people out of work, almost half are on incapacity benefit on account of a mental health problem.

A focus on health across the life course – from birth to death

Maternal health – before, during and after pregnancy – and the first few years of a child's life are a critical period for a child's longer term health and wellbeing. Infant mortality in Tower Hamlets is not significantly different to the rest of London, but more babies are born with a low birth weight. This is not surprising given the correlation between birth weight and deprivation. In terms of behaviours which affect the health of a baby, 4% of mothers smoke during pregnancy, but this rises to 16% amongst white mothers. However there are good levels of

breastfeeding, significantly higher than the national averages, and immunisation take up for under 5s is amongst the highest in the country. Unfortunately, Tower Hamlets has some of the highest levels of child obesity in the country, with 13% of children in Reception year obese, increasing to 25% by Year 6.

The health of older people in Tower Hamlets needs particular focus. A survey of residents showed that more older people in Tower Hamlets are limited in their day-to-day activities compared with the average for London and England. 80% of over 80s have at least one chronic condition, and 35% have at least three at the same time. We strongly suspect dementia is underdiagnosed, and Tower Hamlets has the second highest stroke mortality rate in London. 50% of older people live below the poverty line and a high proportion live alone.

There is therefore significant concern about loneliness and isolation of many older residents, and the effect that has on their health. Furthermore, only 10% of older people consume the recommended level of fruit and vegetables and only 20% get the recommended amount of exercise.



Challenges to healthy living in Tower Hamlets

We know that there are higher levels of 'lifestyle risk factors' in Tower Hamlets compared to elsewhere. There are higher levels of tobacco use, unhealthy diet, physical inactivity, problem drinking amongst those who drink alcohol, risky sexual behaviours and drug use. These can be made worse by the environment we live in. For example, there are 42 junk food outlets per secondary school in Tower Hamlets.

The spectrum of factors influencing the health of our population is broad, and so we need all partners to take a part in improving this across the full range of their work. For this reason, healthier lives is a cross-cutting priority which we will be focusing on over the next four years.

High numbers of carers

Unpaid carers provide essential and highly-valued support for family members, neighbours and friends with needs. The 2011 Census identified that in Tower Hamlets, 7.6% of our residents are in this position. Of those, 43% provide more than 20 hours of care a week, and a quarter provide

over 50 hours a week – much higher than the London and England averages. 3% are young carers, 29% are aged 50 and over, and 9% are aged 65 and over.

The Care Act has increased the responsibilities of local agencies in relation to carers, ensuring they are given more support and encouraged not to neglect their own health and wellbeing.

Continued structural change and financial pressures in the health economy

There have been significant changes to the NHS, with responsibility for commissioning most local health services shifting to Clinical Commissioning Groups comprised of local GPs and other health professionals. In the wake of this, the establishment of the Health and Wellbeing Board, and the development of the Health and Wellbeing Strategy, has enabled local partners to work better together to address health inequalities and consider much more seriously how we can embed health considerations in all aspects of policy. Change will continue over the next few years with the implementation of the Care Act and the continuing shift towards integration between health and social care services. Whilst all of this can create opportunities, it also presents a huge challenge in ensuring the efficiency and effectiveness of local health services. Financial pressures on health services are significant, with NHS and social care services facing continued demand pressures and no real increase in funding.

Current partnership commitments

Ensuring the residents of Tower Hamlets are healthy and well supported is the responsibility of the Health and Wellbeing Board, a statutory partnership body, as well as the Children and Families Partnership Board. Their priorities are captured by the Health and Wellbeing Strategy and Children and Families Plan.

Ensure a healthy start for every child

- ➔ Promote maternal health and people's experiences of maternity services
- ➔ Reduce infant mortality and promote infant health
- ➔ Ensure that all children are physically, emotionally, behaviourally and cognitively ready for school

Empower people to live healthy lives together

- ➔ Tackle obesity and promote physical activity
- ➔ Reduce the prevalence of tobacco use and substance misuse
- ➔ Promote good sexual health

Promote good mental health and wellbeing

- ➔ Build resilience, mental health and wellbeing for all
- ➔ Provide high quality treatment and support
- ➔ Support people to live well with a mental health problem

Early identification and person-centred care for people with disabilities, long-term conditions and cancer

- ➔ Create better care at home to help residents stay out of hospital
- ➔ Embed promotion of healthy lives into health and social care pathways through 'Every Contact Counts' programme
- ➔ Increase early awareness of symptoms of cancer, and reduce delays in cancer pathways

Integration of health and social care to provide joined-up and person-centred support

- ➔ Work together to support people's independence and help them live safely in their own homes where possible
- ➔ Work with the local voluntary and community sector to take individuals' wider needs and circumstances into account
- ➔ Explore joint health and social care personal budgets

Influence the wider social and environmental determinants of health

- ➔ Limit the impact of 'unhealthy' businesses on our high streets
- ➔ Tackle loneliness and reduce isolation amongst older residents

Safeguard children through focus on sexual exploitation, harmful practices, children with disabilities and implementing a new neglect strategy.

Working with neighbouring boroughs to ensure safe, sustainable and high-quality health services

- ➔ Improve the health of our residents and help them take control of their own health
- ➔ Provide more co-ordinated health, social and mental health care
- ➔ Prepare for our growing and ageing population

What we've heard

The Community Plan Your Borough Your Voice consultation has done much to generate debate, raise awareness and develop local partnerships. From late summer 2014, we carried out a wide range of exercises to canvass the views of residents and other stakeholders in the borough on what we should prioritise in this Plan. Local people of all ages and backgrounds came together to talk about the issues that matter to them.

We asked residents at Community Ward Forums to feed in their views, and held an event for Community Champion Coordinators. However, it was also important to talk with residents who are not engaged on a regular basis with the council or its partners, and so special events were held at

markets across the borough, as well as at Asda on the Isle of Dogs. We met with representatives of a wide range of service user groups, third sector organisations and interest groups. Members of the partnership also discussed the Plan at meetings of their themed Delivery Groups, as did the council's Overview and Scrutiny Committee at its first meeting in 2015.

Alongside the above, a web-based survey was undertaken which was publicised online, in East End Life and at the above events. We also held two full-day in-depth events with residents, looking at service priorities in detail.





Housing for all

Residents are worried about the affordability of homes being developed in the borough, with many households on low wages feeling that they are beyond the reach of most people who want to live in Tower Hamlets. Suitable housing options that meet the needs of people with learning disabilities, mobility issues or mental health problems are specific challenges.

Residents want the partnership to secure the continued existence of mixed communities through supporting a range of affordable housing choices that reflect the people who live and aspire to reside in the borough. They also want less development of high value housing which promotes gentrification and creates a divide, leaving certain communities behind.

Residents also highlighted the importance of issues such as drugs misuse and anti-social behaviour which can blight individual and community life on estates, and emphasised how good housing and good living conditions is fundamental to wellbeing and cohesion.

Equality of opportunity and when managing austerity

The importance of ensuring that public sector funding is distributed fairly across groups was raised by local communities. Residents feel that increased transparency in decisions over public savings should be a crucial aspect of the council's and partnership's commitment to fairness. Local people also highlighted the issue of fairness when attempting to address the negative impacts of population growth within the borough. One resident said, "Community Champions are a good example of how to get involved in local action and setting priorities." Residents highlighted that public services should recognise the time and effort of people that save public money, such as carers and volunteers, and should help empower and enable these individuals to continue making a difference to people's lives. For example, a resident told us: "I like the idea of giving more small grants for faith and charity groups involved with young people which build on the good work being done in the community." To this end, local groups want to work more closely with the partnership to fundraise from external sources and maximise inward investment in the borough. Residents also view culturally specific services as key to tackling problems amongst some communities who are wary of the authorities, such as addressing the stigma associated with domestic violence.

Local people want the partnership to be mindful of the rising costs of living which may prompt households to turn towards, and become dependent on, unhealthy safety nets such as loan sharks. Residents want to live longer and lead better lives, and understand the importance of wider environmental factors such as healthy eating which can impact on this. They want healthy food available at affordable prices.



Enterprising Tower Hamlets and improving resilience

Residents highlighted the importance of support to secure sustainable employment including to address gaps in knowledge around how to access jobs, soft skills and networks, especially since employment is closely linked to welfare reforms. They feel greater investment and support tailored for disabled people to access the job market is required. Many community and voluntary groups underscore the fact that the financial services sector is not the only provider of jobs in the borough, and that the opportunities offered by other types of business in the borough should be maximised for local people. There is also concern that low aspirations amongst some within the borough's population remain unchallenged and that education should continue to play a pivotal role in breaking the cycle of poverty and raising ambitions. Residents told us: "By working with communities you increased our local skills and

confidence and a sense of pride starts to grow where people become positive about their future." A lack of childcare provision, specifically affordable childcare to enable parents to work, is a pressing concern for local residents. This provides a significant barrier to employment, particularly for single parents.

There was anxiety amongst consultees about the high and persistent levels of in-work poverty in Tower Hamlets. This is why they want the London Living Wage to be adopted borough-wide by employers to help ensure a fairer society. Residents care about helping people manage their money as this is important to help households out of debt and into saving – the provision of expert advice to solve deep-seated financial or housing problems is important.

Cleaner, safer Tower Hamlets

The value of the borough's public realm as the space in which public life takes place was highlighted. It helps to deliver far reaching social, economic and environmental benefits. Taking pride in the local environment means that residents want the council to act more punitively on people who litter, fly tip or do not recycle. They also want to see a reduction in the number of cars on the roads and a reduction in speeding on residential streets which poses a threat to safety.

Concerns about the impact on quality of life of anti-social behaviour and drug use were a particular theme of resident feedback. Many living on estates wanted to see more action taken by partners to address these issues, and for communities to be given support to address them.

Working better together

Cross-cutting partnership priorities for 2015 onwards

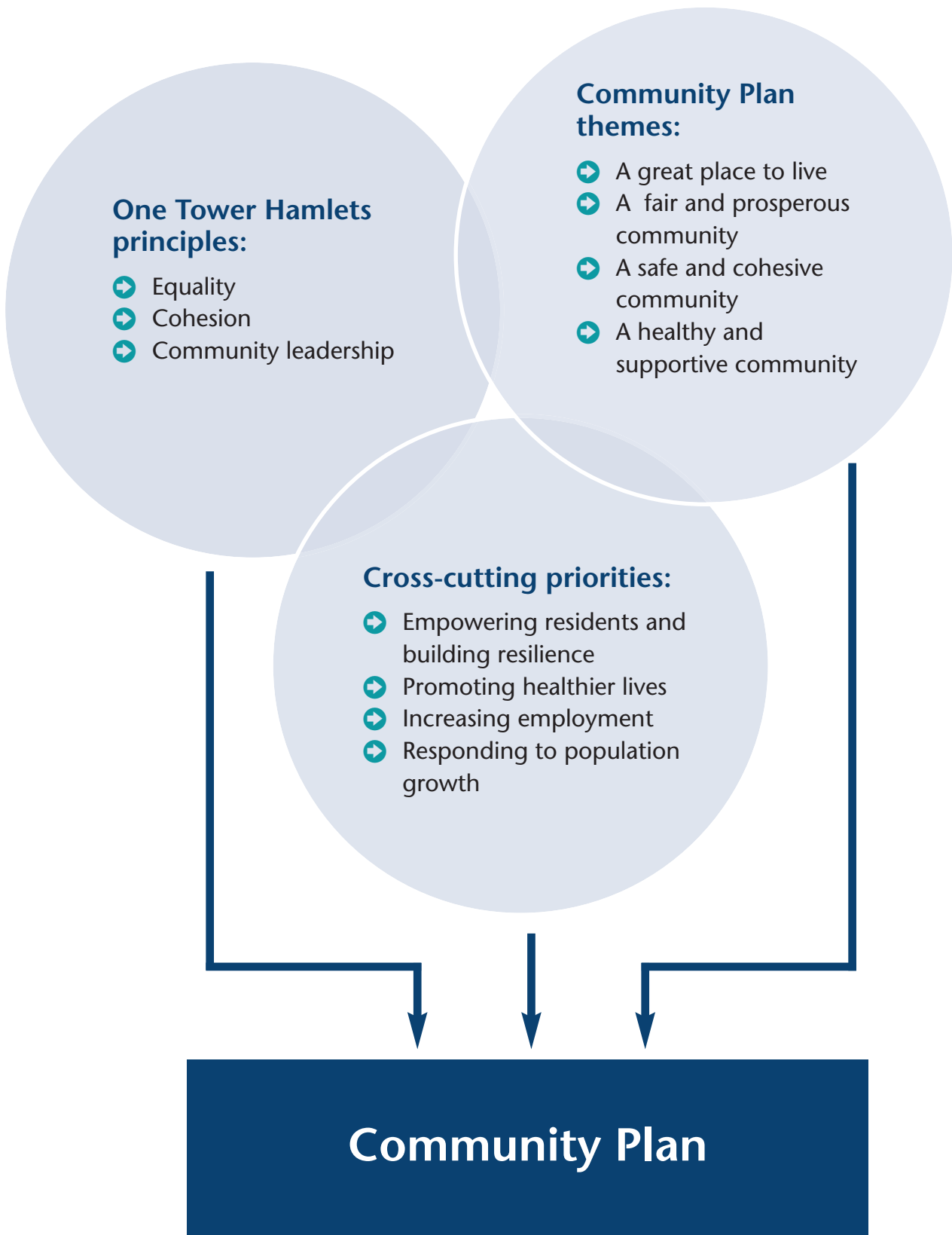


We have reviewed our achievements, current challenges and existing priorities, in relation to the four Community Plan themes. Partnership working to pursue these priorities is well embedded and overseen by a range of partnership bodies – our Community Plan Delivery Groups – including the Health and Wellbeing Board, the Economic Taskforce, the Children and Families Partnership Board, the Community Safety Partnership Board and the Tower Hamlets Housing Forum. Each of these bodies has a clear set of priorities, action plans and a network of sub-groups which drive forward partnership work in their area.

In developing a Community Plan for 2015 onwards, partners have emphasised the need for something which builds on and complements our existing partnership work, rather than replacing it. For this reason the Community Plan themes have been retained. The only change is the aim of a 'fair and prosperous community'. All partners wanted to reflect the contribution of the Fairness Commission to the debate about economic growth in Tower Hamlets, and emphasise that the community wants to see everyone benefiting from economic growth and prosperity, with a fair distribution of resources and opportunities across the community, not growth at any cost.

To be more than a summary of ongoing work, the Community Plan needs a purpose of its own. In developing this plan we therefore looked at areas of work that do not fit neatly into the work programme of one of the existing Community Plan Delivery Groups or strategies, and at challenges which have been resistant to improvement in the past. Partners want to use this new plan to accelerate progress and harness the efforts of all partners around a few key shared goals, thereby adding value to existing work. Partners considered a range of areas and challenges which met these criteria, and developed a set of high level and cross-cutting priorities which will be the focus of collaborative partnership action for the lifetime of this plan. It is the intention that these priorities will galvanise and motivate partners, strengthening and deepening our focus in these areas and making a real difference locally. The four key priorities agreed are set out in the remainder of this Plan. More detailed delivery plans will be developed for each of the agreed collaborative action projects.

The following diagram illustrates the close relationship between these priorities and current partnership work, as well as the One Tower Hamlets vision, and how these elements work together to form the Community Plan.



Priority 1: Empowering residents and building resilience

We know that partnership organisations need to do everything in their power to enable residents to support themselves in all aspects of their lives. This is especially true in a context of significantly reducing public sector resources. The more resilient our communities and the better residents can support themselves and each other, the more partner organisations can do with the resources we have. We recognise that the nature of some services in the past has sometimes led to people becoming too dependent on them, which is not good for that person, the community nor the service overall.

By making this a cross-cutting priority in the 2015 Community Plan, we can bring partners together to consider all opportunities to create more engaged and resilient communities. This will be through a better understanding of when and how residents can be involved in designing and delivering public services and how we can support this fully. We already have a dynamic voluntary and community sector, but we need to all come together to develop a collective approach and build capacity in that sector further. This may involve helping voluntary sector organisations run as efficiently as possible, maximise the use of their assets and engage more with the private sector. Co-production is an important element of this, and we will ensure that this is a key part of commissioning undertaken by partners. The Council's renewed Mainstream Grants Process for 2015-18 is embedding these principles, with a theme particularly focused on greater community engagement and resilience.

An important way which we know builds the resilience of individuals and families is a focus on early intervention and prevention. We will continue to work with children, young people

and their families to understand and improve their wellbeing, before they reach crisis point.

In social care, we are investing in technology and integration of services which will reduce the numbers of people being admitted to hospital and delay their need for care. We are also rolling out personal budgets across health and social care. We have identified that some groups are particularly isolated from their communities and that work to tackle loneliness and isolation can build resilience, improve wellbeing and reduce demand for higher cost health and care provision.

There are also opportunities for communities to contribute to and influence service provision and decisions - for example, Healthwatch represents residents in sitting on the borough's Health and Wellbeing Board, and ward forums offer people a chance to influence their local services. We will also be training people to research and feed back residents' perceptions on health issues and local services.

We recognise that it is more difficult for some groups to engage with public sector organisations, and so we support a range of forums to help bridge the gap. The council is committed to hearing the voices of often excluded communities and ensuring that 'every voice matters'. To do this, we will be formalising funding for these forums, and councillors will be more involved in championing their work. These forums will also be increasingly looking to involve people from the community in their activities, in order to raise their profile and reach out to their communities, so that they are as representative as possible.

Partners are also committed, through the multi-agency Digital Inclusion Strategy recently agreed by the council's cabinet, to facilitating access to the internet for residents, including providing wi-fi in key locations, and giving them the skills to be able to use it. This can empower residents in a variety of ways, from enabling financial inclusion

(online banking offers accessible and instant tools for money management), to allowing them to have their say in consultations (which are increasingly online, as part of the government's "digital by default" agenda).

Within the context of this range of ongoing work, it is proposed that the Partnership focus on the following collaborative action projects for the life of this Community Plan:

- ➔ Addressing loneliness and isolation through a partnership-wide action plan.
- ➔ Engaging all partners in the delivery of the Tower Hamlets Digital Inclusion Strategy to make Tower Hamlets a digitally inclusive borough. This will include provision of free Wi-Fi in our public spaces, and we will investigate the provision of Wi-Fi or fibre-optic internet in social housing blocks. Support through digital skills training and champions will also be increased.
- ➔ Developing a strategy to enhance community engagement. We will review the Community Champions model and also look at other ways of engaging with the community and partners, and in the design and delivery of local services. This will include meetings in the community, active engagement with existing groups and the encouragement of active community groups in areas, and for sectors, where this is limited.
- ➔ Enabling individuals and community organisations to apply for funding to help reduce the energy use and carbon emissions in their area, as well as to provide other benefits.

To measure progress towards building resilience we will develop a set of outcome measures relating to the above activity.

Priority 2: Promoting healthier lives

In line with national trends, life expectancy in Tower Hamlets has been improving year on year. However, health inequalities between Tower Hamlets and the rest of the country remain high and there are also significant health inequalities within the borough that closely correlate with levels of socioeconomic deprivation.

Tackling health inequalities requires a whole system approach recognising the importance of wider determinants of health (e.g. income, employment, education), healthy environments, (e.g. housing, physical environment), strong communities and integrated services promoting prevention and early intervention. This approach also recognises that behaviours impacting on health, such as diet, physical activity and smoking, are strongly influenced by the environments that people live in. Understanding the most effective ways of utilising our resources to change those environments requires robust and reliable evidence, and so we will add to the data on which we base our activity.

We will put health and wellbeing at the heart of everything we do across the partnership. By making healthy lives a partnership priority we aim to build on existing work and develop a borough-wide focus on healthy living, with all partners considering their role and impact on improving health and wellbeing in the borough. For example, we are seeking to make the whole borough a car no-idling zone. We will also reduce the numbers of people killed and seriously injured on our roads by imposing a speed limit of 20mph on residential streets across the borough.

In primary schools, Tower Hamlets is leading the way in supporting health and wellbeing. This includes offering nutritious free school meals to all pupils and by equipping staff to address emotional and mental health issues. As agreed by the Health and Wellbeing Board in its Healthy

Lives action plan for 2015/16, the Healthy Schools programme is being expanded to take in sexual health and relationship issues, as well as drugs, alcohol and tobacco use. We are also developing a health offer to young people which will be available through our youth centres.

In its action plan, the Health and Wellbeing Board has also committed to make drugs and alcohol services for all residents more joined-up, and to increase screening for sexually transmitted infections and improve diagnosis of Hepatitis B and C cases. To complement this, we will also increase the uptake of contraception.

We aim to better harness the power of local people and peer support. We are developing a community-led pilot programme to identify where older residents are suffering from isolation and loneliness, as evidence suggests this has very real implications for their health and wellbeing. In each of the three neighbourhoods participating, we will develop networks of local people to understand and take action to tackle loneliness. More broadly, the community will lead a programme to tackle poor mental health, raising awareness of this issue and helping to identify those at risk, as well as helping those in need of support to access it.

We will seek new ways to achieve the environmental and behavioural change needed to improve health and wellbeing, bringing a strong partnership focus to making progress against issues where this has been challenging. On childhood obesity, for example, the Healthy Lives action plan sets out that we will help children and families manage their weight, and increase access to healthy food that is also affordable. We will also make walking an easier and more attractive option for getting around the borough, and the Play Streets initiative will make it easier for young people to enjoy sport and physical activity in their local areas.

Within the context of this range of ongoing work, it is proposed that the Partnership focus on the following collaborative action projects for the life of this Community Plan:

- ➔ Delivering a cross-Partnership campaign to 'get Tower Hamlets more active', which will include a focus on:
 - ➔ encouraging walking and cycling
 - ➔ enhanced use of parks, sport and leisure facilities
 - ➔ improving road safety
 - ➔ supporting people with disabilities to be more active.

- ➔ Establishing a campaign for healthy food, focusing on:
 - ➔ tackling fast food prevalence
 - ➔ increasing options for accessing healthy food.

To measure progress towards promoting healthier lives we will develop a set of outcome measures relating to the above activity.

Priority 3: Increasing employment

Employment rates have improved dramatically in Tower Hamlets and across east London, but the borough still has some of the lowest rates of employment in the country, particularly amongst women and some minority ethnic groups. We know that unemployment due to ill health, especially mental ill health, is a huge issue and a significant challenge for the partnership. Whilst there are many local partners doing a lot of work to help more residents into work, employment underpins wellbeing and life chances to such an extent that there is real benefit from bringing a broader range of organisations together on this agenda.

There are a large number of Tower Hamlets residents who have low skills, have not worked for some time and are a long way from being 'job-ready'. All partners can play a role, making every contact count, engaging the unemployed residents they work with in some form of activity, programme or learning – encouraging and supporting them to move a step closer to work. For example, the council, Tower Hamlets College, Jobcentre Plus and other partners are already working together to prepare residents with a range of relevant skills and support to help them compete in the local job market.

Young people can now access progression support, including specialist careers guidance where necessary, in our youth centres; and careers advisers help those on the Positive Activities for Young People programme plan their next steps. We need to continue to embed employment skills and careers guidance into work with young people and their families in schools.

We also need to build employment activities into healthcare pathways and in particular into recovery from mental ill health.

Training should be a viable and attractive option for residents who can benefit from it. For example, the council, schools and the National Apprenticeship Service plan to work together to create more local apprenticeships.

An identified barrier to work for many families is affordable and accessible childcare. This issue was identified by the Fairness Commission, and further work is needed to progress this. Flexibility of working hours to accommodate childcare responsibilities was also raised in the course of the public consultation.

We also plan to engage more local employers through our networks and supply chains, and bring a stronger employment focus to regeneration, development and housing activities. Partners can also play a significant role

in increasing employment through their activities including their own recruitment and employment practices.

This priority will also require us to engage and reach out to businesses more, successfully engaging them in a range of agendas which meet the needs of their business as well as those of the local community, through our new Business Charter, "Tower Hamlets Works".

As a partnership, we recognise that we can make the greatest impact on increasing employment by working together, pooling our resources and integrating our services. For this reason, we will bring together all employment advisory services into one community hub, along with other relevant support and outreach. This will also facilitate the sharing of information about available jobs, acknowledged by partners as crucial in providing employment support.

Within the context of this range of ongoing work, it is proposed that the Partnership focus on the following collaborative action projects for the life of this Community Plan:

- ➔ Delivering a cross-Partnership Integrated Employment service that addresses broader needs which can act as a barrier to employment (eg skills, housing, health, money management, welfare reform advice). We will do this by piloting services into Whitechapel and Chrisp Street Idea Stores, introducing a triage-like first contact system with a view to delivering this model more widely across a range of appropriate locations.
- ➔ Developing a new approach to improving the local childcare offer and making it more affordable.

To measure progress towards increasing employment we will develop a set of outcome measures relating to the above activity.

Priority 4: Responding to population growth

Tower Hamlets has experienced the fastest growing population in the country in recent years, and this fast-paced growth is expected to continue. The current population of 272,000 is expected to rise to 320,000 by 2022 and to over 350,000 by 2033. As the population is growing its profile is changing – much of the growth is driven by an increase in the number of young working professionals. Tower Hamlets has the highest proportion of residents aged 21-28 of anywhere in London, and the lowest proportion of residents aged 40 and over.

Although Tower Hamlets has a low number of older residents compared to other boroughs, their number will increase over the coming years, particularly the number of residents aged 85 and older. The growth in the number of much older residents will put increasing pressure on services for that age group, particularly adult social care services. We need joint approaches to developing infrastructure and managing service demand, working together to ensure effective use of limited resources.

Tower Hamlets has long been a very diverse borough and is currently the 16th most diverse local authority area in the country, with 43% of residents born outside the UK, 90 languages spoken and a high level of population churn. This growing and changing population puts increasing pressure on local services and infrastructure. It is fuelled by the building of new private homes, which does not relieve the enormous pressures on affordable housing. We aim to secure new affordable homes over the next four years, while ensuring that the impact of new development on communities is taken into account in the new Local Plan. These will be delivered by a combination of the council and

housing associations, as well as by private developers contributing as a result of planning agreements, and around 30% will have three or more bedrooms for larger families.

An increasing proportion of residents are living in Tower Hamlets' growing private rented sector. There will be a strong focus on improving conditions in this sector, including a landlord licensing scheme, with action taken against landlords who exploit their tenants unfairly.

As partners we need to ensure that we maintain quality of life in a borough which is growing and changing so quickly. This includes a planned and coordinated approach to delivering infrastructure that meets the needs of new and existing residents, workers and visitors. To this end, we are planning for more health facilities, including GP surgeries, as well as new primary and secondary school places. We are also planning to improve green spaces, transport connections, community facilities and other elements of the borough's infrastructure. Existing funding mechanisms such as the Community Infrastructure Levy and Section 106 will be used to secure and deliver some of the infrastructure needed. We are additionally seeking other funding mechanisms and opportunities to deliver the necessary infrastructure.

Our Whitechapel Vision illustrates how we want development to progress in Tower Hamlets, as along with new homes, this will lead to the creation of new public spaces by 2023. Local employment and affordable workspace development will be integral to the regeneration of the area.

The above will form part of a new Local Plan, which will be prepared to respond to the challenges of growth in our borough, and will include planning policies to manage new development. These policies will ensure that the right types of development are permitted in the right locations, and will identify the community



facilities and infrastructure required to support this growth. The Local Plan will be prepared in consultation with our community.

It is important that we fully understand the nature of our changing population, including the particular needs of new or smaller communities. This will involve obtaining and using data effectively.

Within the context of this range of ongoing work, it is proposed that the Partnership focus on the following collaborative action projects for the life of this Community Plan:

- ➔ Developing a new Local Plan to manage future levels of growth and development. This will include working to understand the need for future infrastructure, such as school places, GP surgeries, green spaces, transport connections, and community facilities amongst others.

- ➔ Reviewing the Partnership's approach to cohesion, including for new and smaller communities, for example the Somali community. This will also have an intergenerational dimension.
- ➔ Incorporating within regeneration – including at Whitechapel – projects which bridge communities and promote cohesion.
- ➔ Understanding our changing communities, including through a renewed partnership approach to data use.

To measure progress towards responding to population growth we will develop a set of outcome measures relating to the above activity.

Enablers

In addition, there are some different ways of working which will enable partners to have a greater impact on these proposed priority areas. Partners will work together to understand and respond to financial interdependencies across the partnership. This is crucial as there is increasing pressure on all public sector organisations to reduce costs and do more with less. There is still much potential to explore sharing of services and assets across the partnership. This could mean sharing buildings or services or people. We want to make sure local services are more integrated, reducing inefficiencies and making it much easier for residents to navigate between services. Key to this will be understanding population growth and the impact it is having on our communities and the new communities being created, as well as our ability to deliver services.

One Tower Hamlets

The One Tower Hamlets vision has underpinned our Community Plan and our Partnership for the last seven years. The vision is to reduce inequality, promote community cohesion and enable community engagement and leadership by giving people the tools and support to improve their lives.

The One Tower Hamlets vision is of a borough where everyone has an equal stake and status; where people have the same opportunities as their neighbours; and where people have a commitment and a responsibility to contribute to the well-being of their communities. Tower Hamlets is a place of immense opportunity, but poverty and inequality can stop local people achieving their full potential.

Existing plans and strategies seek to ensure that we tackle this inequality in all we do. Partner organisations are making the promotion of equality an integral factor in the design and delivery of their services, alongside dedicated initiatives to directly address inequality due to age, disability, gender, ethnicity, sexual orientation or religion and belief.

One Tower Hamlets also means bringing different parts of the community together, encouraging positive relationships and tackling divisions between communities. 78% of residents agree that people from different backgrounds get on well together, and we have worked with people from across the borough's diverse communities in a unified response to those who seek to divide us. For example, in response to an EDL demonstration, partners supported and took part in a very successful solidarity march, including community and faith leaders, young people, residents, the Police, the council and other local organisations.

A third element of our approach has been focused on providing strong leadership, involving people and giving them the tools and support to improve their lives. The number of people who believe that they can influence decisions affecting their local area is increasing, and Community Champion Coordinators play a vital role in supporting local communities. The Fairness Commission brought together people from a wide range of sectors including big business, public services and small community groups to come up with ideas on making Tower Hamlets a fairer place, which we are now implementing.

These principles remain at the heart of the way in which we will seek to deliver the Community Plan priorities. In particular we will drive this through:

- ➔ A focus on fairness and ensuring that no community is left behind which is key to maintaining cohesion across the borough
- ➔ A focus on empowerment and resilience that will ensure that communities are engaged and capacity is built for community leadership
- ➔ A focus on healthy living and employment that will enable us to tackle some of the key barriers to equality, and to focus particularly on more disadvantaged parts of the community.


Making One Tower Hamlets a reality will also mean redoubling our efforts to inform and engage local people and make every voice count. This will include looking again at the structures of the Partnership which communicate with and engage people at a neighbourhood and ward level.

Delivering the priorities

We are in the process of developing plans to implement the new cross-cutting priorities agreed by partners, and these will be published once complete. In the meantime, work to deliver our existing commitments will continue through our Community Plan Delivery Groups.



EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

Name of 'proposal' and how has it been implemented (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	The Tower Hamlets Community Plan
Directorate / Service	Corporate Strategy and Equality, Law Probity and Governance
Lead Officer	Leo Nicholas, Senior Strategy, Policy & Performance Officer, Corporate Strategy and Equality
Signed Off By (inc date)	Louise Russell, Service Head Corporate Strategy and Equality
Summary – to be completed at the end of completing the QA (using Appendix A) (Please provide a summary of the findings of the Quality Assurance checklist. What has happened as a result of the QA? For example, based on the QA a Full EA will be undertaken or, based on the QA a Full EA will not be undertaken as due regard to the nine protected groups is embedded in the proposal and the proposal has low relevance to equalities)	<p>Example</p> <p> Proceed with implementation</p> <p>As a result of performing the QA checklist, the Community Plan does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.</p>

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Stage	Checklist Area / Question	Yes / No / Unsure	Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify)
1	Overview of Proposal		
a	Are the outcomes of the proposals clear?	Yes	The Community Plan has four key themes with highlighted outcomes in addition to four cross-cutting priorities. Residents, staff and community groups/forums/partners have

			<p>all been asked for their input through the Community Plan consultation programme. The outcomes and identified priorities from the consultation exercise have contributed to shaping the Community Plan. Consultations were undertaken with a broad range of stakeholder groups which ensured that we considered the needs of all the protected characteristics in line with the Equality Act 2010.</p>
b	<p>Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)? Is there information about the equality profile of those affected?</p>	Yes	<p>The Community Plan should affect every resident in the borough, hence the broad consultation during its development. There is a good understanding of the borough's profile and this data has influenced the refreshing of the Community Plan.</p> <p>The most recent figure for the resident population of the borough is the 2013 mid-year estimate from the Office for National Statistics, currently 272,900.</p> <p>Age Tower Hamlets has the highest proportion of residents aged 21-28 of anywhere in London and the lowest proportion of residents aged 40 and over.</p> <p>However, in Tower Hamlets the number of residents aged over 65 fell from 18,373 in the 2001 Census to 15,500 in 2011.</p> <p>The Census 2011 tells us that there has been a significant increase in working age residents, with almost half (47 per cent) of residents in the borough falling in this group.</p> <p>Disability In 2011, 7 per cent of Tower Hamlets residents stated that their day-to-day activities were limited a lot and another 7 per cent stated that they were limited a little. 4.1 per cent of Tower Hamlets' working age population have severe disabilities and in 2011/12 there were 685 people</p>

registered locally as having a learning disability.

Sex

The gender split in the population is 51.5 per cent male and 48.5 per cent female, or expressed another way, 106 males for every 100 females.

Religion or belief

Changes in the Borough's faith profile mirror national trends. There has been a significant decrease in the Christian population (currently 27 per cent). There have been increases in the Muslim population (35 per cent) which continues to be the largest faith group in the Borough. There has also been an increase the number of people stating 'No Religion' or opting to not answer questions on religion; together they make up 34 per cent of the Borough's population. Additionally there has been an increase in the Hindu community, now at 1.7 per cent, an increase of 0.9 per cent. The largest percentage decrease was experienced in the Jewish community which has fallen to 0.5 per cent (a decrease from 0.9 per cent)

Sexual orientation

It is difficult to estimate the size and profile of the lesbian, gay and bisexual (LGB) population in the borough as sexual orientation was not a specific category used in the last Census. However, although the 2011 Census did not ask specific questions around sexual orientation, it did ask about those who were living in same sex couples. This revealed that the borough has the fifth largest reported number of cohabiting same sex couples nationally, and the fourth largest in London.

Ethnicity

More than two-thirds of the Borough's population belong to a minority ethnic group. The 3 largest ethnic groups in the


			Borough are the Bangladeshi population (32 per cent), the White British population group (31 per cent) and the Other White Group (12 per cent). The White Other Group includes residents from Western and Eastern Europe, Turkey, North and South America, New Zealand and Australia.
2	Monitoring / Collecting Evidence / Data and Consultation		
a	Is there reliable qualitative and quantitative data to support claims made about impacts?	Yes	<p>There are a range of strategic data sets, needs assessments and borough-wide consultation activities that have been used in the development of the Community Plan. These include:</p> <ul style="list-style-type: none"> • Borough Needs Assessment • Annual Residents Survey • Community Plan Consultation Analysis • Borough Profile • JSNA (Summary and Factsheet) <p>Areas of key insight from these data sets; survey results and needs assessments have been used to inform the development of the Community Plan.</p> <p>Many of the Community Plan objectives under each of the themes are ongoing priorities that were reflected in the previous Community Plan, and the Council's Strategic Plan. The related measures and targets have been reviewed and refreshed to ensure that these are the relevant areas for addressing inequalities.</p>
	Is there sufficient evidence of local/regional/national research that can inform the analysis?	Yes	The Community Plan has been developed using both local and national data including the use of community intelligence through the Community Plan consultation and engagement programme; 2011 Census data; ONS population estimates and the Borough Profile.
b	Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis?	Yes	The Community Plan is the overarching plan for the Borough building on and incorporating the objectives of other key strategies, such as the Local Development Framework, the Health and Wellbeing Strategy and strategies for Employment and Enterprise. In this way the detailed


			<p>priorities of the Community Plan draw on the expertise and knowledge of relevant stakeholders.</p> <p>The development of the Plan has also been guided by cross partnership workshops which have focused on developing key priorities and actions for the Community Plan, including the development of cross-cutting themes.</p>
c	Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal?	Yes	Yes, the Community Plan consultation and engagement programme 'Your Borough, Your Voice' ran from late Summer 2014. It involved a range of exercises to canvass the views of residents and keys stakeholders in the borough. This included market stalls, representatives at service user groups and third sector organisations. (See the Community Plan consultation grid).
3	Assessing Impact and Analysis		
a	Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics?	Yes	The Community Plan aims to address areas of inequality across all of the 9 protected characteristics. The Community Plan addresses both local and nationally identified areas of inequality via The 'One Tower Hamlets' vision which continues to underpin the Plan and sets out the need to take a nuanced approach to improving outcomes across different groups.
b	Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups?	Yes	All of the identified priorities in the Community Plan have been informed by the specific needs of the different groups in the Borough. The detailed implications of proposals will continue to be monitored and addressed through the relevant strategies, including for example through the Council's Strategic Plan where performance data against targets is disaggregated by protected characteristics.
4	Mitigation and Improvement Action Plan		
a	Is there an agreed action plan?	Yes	The Community Plan will be accompanied by a partnership agreed action plan, which includes specific actions necessary to mitigate against unequal impacts identified as part of having due regard.
b	Have alternative options been explored	Yes	The Community Plan was developed in consultation with

			Community Plan Delivery Groups where options were considered.
5	Quality Assurance and Monitoring		
a	Are there arrangements in place to review or audit the implementation of the proposal?	Yes	The Partnership Executive oversees the implementation of the Community Plan in addition to monitoring key activities set out in the Community Plan action plan.
b	Is it clear how the progress will be monitored to track impact across the protected characteristics?	Yes	Delivery of key activities will sit with the Partnership Executive and the Community Plan Delivery Groups. Performance monitoring arrangements between the Delivery Groups and the Partnership Executive will be agreed.
6	Reporting Outcomes and Action Plan		
a	Does the executive summary contain sufficient information on the key findings arising from the assessment?	Yes	The key themes of the Community Plan, identify the equalities insights that have fed into the development of the Community Plan.

Appendix A

(Sample) Equality Assessment Criteria

Decision	Action	Risk
As a result of performing the QA checklist, it is evident that due regard is not evidenced in the proposal and / or a risk of discrimination exists (direct, indirect, unintentional or otherwise) to one or more of the nine groups of people who share <i>Protected Characteristics</i> . It is recommended that the proposal be suspended until further work	Suspend – Further Work Required	Red 

<p>or analysis is performed – via a the Full Equality Analysis template</p>		
<p>As a result of performing the QA checklist, the policy, project or function does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.</p>	<p>Proceed with implementation</p>	<p>Green:</p> 


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Borough Equality Assessment summary: Priority areas of inequality to be addressed through strategic and business planning, 2014-15

Priority area	Age	Disability	Gender	Race	Religion/Belief	Sexual Orientation
A Prosperous Community: Employment	Reduce number of 16-24 year olds not in education, employment or training	Increase number of disabled people in employment	Reduce worklessness among working age women	Reduce levels of unemployment and worklessness amongst Bangladeshi and Somali residents	Reduce rate of economic inactivity among Muslim women	Tackle homophobia in the workplace
A Prosperous Community: Educational achievement			Improve under performance of boys relative to girls at GCSE	Narrow the achievement gaps between different ethnic groups and the national average		Tackle homophobia in schools
A Great Place to Live: Housing and safety	Support young people affected by changes to housing benefits for under 35 year olds	Increase access to independent living opportunities for disabled people	Reduce violence against Women and Girls	Address shortage of suitable social housing which has a disproportionate impact on BME families	Address shortage of suitable social housing which has a disproportionate effect on Muslim families	Improve same sex domestic violence services
	Improve quality of housing suitable for older people	Improve supply of wheelchair accessible homes for disabled people on Housing Register Improve accessibility of transport network for disabled people	Support single parents affected by housing benefit cap	Address high rates of rent arrears for Somali people		Improve access to housing advice for young LGB people affected by changes to housing benefit eligibility for under 35s

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Borough Equality Assessment

Priority area	Age	Disability	Gender	Race	Religion/Belief	Sexual Orientation
One Tower Hamlets: Community cohesion	Strengthen inter-generational cohesion	Give disabled people a voice in decision making	Improve representation of women in public life	Increase the number of people of different backgrounds who feel that ethnic differences are respected	Increase the extent to which people of different faiths say they get on well together	Reduce homophobia and promote understanding and respect for LGB people
A Healthy Community: Health	Reduce childhood obesity	Improve access to health services for people with learning disabilities	Improve life expectancy for men through effective health promotion services	Promote healthy lifestyles in an effective way to BME communities	Effectively engage faith communities in health promotion	Improve access to primary care health services for LGB people
			Improve healthy life expectancy age for women			
			Improve mental health services for transgender people	Improve mental health outcomes for people from BME communities		Ensure mental health services are LGB friendly

<p>Cabinet</p> <p>8 September 2015</p>	 <p>TOWER HAMLETS</p>
<p>Report of: Debbie Jones, Interim Corporate Director, Children’s Services</p>	<p>Classification: Unrestricted</p>
<p>Early Years Capital Projects</p>	

Lead Member	Councillor Rachael Saunders, Cabinet Member for Education, Children’s Services and the Third Sector
Originating Officer(s)	Pat Watson, Head of Building Development
Wards affected	St Dunstan’s, Bethnal Green
Key Decision?	Yes
Community Plan Theme	A Fair and Prosperous Community

Executive Summary

This report seeks approval for the adoption of capital estimates for two projects which contribute to the authority’s strategy to create places for vulnerable and disadvantaged two year old children.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Approve the adoption of a revised capital estimate of £470,000 for the extension of the Whitehorse One O’clock Club.
2. Approve the adoption of a capital estimate of £285,000 for the conversion of the Bethnal Green Rangers’ office to provide a new nursery facility.
3. Agree that Council-approved Frameworks be used, where appropriate, to deliver the projects;
4. Authorise the Corporate Director of Children’s Services, in respect of all proposed tenders referred to in this report, to agree tenders for projects within the approved programmes and capital estimate;
5. Authorise the Corporate Director of Children’s Services to prepare and carry out a Bill of Reductions if a scheme exceeds the approved budget, where relevant to ensure expenditure is contained within the agreed costs

1. REASONS FOR THE DECISIONS

- 1.1 From September 2013, free early education became a statutory entitlement for eligible disadvantaged two year olds, with local authorities having a duty to secure provision. The government has set targets for each local authority and Tower Hamlets has a target of 2,145 places by September 2015.
- 1.2 There are insufficient childcare places in Tower Hamlets for the Local Authority to meet this duty. Therefore it has a capital programme to increase provision across the borough. At present, 747 two year olds are in placements. These two schemes, in association with the linked proposal for the Commodore Street site, will provide up to an additional 200 places (full and part time) in areas which are priorities for creation of two year old places.

2. ALTERNATIVE OPTIONS

- 2.1 These proposed projects are part of a wider programme to provide the places.
- 2.2 The Early Years' Service is working closely with other childcare providers to identify potential capital development projects that fit the strategic aims of the funding. A funding application process has been introduced which follows a grant based model with consideration of a range of factors and criteria. The overall programme, including the projects proposed below, takes into account provision by childcare providers, their location and impact on other childcare settings within the local area.

3. DETAILS OF REPORT

As part of the service challenge process, the Early Years' Service is proposing to make better use of existing sites and review how this can contribute to achieving the government targets. The projects below have been identified following options appraisals and consideration of the needs of local families.

Whitehorse Road One O'clock Club

- 3.1 This site is in use for early years children's centre services. As part of the service challenge process, the Early Years' Service is proposing to make better use of some existing sites. Both the Commodore Street and Whitehorse sites are currently under-utilised because of staffing difficulties in covering the sites in the locality. It is proposed to relocate services from Commodore Street to Whitehorse so there will be greater staff capacity to deliver more sessions and support for disadvantaged and vulnerable families. It would also create additional room for the co-location of health colleagues (providing both midwifery and health visitor services), giving the ability to consolidate and provide more holistic services for families under one roof. It will create a hub for families in the area. The relocation will then enable Commodore Street to be used for delivery of places for 2 year olds (this proposal is under development to confirm the capital budget).

- 3.2 On 7th January 2015 Cabinet approved the adoption of a capital estimate of £275,000 for the extension works at the Whitehorse site to be funded from the capital grant for providing Early Learning for 2 year olds. A further £60,000 was subsequently agreed as a capital contribution funded from revenue to support provision of furniture and equipment for the project (RCDA ref. 646 2014/14)
- 3.3 Since the initial feasibility study by the Capital Delivery Team of D&R seven months ago, further detailed work, including surveys, has been undertaken in preparation for the tender process. Utilities surveys, ground works investigation and reports from the structural and services engineers have all shown conditions which would require an increase in costs. In addition, the buoyant construction market has meant that the estimated allowance for contractors' preliminaries and profit also need to be increased.
- 3.4 The estimated costs of this project have increased. The service delivery need continues to justify the project in order to make the best use of the location with the available staff resources. The project management process will maintain a review of the anticipated costs and ensure value for money is reviewed on a continuing basis and before tenders are accepted. The funding will allow the creation of 80-100 part-time and 40 full time new places for 2 year olds.
- 3.5 Approval is now sought for a revised capital estimate of £470,000. It is proposed to meet the increase of £135,000 from the Early Years capital funding for 2 year olds.

Bethnal Green Rangers' Office

- 3.6 It is proposed to alter and refurbish the existing single storey community/rangers' building within Bethnal Green Gardens, Cambridge Heath Road, to become a new nursery facility. The building contains a multi-purpose space and accessible toilets together with a rangers' office and associated facilities. The existing building is currently underused with the building frequently empty and beginning to fall into a state of disrepair.
- 3.7 Bethnal Green Gardens has a children's pool and play area along with a tennis court and well-kept grassed and planted areas. The new nursery facility will complement facilities available to the local community. The estimated cost of converting the building is £285,000. The proposal is supported by CLC Directorate.
- 3.8 Approval is sought for the adoption of a capital estimate of £285,000 to be funded from the capital grant provision for 2 year olds. The funding will create 60 full time places for 2 year olds.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

- 4.1 Cabinet approved the adoption of a capital estimate of £275k in relation to the Whitehorse Road site in January 2015, a further revenue contribution of £60k towards the capital cost of the scheme has also been agreed. This report proposes that an additional capital estimate of £135k is sought from Cabinet in order to meet the revised cost for the site. Early Years Capital funding is available to meet this cost in 2015/6.
- 4.2 In relation to the Bethnal Green Gardens site this report seeks approval from Cabinet to adopt a capital estimate of £285k, there is provision within the 2 year old capital programme to meet this cost in 2015/16.

5. LEGAL COMMENTS

- 5.1 It is intended to seek Cabinet approval for extensions to two children's centres. The Council's chief officer has put in place financial regulations and procedures pursuant to section 151 of the Local Government Act 1972. These provide that senior managers may only proceed with projects where there is a capital estimate adopted and adequate capital resources have been identified. Cabinet must approve capital estimates in excess of £250,000.
- 5.2 The projects appear capable of being carried out within the Council's statutory functions. The Childcare Act 2006 places a number of obligations on the Council in relation to the provision of early childhood services in Tower Hamlets, which relevantly include the following -
- To improve the well-being of young children in Tower Hamlets and to reduce inequalities between young children in specified respects (which include education, training and recreation) (section 1(1)).
 - To make arrangements to secure that early childhood services (including childcare for the under-fives) in Tower Hamlets are provided in an integrated manner which is calculated to facilitate access to services and maximize the benefit of those services to parents, prospective parents and young children (section 3(2)). These arrangements include arrangements for sufficient provision of children's centres to meet local need, so far as is reasonably practicable.
 - To secure, as far as reasonably practicable, that there is sufficient childcare provided in Tower Hamlets to meet the relevant needs of parents (section 6(1)). This is for parents who require childcare in order to enable them to take up work or to undertake education or training which could assist them to obtain work. Childcare means any form of care for a child and includes education and other supervised activity.
- 5.3 The Council is further required under the Childcare Act 2006 to secure that prescribed early years provision is available free of charge for specified categories of children under school age. Additionally, the Council must maintain a service providing information and advice to parents about the

availability of childcare in their area, and secure provision of information, advice and training to early years providers. Early years provision means the provision of childcare for a child under the age of five. The Local Authority (Duty to Secure Early Years Provision Free of Charge) Regulations 2014 provide that children entitled to free early years provision from the Council are two year olds who are eligible children and 3 year olds. A child is eligible if he or she falls within one of seven prescribed categories, which include children entitled to free school meals, looked after children and children with special educational needs. From September 2014 local authorities are required to secure early education places offering 570 hours a year over no fewer than 38 weeks of the year for every eligible 2 year old in their area. In September 2014 the government published statutory guidance, "Early education and childcare", detailing the Councils duties under sections 6, 7, 7A, 9A, 12 and 13 of the Childcare Act 2006. The Council cannot depart from this guidance without good reason.

- 5.4 The Council is a best value authority under section 3 of the Local Government Act 1999 and is required to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness" (the best value duty). The Council has put in place procurement procedures designed to achieve value for money in relation to its procurement and the projects outlined in the report will need to comply with these.
- 5.5 When considering how to discharge its functions under the Childcare Act 2006, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). In order to comply with this duty, as well as the specific obligation under the Childcare Act to reduce inequalities between young children, the report presented to Cabinet in September will need to be supported by a proportionate equality analysis.

6. ONE TOWER HAMLETS CONSIDERATIONS

- 6.1 The Local Authority has a duty to provide places for early education for 2 year olds, from September 2014 the requirement is to ensure free part-time education for the 40% most disadvantaged. The Early education and childcare statutory guidance requires the Council to promote equality and inclusion, particularly for disadvantaged families, looked after children, children in need and children with disabilities or special educational needs by removing barriers of access to early education and working with parents to give each child support to fulfil their potential. Local authorities must ensure they meet their duties under the Equality Act 2010 when securing early education places
- 6.2 Currently there are insufficient childcare places in Tower Hamlets and these two projects will help the Local Authority to increase provision. The purpose of the DfE grant to be used to fund these projects is to provide places for

eligible two year olds. The LA is required to provide these places for eligible children under the revised sections of the legislation mentioned above.

6.3 Central Government has set the eligibility criteria for determining which children are entitled to a place. The criteria are based on age, parental income, looked after status. Parents must be in receipt of one of the following:

- Income Support
- income-based Jobseeker's Allowance (JSA)
- Income-related Employment and Support Allowance (ESA)
- Support through part 6 of the Immigration and Asylum Act
- The guaranteed element of State Pension Credit
- Child Tax Credit and have an annual income not over £16,190
- The Working Tax Credit 4-week run on (the payment received after ceasing to qualify for Working Tax Credit)
- Working Tax Credits and earn £16,190 a year or less

Children are also entitled to a place if:

- They are looked after by a local council
- They have a current statement of special education need or an education health and care plan
- They get Disability Living Allowance
- They have left care under a special guardianship order, child arrangements order or adoption order

If the child is eligible, they can take up their place the term after they turn two

6.4 The Early Years' Service works closely with childcare providers to identify potential capital development projects that fit with the strategic aims of the funding programme, as well as seeking to identify opportunities within Council-owned assets. Parents are reached through the Council's in-depth marketing campaign. In the case of the places in the 2 projects proposed for funding in this report, they aim to address inequality of access due to shortage of places in these locations. The proposed increase in places will make a significant contribution to areas where parents want childcare and are entitled to receive it under DfE place funding.

6.5 One of the main findings of an independent study of the implementation of the EL2 programme in Tower Hamlets carried out by Cordis Bright, was that the location of childcare was one of the biggest barriers to accessing a placement. Mapping supply and demand and increasing the range of locations and widening the reach across the borough will help to overcome this. A recent exercise looked at where eligible two year olds lived and at settings with spaces for them. For both of the proposed projects there is a shortfall of locations to take the number of children who are eligible.

6.6 The provision is recognised as supporting children's development and progress at an early age particularly for those who are from disadvantaged backgrounds who may otherwise have difficulty when first attending school.

Children's Centres offer a wide range of services and the co-location of health services (both midwifery and health visitor services'), enables the provision of more holistic services for families and a means of identifying families eligible for a place and encouraging take up.

- 6.7 The provision of places for 2 year olds supports parents seeking training and employment opportunities.

7. BEST VALUE (BV) IMPLICATIONS

- 7.1 As part of the service challenge process, the Early Years' service is proposing to make better use of some existing sites. The Commodore Street and Whitehorse sites which are delivery sites within the Ocean Children's Centre reach area are currently under- utilised because of staffing difficulties in covering the sites in the locality. It is proposed to re-locate services from Commodore Street to Whitehorse and create additional space to accommodate health colleagues to enable the centre to provide more holistic services for families, so there will be greater staff capacity to deliver more sessions and support. This will then enable Commodore Street to be used for the delivery of places for 2 year olds.

- 7.2 The change in use of the Bethnal Green Rangers office will similarly enhance provision and make better use of available accommodation. It is proposed that this facility will be managed by a partner from the private and voluntary sector.

- 7.3 Both proposals seek to make the best use of existing LBTH assets to enable the Council to meet its duty to provide services for disadvantaged two year olds. The programme is providing places both in premises owned by the Council and by way of grant to private and voluntary sector providers in premises not in LBTH ownership. Due to the variety of sites where places are provided, a range of costs for new provision has been supported. The Council has experienced difficulty in securing sufficient locations to create places towards meeting the target, these sites represent opportunities that do not otherwise exist in these locations.

- 7.4 It is recommended that the capital works are procured using a suitable pre-tendered framework.

8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 8.1 The proposed capital works aim to improve and preserve the quality of the building stock. Sustainability considerations are applied as far as possible to design and materials used.

9. RISK MANAGEMENT IMPLICATIONS

- 9.1 The projects will be monitored to ensure that programmes are completed on time and within the budget provision.

10. CRIME AND DISORDER REDUCTION IMPLICATIONS

10.1 There are no specific implications arising.

11. SAFEGUARDING IMPLICATIONS

11.1 Ensuring the supply of good quality accommodation for early years places contributes to the safeguarding of children in relation to health and welfare requirements.

Linked Reports, Appendices and Background Documents

Linked Report

- None

Appendices


None

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- NONE

Officer contact details for documents:

Or state N/A

<p>Cabinet</p> <p>8 September 2015</p>	
<p>Report of: Debbie Jones, Interim Corporate Director, Children’s Services</p>	<p>Classification: Unrestricted</p>
<p>Planning for School Places – 2015/16 Review</p>	

Lead Member	Councillor Rachael Saunders, Cabinet Member for Education, Children’s Services and the Third Sector
Originating Officer(s)	Pat Watson, Head of Building Development
Wards affected	All Wards
Key Decision?	No
Community Plan Theme	A Fair and Prosperous Community

Executive Summary

The Council has a statutory duty to provide sufficient school places for the local population. In Tower Hamlets the school age population is rising and this is projected to continue. The Council has to plan to meet the need.

This report is the annual review of planning for school places. This sets out the projections for the next 10 years, the additional capacity required to meet the need, and plans in place and in development to meet the need.

This report includes matters relating to commissioning of school places and implications for certain specific sites. The implications of commissioning places have to be considered as part of the programme for providing places in time to meet need.

Recommendations:

The Mayor in Cabinet is recommended to:

1. To note the contents of this report and the progress made in meeting the need for additional places
2. To note that proposals for specific schemes will be subject to separate consultation procedures and Cabinet decisions.

1. REASONS FOR THE DECISIONS

- 1.1 The Council has a statutory duty to provide and plan for school places. The report sets out the 2015 projections of need and proposals to meet the need.
- 1.2 Planning for school places has to be kept under review to ensure there are proposals to meet the projected need which can be implemented in time to meet the need. The rising trend of need continues although with variations from year to year.
- 1.3 The Council (also referred to in the report as the local authority or “LA”) has proposals in place to meet the need and these can require long term planning to implement. Decisions are required in time so that the programme of providing places can continue and have certainty to meet the need. Where decisions are not made in time, there may be a need for additional short term measures to ensure children can be offered a school place. These measures, such as bulge classes, can be difficult to implement and are not a sustainable approach to providing places. Such measures can be used for primary places but will not be suitable for secondary schools.

2. ALTERNATIVE OPTIONS

- 2.1 The Council has to comply with its duty to provide school places. Some of the need for places is being met by the establishment of free schools which are decided by the Secretary of State. However, the majority of proposals for new places will be initiated by the Council. This report includes options for the programme of meeting need for places.
- 2.2 Where the Council has not made sufficient plans to ensure permanent places are available when needed, short term proposals may be needed which may be less cost-effective by reliance on temporary buildings.

3. DETAILS OF REPORT

- 3.1 The LA has a statutory duty to provide sufficient school places for the local population. The Cabinet will know that there is a rising need for more school places in Tower Hamlets.

Projections of the need for school places

- 3.2 Projections of the need for school places are provided by the GLA which uses a standard model for the majority of London LAs. The GLA uses housing development data provided by each borough for the borough level projections. The projections are shown to have a good level of accuracy in the short term. The trends over the 10 year projection period can fluctuate in each annual round of projections. This can reflect the most recent birth data and variations to housing data.

- 3.3 The projections for 2015 show a continuing rise in need for places at both primary and secondary. The trend for the growth in primary need has adjusted and does not now appear as steep as has been the case in recent years. In January 2015 the actual school rolls at Reception year were lower than projected. The mid-year figure for actual births in 2013/ 2014 was lower than had previously been projected and represented a 6% decrease on the total for 2012/13. These actual data adjust the projections for the 10 year period taking account of lower birth rate trends but also rising population of women of childbearing age.
- 3.4 The LA should continue to take a cautious approach to planning for additional school capacity. Whilst the projections of need are now showing a slower rate of increase at primary, it is possible that this could vary again either upwards or downwards in the future. For primary places, the projections beyond 2018/19 relate to projected rather than actual births so are less reliable than the short to medium term projections based on actual birth data.
- 3.5 In the period 2014/15 to 2024/25 the total school roll of 4-16 year olds is projected to rise by 9,000, an increase of 25%. This is approximately 5,000 primary pupils and 4,000 secondary pupils. Based on the 2014 projections, the increase was anticipated to be 34%, which equates to 12,000 pupils aged 4-16.

Primary Schools

- 3.6 It is projected that there will be 625 more Reception aged pupils in 2024/25 than in 2014/15. This means in addition to plans for extra capacity already agreed there will be a need for 7FE of more primary capacity in the period.**

Secondary Schools

- 3.7 It is projected that there will be 856 more 11 year olds in 2024/25 than in 2014/15. This means there will be a need for 20FE of more secondary capacity, with 7FE needed by 2021/22.**
- 3.8 The 2015 projections with available and planned school capacity are included as Appendix A.

ACTIONS TAKEN TO PLAN FOR EXTRA SCHOOL PLACES

- 3.9 Various reports in the past have described action taken to meet the rising need for places. The planning takes into account short, medium and long term options in order to ensure the supply of places is maintained in time to meet the need at the relevant time.

3.10 The actions taken are:

- Reviewing existing school sites to determine where there may be physical capacity for cost-effective expansion; a further round of review of primary sites is in hand
- Reviewing other Council-owned assets to consider where there may be opportunity to provide school places
- Working with partners to establish if there are any opportunities for developing proposals to create school capacity by sharing assets
- Including the need for school places in the longer term infrastructure planning to ensure land for schools is taken into account in the strategic planning process.

3.11 The LA has created 14.5FE of additional primary capacity in the school years 2008/09 to 2014/15. This equates to 435 more places available at Reception year and 3,045 places when the additional capacity is filled at all year groups. A further 2FE of primary capacity will be available from September 2016 with the expansion of Olga School.

3.12 Progress and further actions since the last annual review:

EXPANSION PROPOSALS AND EXISTING SITES	
Olga Primary School expansion from 1FE to 3FE	To be implemented from September 2016
Former Bromley Hall Special School site	Agreed by Cabinet 13 May 2015 to be used for 2FE of primary capacity. Programme in development, opening expected September 2018
Former Bow Boys' School site	Agreed by Cabinet 13 May 2015 to be used for 3FE of primary capacity. Programme in development, opening expected September 2018
STRATEGIC DEVELOPMENTS – site allocations secured in the strategic planning process	
Bromley by Bow district centre	Primary school. Development timetable to be confirmed. LLDC reviewing masterplan.
Fish Island (Mid)	Site allocation for a primary school at Neptune Wharf. Planning application approved by LLDC in March 2014 includes outline permission for a 3FE school. LBTH to exercise option to develop within 5 years of start on site which is expected summer 2015.

Fish Island East, Sweetwater (within LLDC area)	Primary school. Originally 3FE school proposed in Legacy masterplan. Now proposed 2FE primary capacity to open in September 2017 as part of Legatum Academy all-through school. Secondary site for the school falls within LB Newham.
London Dock	Site allocation for a 6FE secondary school. Planning application approved March 2014 includes outline permission for a school. LBTH has 10 year period to exercise the option to develop the school.
Westferry Printworks site	Site allocation for a 6FE secondary school. Planning application to be submitted in summer 2015 to include outline proposal for the school. Site option terms to be negotiated. Development timetable to be determined.
Bow Common and Leven Road Gas Works sites	Primary school site allocation at both sites. Development timetable to be confirmed.
Ailsa Street	Primary school site allocation. See above, former Bromley Hall School site

3.13 The Council secured the site allocations through the strategic planning process. The development timetable for these sites is in the hands of the developers so there is uncertainty about when these may be implemented. The school sites will be secured through planning obligations (s. 106 and CIL). The Council will develop and fund the school accommodation and determine operation of the schools.

3.14 In addition to site allocations, the Council has negotiated capacity for primary school accommodation in major residential developments. These have or will be (subject to Strategic Development Committee decision) secured through s. 106 agreements. The developer will provide the “shell and core” and the LA will fund and procure the fit out for opening. The development’s s. 106 financial contribution of CIL payment is adjusted to reflect the provision.

Wood Wharf	2FE primary school included in the proposals (s. 106 agreement December 2014). Development timetable to be confirmed.
Site at 3 Millharbour	2FE primary school included in the proposals. Application considered by Strategic Development Committee on 21 July; SDC voted not to accept recommendation to grant permission. Further action tbc.

- 3.15 The earlier section of the report referred to the fluctuation on the projection trends. This has a bearing on the LA's planning to ensure sufficient school capacity is in place for the time when required. Where the longer term development options are not within the LA's control, there may be a need to consider bringing forward alternatives to meet need for places. It will be prudent to have more options available than may be needed on the assumption that not all may be possible to implement and there will be long development programmes for some sites with associated risks. It may also be the case that a secured site allocation is not ultimately exercised as it is not supported by the projected need for places at the relevant time when the implementation has to be decided.
- 3.16 For primary capacity, officers continue to review existing school sites for expansion capacity. Not all sites with capacity are in the priority locations but expansion does allow the opportunity to build on the strengths of an existing successful school and a works scheme can be implemented by the LA without relying on external factors such as a developer's programme. However, it is unlikely that all the capacity needed can be provided by expansion so new sites will be needed at some time. Whilst some additional secondary capacity may be created by expansion, new schools will be required because of the scale of the need.

Free Schools

- 3.17 In addition to the LA's proposals for additional capacity, free schools agreed by the Secretary of State contribute to the supply of local places. The current position with free schools in Tower Hamlets is:

Canary Wharf College, East Ferry Road	Opened in September 2011, 40 places per year (primary)
Wapping High School, Commercial Road	Opened in September 2012, 81 places per year (secondary)
Solebay Primary School, Solebay Street	Opened in September 2012, 50 places per year.
City Gateway	Opened in September 2012, 14-19 provision
Canary Wharf College 2	Opened in September 2014, 40 places per year (primary). Occupying temporary accommodation. Planning application made for permanent site in Glenworth Road, E14, not yet determined.
London Enterprise Academy, Commercial Road	Opened in September 2014, 11-16 school with 120 places per year.
East London Academy of Music	Opened in September 2014 in temporary accommodation in E15, 16-19 with up to 300

	places. Permanent accommodation to be provided in Bromley-by-Bow for September 2016.
Mulberry UTC (University Training College)	14-19 provision, specialising in healthcare and medical services, and digital technology. Opening planned for September 2017, Parnell Road, E3
Aldridge Studio School	14-19 provision, specialising in entrepreneurship. Opening to be confirmed. Original proposal to be based at Asda Crossharbour site but now searching alternative site which could be outside LBTH
Canary Wharf College 3	Approved for opening September 2015 but deferred to September 2016. All-through Christian faith school with 1330 places. Accommodation to be identified.

COMMISSIONING OF SCHOOL PLACES

Commissioning of new school places

- 3.18 LAs have a statutory duty to provide sufficient school places. Changes to the law in recent years have emphasised the role of LAs as the commissioner of school places rather than the provider. The option to open a new community school where a new school is needed is now the last alternative after others have been exhausted. Whilst the preference of members in Tower Hamlets for community schools is acknowledged, this will not be possible under the current legislation for new sites being brought into use for schools.
- 3.19 Where the LA identifies the need for extra school capacity, it is the LA's responsibility to fund the capital costs of the expansion or new school, including securing the site for the school. The approach to the commissioning of the school places for each scheme has to be determined in good time to align with the scheme development and procurement, to allow the required consultation and, following the confirmation, publication of admissions information for parents in accordance with the annual timetable (eg. publication of secondary schools admission information in July 2015 for applications to be made in October 2015 for admission to school in September 2016).
- 3.20 A number of primary school expansions have been implemented and further schemes are in development. However, the options for cost-effective expansion on existing school sites are becoming restricted and it is unlikely that the need for additional places can be met without use of additional sites.

- 3.21 Additional capacity can be provided through various routes.
- i. To expand existing schools on their own sites where there is capacity
 - ii. To expand existing schools by use of other Council-owned property at another site to create an “annexe” (eg. the expansion of Bonner School by use of the English Street site)
 - iii. To expand an existing school by adding a phase of education (eg. a secondary school adding primary phase to become an all-through school as the expansion of St Paul’s Way Trust School)
 - iv. Use of existing school assets for alternative school use (eg. change of use of the existing Bow Boy’s School site for primary education)
 - v. Acquiring sites for new schools as part of the strategic planning process (eg. site allocation for a secondary school at London Dock)
 - vi. Negotiating site or accommodation for a school as part of a larger development (eg. Wood Wharf).
- 3.22 Where new sites are being developed for schools, the options for securing community school provision are very limited under current legislation. Although annexe or phase expansions can be considered, this has to be justifiable and genuine and not subject to challenge as being properly a new school where different requirements apply. For each site considered individual circumstances will apply.
- 3.23 Where the need for a new school is identified, LAs are not able to open a new community school. The 2011 Education Act introduced the “free school presumption”. (NB. free schools and academies are legally the same type of school).
- 3.24 The “free school presumption” process involves the LA setting the specification for the school. This includes the size and type of school and the community it is to serve. The selection of the school operator is based on the specification and so this is an important document. Examples of specifications published by other LAs have been detailed in setting out the expectations of the school having admission criteria compatible with the LA arrangements, defining the school as being the local school for a specific area and the provider’s commitment to working in partnership with the LA and other local schools.
- 3.25 The LA seeks expressions of interest from approved free school or academy providers. The LA evaluates the bids and submits them to the Secretary of State. The decision on the appointment of a provider is taken by the Secretary of State who will then enter a funding agreement with the appointed provider.
- 3.26 Existing academies or free schools are able to bid to operate new schools. Elsewhere in the country, some have done so as groups of schools working with the LA. There is provision for new voluntary aided schools to be opened without a competition. If this were to be considered, the specification for the school would be a key part of the process.

Implications of the Education & Adoption Bill – for new schools and for the wider school community

- 3.27 To date, there have been few academy conversions in Tower Hamlets in comparison with many other areas. The Education & Adoption Bill currently before Parliament includes provision for the DfE to intervene in failing schools to convert to sponsored academies and to reduce the opportunities for the conversion to be subject to local consultation. The Bill aims to address “coasting” schools with support intervention. There are two schools in Tower Hamlets at present in Special Measures.
- 3.28 It is clear that the pace of schools converting to academy status is likely to accelerate nationally. The LA is considering a strategy to support local schools to maintain what is valued of our local ethos and community identity and to consider how change of status could be developed in partnership locally. Potentially some form of “compact” could be agreed between the LA and schools, but this is subject to further discussions to develop potential options. If this approach is adopted, where a new school is proposed, it will be a key part of the LA’s school specification that the new school adheres to the compact. This proposal will require careful engagement with all schools and appreciation of the sensitivities of many governors and school staff.
- 3.29 The main purpose of developing this approach is for school improvement and the ability to have a local solution for support of any school requiring intervention.

Sites where decisions on commissioning of places will be required

- 3.30 Decisions are required in the near future for both the Bow and Bromley Hall sites.

LBTH owned sites	Status	Timing
Former Bromley Hall School site	<ul style="list-style-type: none"> - Cabinet decision May 2015 to develop for primary use - Programme for planning submission and procurement currently being determined - Free school presumption would apply 	Likely opening September 2018
Former Bow Boys’ School site	<ul style="list-style-type: none"> - Cabinet decision May 2015 to develop for primary use (North site of school) - Programme for planning submission and procurement currently being determined - Potential to consider creating an all-through Bow School or Free school presumption would apply 	Likely opening September 2018
Former Beatrice Tate School site	<ul style="list-style-type: none"> - Vacant site and costs risks - Proposed for additional primary special school use - Potential “annexe expansion” option due to restricted capacity 	tbc .

School site allocations	Status	Timing
Neptune Wharf	<ul style="list-style-type: none"> - Site allocation for 3FE primary school - Outline planning approval March 2014 with agreed site option for LBTH to exercise within 5 years - Design and capital costs to be developed - Free school presumption would apply 	tbc
London Dock	<ul style="list-style-type: none"> - Site allocation for 6FE secondary school - Outline planning approval March 2014 with agreed site option to be exercised 2017 – 2027 - Design and capital costs to be developed - Free school presumption would apply 	Secondary school places needed by 2020/21
Development sites	Status	Timing
3 Millharbour	<ul style="list-style-type: none"> - Developer proposing to provide 2FE primary school as part of residential scheme, subject to planning approval 	Planning consent not agreed by SDC on 21 July. Further action tbc.
Wood Wharf	<ul style="list-style-type: none"> - Developer proposing to provide 2FE primary school as part of residential scheme - S. 106 agreement secures school as shell and core – LBTH to complete fit out - Free school presumption would apply 	Potential opening date tbc

Longer term site options	Status	Timing
Westferry Printworks site	<ul style="list-style-type: none"> - Site allocation for secondary school - Pre-application discussions in progress - Costs, timing and legal agreement to be agreed 	Secondary places needed by 2022/23 in addition to proposed capacity at London Dock site
Bow Common Lane gas works site	<ul style="list-style-type: none"> - Site allocation for primary school - Anticipated development timetable to be determined 	In next 5-10 years
Leven Road gas works site	<ul style="list-style-type: none"> - Site allocation for primary school - Anticipated development timetable to be determined 	In next 5-10 years

Sixth Form Provision

3.31 At the same time as planning for the growth in need for places for 11-16 year olds, there is a need to plan for post-16 capacity. Schools which have most recently been designated with 6th forms (Stepney Green, Langdon Park and

St Paul's Way Trust School) do not yet have sufficient accommodation to meet the needs of the potential maximum size of their 6th forms.

- 3.32 The LA is undertaking work with the secondary schools to determine the accommodation shortfall and develop proposals to provide what is required. This will involve some agreement with the schools about the preferred size of the 6th forms in order to then consider any overall shortfall across the borough, taking account of capacity at Tower Hamlets College. The site allocations for new secondary schools have assumed 6th form provision is included.
- 3.33 At this stage a development proposal has been agreed for Stepney Green School and proposals have yet to be developed for Langdon Park and St Paul's Way Trust Schools.
- 3.34 It should be noted that whilst the DfE provides LA's with Basic Need capital grant for extra school places, it does not provide any capital grant funding for post-16 places. Other resources, including s. 106 contributions, may have to be considered for these projects.

SEN Provision

- 3.35 As referred to above, school roll projections are provided by the GLA. It is more complex to project for the growth in need for special education places. All expansions and new schools are planned as inclusive and accessible schools but there will be some children for whom a mainstream setting is not appropriate and who will require a special school.
- 3.36 There is no commonly accepted approach to producing projections of need for SEN places and to be able to break that down by type of special education need. However, it is clear that there is a rising need for places for students with ASD (autistic spectrum disorders) and this is being experienced nationally. This rise is higher than the proportionate rise in the general school age population. In addition, Stephen Hawking School which provides for primary age pupils with PMLD (profound and multiple learning difficulties), is operating above its planned capacity and experiences pressure for more admissions.
- 3.37 It is proposed to consider options for provision of ASD capacity which will then be brought forward for decision by Cabinet. Consideration is also being given to options to provide extra capacity for Stephen Hawking School.
- 3.38 As for post-16 need, the DfE does not provide any specific grant for special school growth.

OTHER CONSIDERATIONS

- 3.39 In addition to the potential fluctuations in the projections noted above, various other factors add uncertainty and difficulty to the planning of sufficient capacity.

Housing growth

- 3.40 Planning for sufficient schools to meet the growth in the local population is a key part of planning the social infrastructure to support the continuing levels of new housing development. The Council's London Plan annual housing target is approximately 4,000 units.
- 3.41 The pressure for additional primary school places is greatest in Bow, Poplar and the Isle of Dogs where there has been the highest levels of new housing development. These areas will continue to be the focus of housing development, including the South Quay masterplan area. Opportunities for further school expansions in these areas are limited, especially the Isle of Dogs, and ensuring sufficient school places will continue to be a challenge. Planning officers will continue to review opportunities to provide school accommodation on sites coming forward for development.

Free schools agreed by the Secretary of State

- 3.42 Free schools contribute to the local supply of places. Free school proposers can apply direct to the Secretary of State who decides on the schools to be agreed. Creation of additional capacity outside the Council's control adds to the difficulties of planning.

Funding

- 3.43 The principal source of capital funding for providing additional school places is the DfE basic need capital grant. The DfE has confirmed the funding for the period of 2015/16 – 2017/18 of £35.4m. This is formula based and does not reflect post-16 need or specific SEN growth.
- 3.44 The capital programme of new school capacity is supported by use of s. 106 receipts which have been secured to mitigate the impact of new housing developments. Significant sums have been agreed but not yet received. There is no certainty about receiving the full value of the agreed sums as this will depend on the developers' programmes so this presents some difficulties in planning use of the receipts.
- 3.45 The Council adopted its CIL (Community Infrastructure Levy) charging from April 2015. This replaces s. 106 payments for the mitigation of the impact of new developments on school provision. The Council's Infrastructure Delivery Plan (IDP) identifies the need for additional school places as part of planning the overall social infrastructure. The flow of CIL income at this stage remains uncertain. Children's and D&R Directorates continue to work together on the longer term infrastructure planning.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

- 4.1 This report is drawing attention to the regulatory framework for school place planning and how this can impact on site disposal or development proposals

beyond the education estate. Decisions on site disposal or development will have various financial implications particular to the circumstances.

- 4.2 Meeting the Authority's statutory duty with regard to providing sufficient school places will require significant additional resources, as has been advised in previous reports on school place planning. The cost of a form of entry (FE) for primary will range from £5.5m - £6m (with up to an additional 7 primary FE needed over the next ten years) and a secondary FE will range from £5m to £6m (with an expected 20 FE required over the next ten years). This points to an approximate range of £140m - £162m at current prices to fund the additional capital costs over the next ten years. This excludes potential costs for additional 6th form and SEN provision referred to in the report.
- 4.3 Capital funding from the Department for Education will assist, as will the creation of additional places through the establishment of free schools. Nonetheless, DfE capital does not necessarily cover London costs, nor does it cover site acquisition costs. The LA has s. 106 contributions (to be replaced by Community Infrastructure Levy (CIL)) which are used to support the provision of additional education facilities arising from new housing developments. However, the flow of contributions depends on development activity so is outside the Council's control.
- 4.4 The revenue consequences of additional pupils will in most cases be met from additional Dedicated Schools Budget, which varies according to pupil numbers. At present there are General Fund costs in the region of £1m associated with transporting (or providing travel support) for individual pupils where school places are not nearby. Changes to the admissions arrangements will ease that pressure, as will any efforts to provide additional school places.

5. LEGAL COMMENTS

- 5.1 The Council has a duty under the Education 1996 to secure that sufficient schools are available for Tower Hamlets. Section 14 of the Education Act 1996 places a general duty on local authorities to secure sufficient primary and secondary schools in their area. Schools will be regarded as sufficient if they are sufficient in number, character and equipment to provide for all pupils the opportunity of appropriate education. Appropriate education means education which offers such variety of instruction and training in view of pupils' different ages, abilities and aptitudes and the different periods for which they may be expected to remain at school, including practical instruction and training appropriate to their different needs.
- 5.2 Section 14(3A) of the Education Act 1996 requires the Council to secure diversity of provision of schools and increasing opportunities for parental choice. The Council must consider and respond appropriately to parental representations about school provision in relation to its functions under section 14 of the Education Act. The Council should give reasonable consideration to parental representations regarding the provision of schools in

their area including outlining any proposed action to meet concerns raised about such provision.

- 5.3 Some of the options proposed in the report involve the expansion of existing schools. The enlargement of a school's premises so as to increase the school's capacity by: (a) more than 30 pupils; and (b) 25% or 200 pupils (whichever is the lesser) is a prescribed alteration. If the Council wishes to make such alterations, it will need to comply with the requirements of the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013, which require publication of the proposals and consultation with specified persons, prior to determination.
- 5.4 If the Council sees a need for a new school, then Part 2 of the Education and Inspections Act 2006 will apply. Under section 6A of the Education and Inspections Act 2006 (inserted by the Education Act 2011), and government guidance, any new school being set up must be an academy or a free school (the academy/free school presumption). The effect of the presumption is appropriately described in the report. There is a set process for the identifying the need for a new school. A local authority may seek proposals for a new academy and must inform the Secretary of State of the outcome who will then choose one of the proposers. The local authority must run a competition if that process produces no suitable proposer. Accordingly, normally a local authority will not be able to publish its own proposals for a new community or local authority foundation school.
- 5.5 The expansion of existing schools or the provision of new schools will require planning permission under the Town and Country Planning Act 1990. The determination of applications for planning permission is one of the Council's non-executive functions.
- 5.6 Procurement for the various projects will need to be carried out in accordance with the Council's Procurement Procedures and, where relevant, the Public Contract Regulations 2015. Compliance with the procurement procedures should assist the Council to comply with its duty as a best value authority to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness" (section 3 of the Local Government Act 1999).
- 5.7 The report discusses the potential implications of the Education and Adoptions Bill, including the provision for the DfE to intervene in failing schools to enforce conversion to sponsored Academy status. The Bill also aims to expand the conversion to Academy status to cover "coasting schools". There is no definition in the Bill of what a coasting school is, but it is likely to include not only schools in special measures, but schools failing to make sufficient or satisfactory progress. The Bill proposes a new duty under the Academy Act for the Secretary of State to make an Academy order where a school is eligible for interventions as "requiring significant improvement" as well as requiring special measures. Requiring significant improvement will include where special measures are not required but the school is performing significantly less well than it might in all the circumstances it reasonably could

be expected to perform. Further the Bill proposes that where an Academy order is made in respect of a school requiring intervention both the Governing Body and the Local Authority will be required to take all reasonable steps to facilitate the conversion of the school into an Academy.

- 5.8 In deciding what provision to make in respect of primary and secondary schools, the Council is required to consider the need to secure diversity in the provision of schools and increasing opportunities for parental choice. This sits alongside the Council's general equality duty, which requires it to have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). A proportionate equalities analysis will need to be carried out when preparing proposals for new school places.

6. ONE TOWER HAMLETS CONSIDERATIONS

- 6.1 The LA has a statutory duty to ensure sufficient school places for local residents. Education is key to ensuring economic prosperity for the individual and for the community. The LA has a duty to ensure diversity of provision to enable parents to express their preference for a school place. These duties are taken into account in planning provision of school places. The plan to commission school places is universally applicable to children and young people of school age and there is unlikely to be unequal impact on different groups.
- 6.2 The LA has to plan for the overall social infrastructure to meet the needs of the rising local population. This informs the development of the Council's asset management and service planning to ensure that the required infrastructure is provided and that the competing needs are balanced.

7. BEST VALUE (BV) IMPLICATIONS

- 7.1 The report sets out proposals for meeting the need for school places. Proposals include making the best use of existing Council assets.
- 7.2 Implementation of capital schemes will be subject to competitive procurement. Proposals will be subject to consultation as they are developed and before implementation.

8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 8.1 The proposals to provide additional school places to meet the needs of the population will be implemented taking account of sustainable design standards and materials. As far as possible primary school provision is planned to ensure that children can access a local school place and so minimise impact on travel.

9. RISK MANAGEMENT IMPLICATIONS

- 9.1 The Council has a statutory duty to provide sufficient school places. In order to plan to meet this need projections are obtained annually and reviewed each year against the known school capacity. It is clear that the projections indicate that a significant rise in the need for places has to be planned for. There may be variations in the projections so the Council has to retain some flexibility in its ability to respond to the need.
- 9.2 The plans required to meet the need for school places can often require the balance of complex and competing considerations, for example for other social infrastructure requirements. Because of the long time that is required to implement projects, decisions need to be taken in sufficient time to plan the use of resources and to identify shortfalls.
- 9.3 The Council has to manage the risk of failing to meet its statutory duties by having sufficient options available for implementation to meet the need and by keeping the changing circumstances under review.

10. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 10.1 There are no specific implications arising.

11. SAFEGUARDING IMPLICATIONS

- 11.1 The report deals with the Council's approach to providing school places for the local population. Ensuring the supply of good quality school places contributes to the safeguarding of children.

Linked Reports, Appendices and Background Documents

Linked Report

- NONE.

Appendices

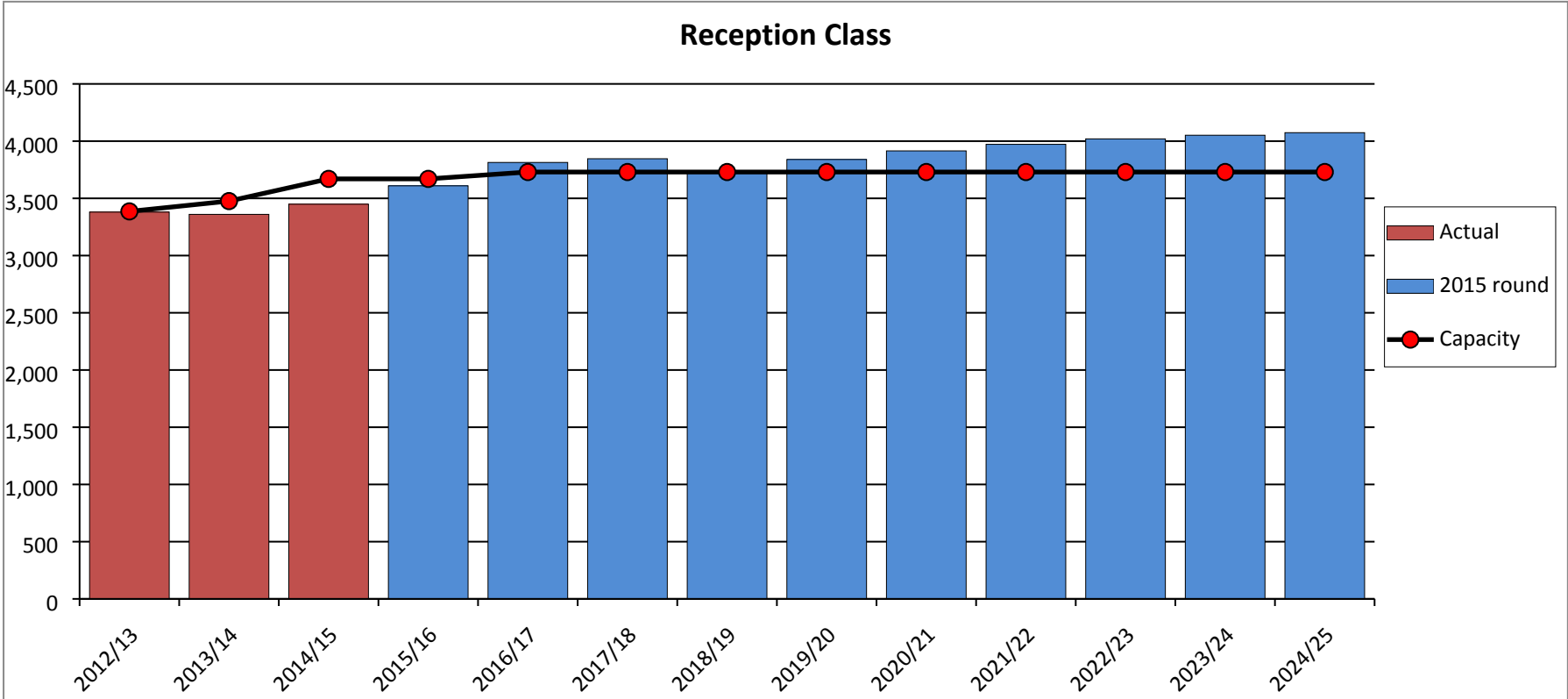
- NONE.

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- NONE.

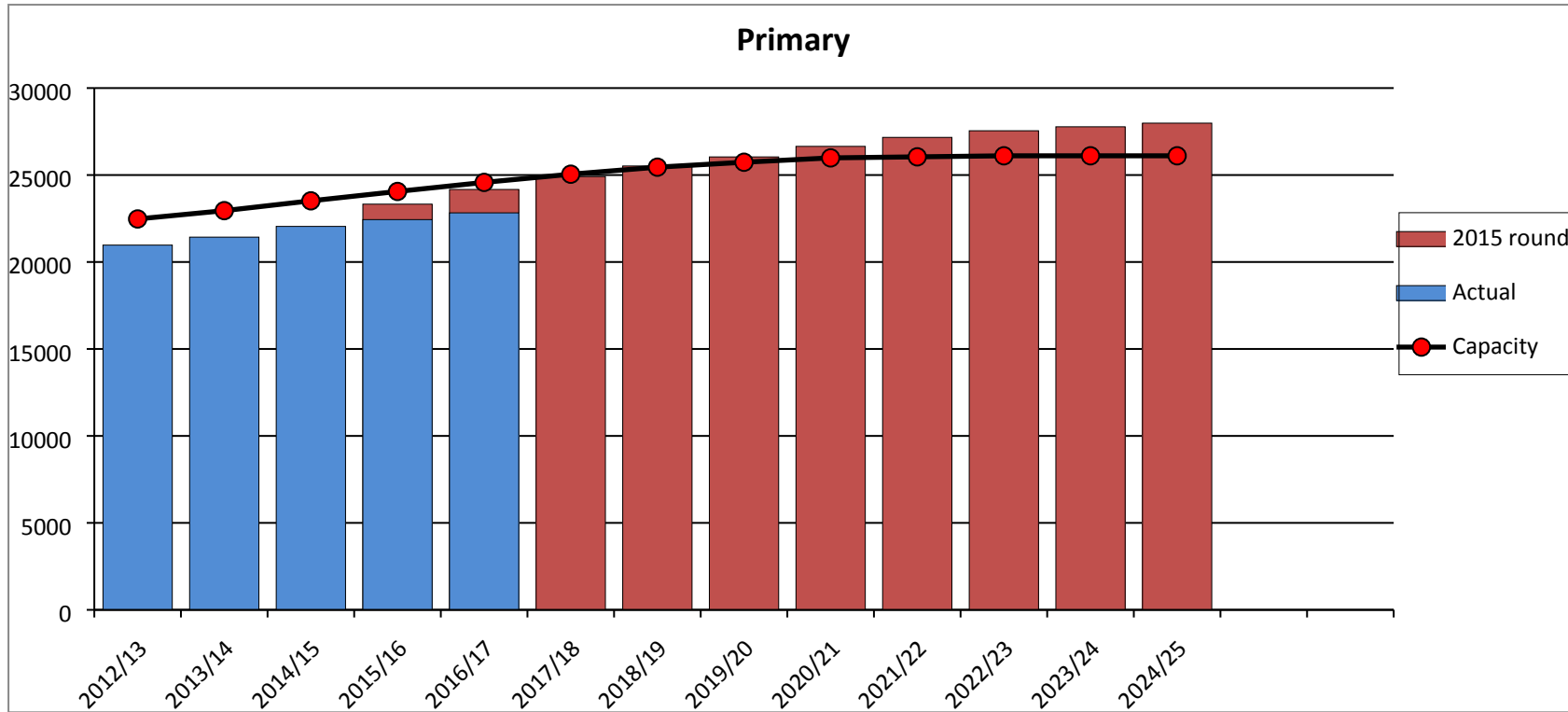
Officer contact details for documents:

Or state N/A



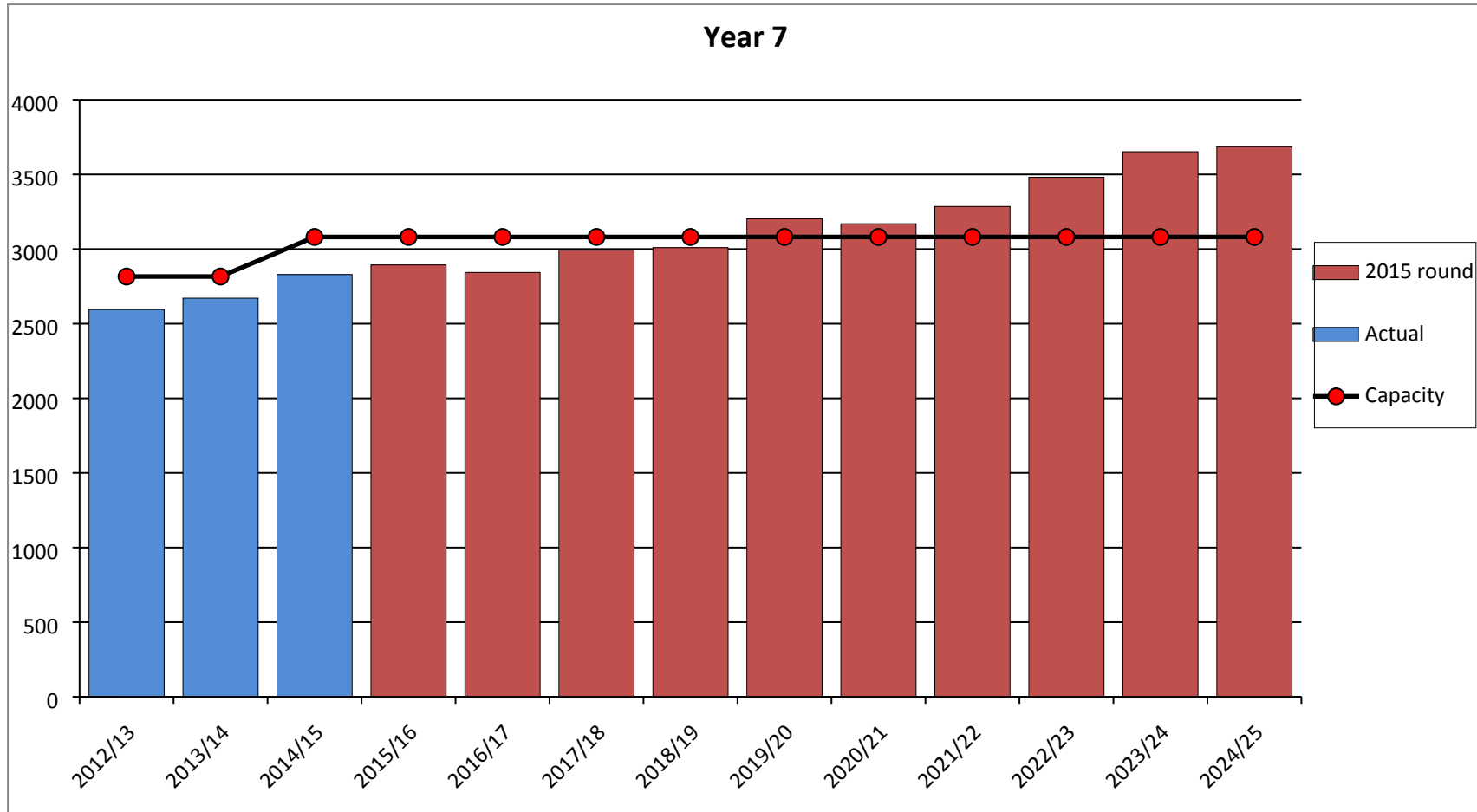
Reception	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Actual	3,380	3,360	3,449										
2015 round				3,610	3,814	3,846	3,740	3,840	3,915	3,972	4,020	4,051	4,074
Capacity	3,386	3,476	3,670	3,670	3,730	3,730	3,730	3,880	3,880	3,880	3,880	3,880	3,880
Variance	6	116	221	60	-84	-116	-10	40	-35	-92	-140	-171	-194
FE	0.2	3.9	7.4	2.0	-2.8	-3.9	-0.3	1.3	-1.2	-3.1	-4.7	-5.7	-6.5

Assumes extra 5FE capacity agreed at Bow and Bromley Hall sites available in 2018/19; excludes Sweetwater Legatum Academy proposed for September 2017

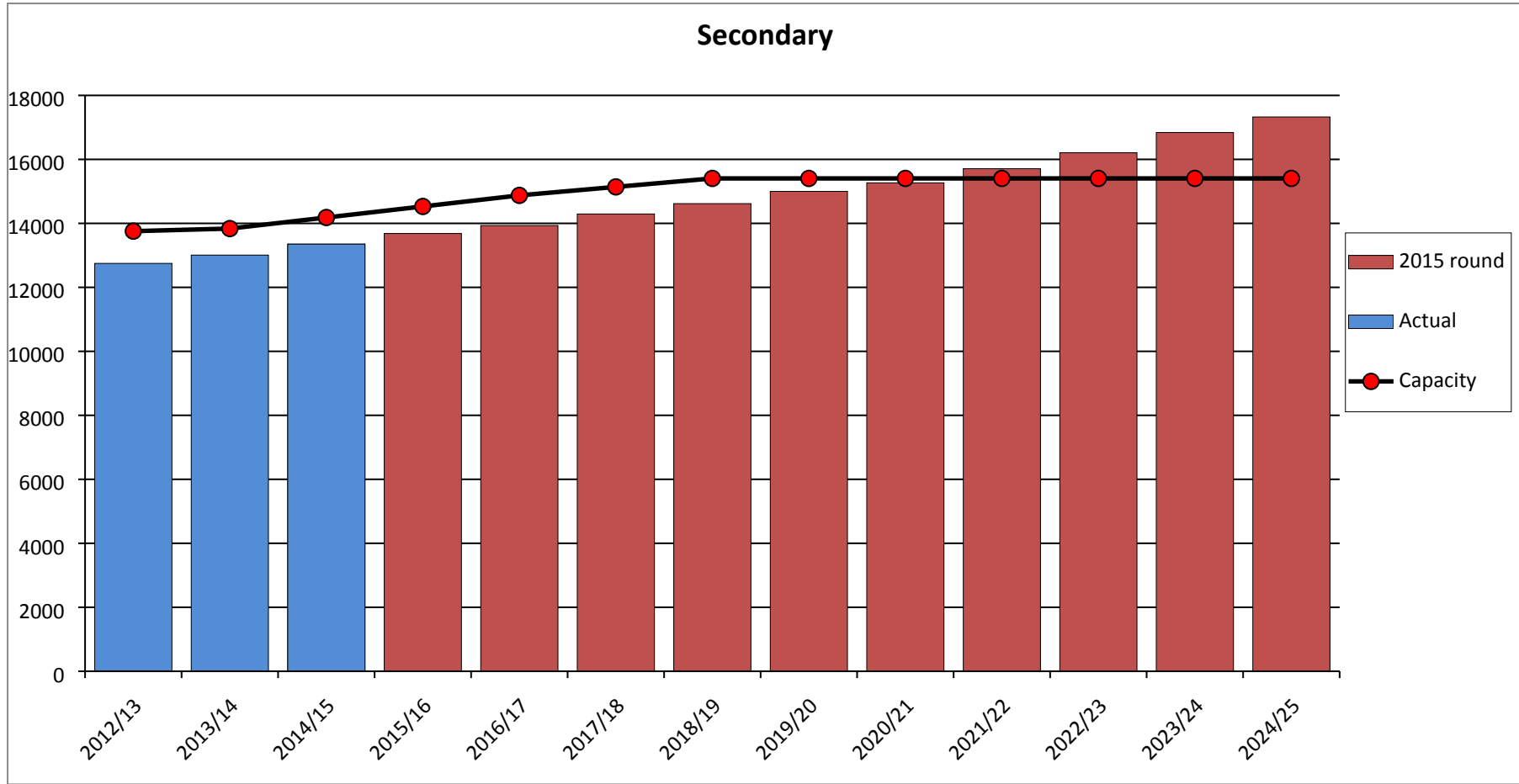


Primary	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Actual	22,047	22,437	22,825										
2015 round				23,327	24,171	24,911	25,522	26,042	26,649	27,165	27,546	27,775	27,984
Capacity	22,475	22,952	23,517	24,056	24,577	25,048	25,452	25,736	25,986	26,046	26,106	26,106	26,106
Variance	428	515	692	729	406	137	-70	-306	-663	-1,119	-1,440	-1,669	-1,878
FE	2.04	2.45	3.30	3.47	1.93	0.65	-0.33	-1.46	-3.16	-5.33	-6.86	-7.95	-8.94

Assumes extra 5FE capacity agreed at Bow and Bromley Hall sites available in 2018/19; excludes Sweetwater Legatum Academy proposed for September 2017



Year 7	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Actual	2,595	2,671	2,829										
2015 round				2,893	2,843	2,993	3,009	3,203	3,169	3,285	3,481	3,652	3,685
Capacity	2,816	2,816	3,081	3,081	3,081	3,081	3,081	3,081	3,081	3,081	3,081	3,081	3,081
Variance	221	145	252	188	238	88	72	-122	-88	-204	-400	-571	-604
FE	7.37	4.83	8.40	6.25	7.92	2.93	2.39	-4.05	-2.94	-6.80	-13.33	-19.04	-20.15



Secondary	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Actual	12,749	13,008	13,351										
2015 round			13,351	13,684	13,932	14,294	14,617	15,000	15,267	15,709	16,207	16,841	17,326
Capacity	13,756	13,837	14,183	14,529	14,875	15,140	15,405	15,405	15,405	15,405	15,405	15,405	15,405
Variance	1,007	829	832	845	943	846	788	405	138	-304	-802	-1,436	-1,921
FE	6.71	5.53	5.55	5.64	6.28	5.64	5.25	2.70	0.92	-2.03	-5.35	-9.57	-12.81

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<p>Cabinet</p> <p>8th September 2015</p>	 <p>TOWER HAMLETS</p>
<p>Report of: Zena Cooke, Corporate Director of Resources</p>	<p>Classification: Unrestricted</p>
<p>Exercise of Corporate Directors' Discretions</p>	

Lead Member	Councillor David Edgar, Cabinet Member for Resources
Originating Officer(s)	Alimul Kadir, Accountant - Financial Planning
Wards affected	All wards
Key Decision?	No
Community Plan Theme	One Tower Hamlets

Executive Summary

This report sets out the exercise of Corporate Directors' discretions under Financial Regulation B10 which stipulates that such actions be the subject of a noting report to Cabinet if they involve expenditure between £100,000 and £250,000.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Note the exercise of Corporate Directors' discretions as set out in Appendix 1.

1. REASONS FOR THE DECISIONS

- 1.1 Financial Regulations require that regular reports be submitted to Cabinet setting out financial decisions taken under Financial Regulation B10.
- 1.2 The regular reporting of Corporate Director's Discretions should assist in ensuring that Members are able to scrutinise officer decisions.

2. ALTERNATIVE OPTIONS

- 2.1 The Council is bound by its Financial Regulations (which have been approved by Council) to report to Cabinet setting out financial decisions taken under Financial Regulation B10.
- 2.2 If the Council were to deviate from those requirements, there would need to

be a good reason for doing so. It is not considered that there is any such reason, having regard to the need to ensure that Members are kept informed about decisions made under the delegated authority threshold and to ensure that these activities are in accordance with Financial Regulations.

3. DETAILS OF REPORT

3.1 Financial Regulation B10 sets out the Cabinet Reporting Thresholds for the following financial transactions:

- Virements
- Capital Estimates
- Waiving Competition Requirements for Contracts and Orders (Subject to EU threshold)
- Capital Overspends
- Settlement Of Uninsured Claims

3.2 Under Financial Regulation B10, if the transaction involves a sum between £100,000 and £250,000 it can be authorised by the Corporate Director under the scheme of delegation but must also be the subject of a noting report to the next available Cabinet.

3.3 Appendix 1 sets out the exercises of Corporate Directors' discretions, under the stipulations in 3.2 above, that have taken place since the previous Cabinet.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

4.1 The comments of the Chief Financial Officer have been incorporated into the report and Appendix.

5. LEGAL COMMENTS

5.1 The report sets out the individual exercises of Corporate Directors' Actions for noting by Cabinet, as required by Financial Regulation B10.

5.2 Internal guidelines have been published setting out the process by which Records of Corporate Directors' Actions are completed. These specify that the proposed action must be in accordance with the Council's Financial Regulations and its Procurement Procedures. There are limited circumstances in which waiver of the Procurement Procedures is permissible and the guidelines reinforce that waiver should not be sought as a substitute for proper planning.

5.3 Each director's action requires prior authorisation by the relevant service head, the responsible procurement officer, the directorate finance manager, and the chief legal officer before agreement by the corporate director. A template form is completed to record each director's action and these Records of Corporate Directors' Actions (RCDAs) must be maintained by each directorate. The legal implications of each of the individual decisions are

provided as part of the decision making process and are recorded on the relevant RCDA.

6. ONE TOWER HAMLETS CONSIDERATIONS

6.1 This report is concerned with the notification of officers' discretions under Standing Orders and has no direct One Tower Hamlets implications. To the extent that there are One Tower Hamlets Considerations arising from the individual actions, these would have been addressed in the records of each action.

7. BEST VALUE (BV) IMPLICATIONS

7.1 Best Value implications associated with each of the Corporate Directors' discretions as set out in Appendix 1 would have been identified and evaluated as an integral part of the process which led to the decision.

8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

8.1 There are no Sustainable Action for A Greener Environment implications arising from this report.

9. RISK MANAGEMENT IMPLICATIONS

9.1 The risks associated with each of the Corporate Directors' discretions as set out in Appendix 1 would have been identified and evaluated as an integral part of the process which led to the decision.

10. CRIME AND DISORDER REDUCTION IMPLICATIONS

10.1 There are no Crime and Disorder Reduction Implications arising from this report.

11. SAFEGUARDING IMPLICATIONS

11.1 Safeguarding risks or benefits associated with each of the Corporate Directors' discretions as set out in Appendix 1 would have been identified and evaluated as an integral part of the process which led to the decision.

Linked Reports, Appendices and Background Documents

Linked Report

- None

Appendices

- Appendix 1 – Exercise of Corporate Directors' Discretions under Financial Regulation B10

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- None

Officer contact details for documents:

- Paul Leeson, Finance Business Partner, Development & Renewal (D&R) Directorate, Ext. 4995
- Sajeed Patni, Finance Business Partner, Education, Social Care & Wellbeing (ESCW) Directorate, Ext. 4960

Appendix 1: Exercise of Corporate Directors' Discretions under Financial Regulation B10

Corporate Director	Reference	Amount	Description of Exercise of Discretion	Justification for Action	Contractor's Name and Address	Contact
Aman Dalvi Development & Renewal	054 - 2014/15	£219,445	Virement	Continuation of security services to protect the Council's property at Ailsa Street/Lochnagar Street, for the period 1st April 2014 to 31st March 2015.	Sitex Orbis Beaufort House Cricket Field Road Uxbridge UB8 1QG	Dale Walker Corporate Property and Capital Delivery Ext. 2345
Aman Dalvi Development & Renewal	151 - 2014/15	£242,000	Fuel Poverty and Insulation Works on HRA Properties - Increase in Capital Estimate to reflect change in finance arrangements for Energy Company Obligation (ECO) partner contribution.	As a result of the contract entered into with one of the Council's partners (EDF), the provider will now pay its ECO funding to the Council rather than directly to the contractor. Although the scheme details and costs are unchanged, in accordance with Financial Regulations the capital estimate needs to be increased to reflect the fact that technically the Council will now initially be incurring this expenditure, albeit that the external partner is still funding the same level of works.	N/A	Paul Leeson Resources Ext. 4995
Robert McCulloch-Graham Education, Social Care & Wellbeing	004 - 2015/16	£113,698	Sheltered Housing Warden Service (Gateway Sheltered), extension of current contract.	The procurement process for these contracts in 2014 was unsuccessful, and as a result the Competition Board made a decision to put a 6 month extension in place pending a review. The review has not been completed at present and a further 10 month extension is required to complete the review, and to undertake a new procurement exercise. This covers the period 1st June 2015 to 31st March 2016.	Gateway Housing Association 413 Mile End Road London E3 4PB	Stephanie Graden Commissioning & Strategy Ext. 0391

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