

Meeting of the

# CABINET

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Wednesday, 30 July 2008 at 5.30 p.m.

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## AGENDA – SECTION ONE

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### VENUE

Committee Room, 1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London, E14 2BG

#### Members:

Councillor Lutfur Rahman (Chair)	– (Leader of the Council)
Councillor Ohid Ahmed	– (Lead Member, Regeneration, Localisation and Community Partnerships)
Councillor Rofique U Ahmed	– (Lead Member, Culture and Leisure)
Councillor Anwara Ali	– (Lead Member, Health & Wellbeing)
Councillor Alibor Choudhury	– (Lead Member, Employment and Skills)
Councillor Marc Francis	– (Lead Member, Housing and Development)
Councillor Clair Hawkins	– (Lead Member, Children's Services)
Councillor Joshua Peck	– (Lead Member, Resources and Performance)
Councillor Abdal Ullah	– (Lead Member, Cleaner, Safer, Greener)

If you require any further information relating to this meeting, would like to request a large print, Braille or audio version of this document, or would like to discuss access arrangements or any other special requirements, please contact:

Angus Taylor, Democratic Services,

Tel: 020 7364 4333, E-mail: [angus.taylor@towerhamlets.gov.uk](mailto:angus.taylor@towerhamlets.gov.uk)

**LONDON BOROUGH OF TOWER HAMLETS**

**CABINET**

**WEDNESDAY, 30 JULY 2008**

**5.30 p.m.**

**1. APOLOGIES FOR ABSENCE**

To receive any apologies for absence.

**2. DECLARATIONS OF INTEREST**

**PAGE  
NUMBER  
1 - 2**

**WARD(S)  
AFFECTED**

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 Chief Executive.

**3. UNRESTRICTED MINUTES**

**3 - 20**

To confirm as a correct record of the proceedings the unrestricted minutes of the ordinary meeting of the Cabinet held on 2<sup>nd</sup> July 2008.

**4. DEPUTATIONS & PETITIONS**

To receive any deputations or petitions.

**5. OVERVIEW & SCRUTINY COMMITTEE**

**5.1 Chair's advice of Key Issues or Questions in relation to Unrestricted Business to be considered**

To receive any advice of key issues or questions in relation to the unrestricted business of the Cabinet, arising from the meeting of the Overview and Scrutiny Committee held on 29<sup>th</sup> July 2008.

	<b>PAGE NUMBER</b>	<b>WARD(S) AFFECTED</b>
<b>5.2 Any Unrestricted Decisions "Called in" by the Overview &amp; Scrutiny Committee</b>		
(Under provisions of Article 6 Para 6.02 V of the Constitution).		
The following item has been "called in" for further consideration by the Overview and Scrutiny Committee at its meeting to be held on 29 <sup>th</sup> July 2008. Should the Overview and Scrutiny Committee, upon consideration, refer the reports back to the Cabinet for further consideration Members will receive a copy of each report and the decision/ recommendations of the Overview and Scrutiny Committee at the Cabinet meeting.		
(i) London Thames Gateway Development Corporation, Draft Bromley-by-Bow Land Use Design Brief (CAB 014/089)		

## **UNRESTRICTED REPORTS FOR CONSIDERATION**

### **6. A GREAT PLACE TO LIVE**

<b>6.1 Recycling Improvement Plan For Tower Hamlets (CAB 018/089)</b>	<b>21 - 36</b>	<b>All Wards</b>
<b>6.2 Review of Public Footway Trading Fees and Charges 2008/2009 (CAB 019/089)</b>	<b>37 - 48</b>	<b>All Wards</b>
<b>6.3 Compulsory Purchase Action for 4 Long-Term Vacant Properties (CAB 020/089)</b>	<b>49 - 56</b>	<b>Limehouse; Spitalfields &amp; Banglatown; Weavers; All Wards</b>
<b>6.4 Housing Priority Areas 2008/10 (CAB 021/089)</b>	<b>57 - 62</b>	<b>All Wards</b>

### **7. A PROSPEROUS COMMUNITY**

<b>7.1 Building Schools for the Future - Recommendation for the Appointment of a Preferred Bidder (CAB 022/089) - To Follow</b>		<b>All Wards</b>
<b>7.2 Proposal to Establish the Cambridge Heath Sixth Form through a Prescribed Alteration under the School Organisation Regulations 2007 (CAB 023/089)</b>	<b>63 - 94</b>	<b>All Wards</b>
<b>7.3 Constitution of the Schools Forum (CAB 024/089)</b>	<b>95 - 108</b>	<b>All Wards</b>

### **8. A SAFE AND SUPPORTIVE COMMUNITY**

<b>8.1 Tower Hamlets Homelessness Strategy 2008 - 2013 (CAB 025/089)</b>	<b>109 - 160</b>	<b>All Wards</b>
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		<b>PAGE NUMBER</b>	<b>WARD(S) AFFECTED</b>
<b>8 .2</b>	<b>Strategic Review of Supporting People Floating Support Services (CAB 026/089)</b>	<b>161 - 172</b>	<b>All Wards</b>
<b>8 .3</b>	<b>The Future of Telecare in Tower Hamlets (CAB 027/089)</b>	<b>173 - 182</b>	<b>All Wards</b>
<b>9.</b>	<b>A HEALTHY COMMUNITY</b>		
<b>9 .1</b>	<b>Extension to Lifeline Contract for Substance Misuse Services for Children and Young People (CAB 028/089)</b>	<b>183 - 202</b>	<b>All Wards</b>
<b>9 .2</b>	<b>Responses to the Recommendations of the Health Scrutiny Panel - Tobacco Cessation (CAB 029/089)</b>	<b>203 - 238</b>	<b>All Wards</b>
<b>10.</b>	<b>ONE TOWER HAMLETS</b>		
<b>10 .1</b>	<b>Tower Hamlets Partnership Governance Refresh (CAB 030/089)</b>	<b>239 - 254</b>	<b>All Wards</b>
<b>10 .2</b>	<b>Working Neighbourhoods Fund (CAB 031/089)</b>	<b>255 - 272</b>	<b>All Wards</b>
<b>10 .3</b>	<b>Resource Allocation and Budget Review 2009/10 - 2010/11 (CAB 033/089)</b>	<b>273 - 312</b>	<b>All Wards</b>
<b>10 .4</b>	<b>Financial Review 2011/12 - 2013/14 (CAB 032/089)</b>	<b>313 - 320</b>	<b>All Wards</b>
<b>10 .5</b>	<b>Use of Consultants - Responses to the Recommendations of the Scrutiny Working Group (CAB 034/089)</b>	<b>321 - 350</b>	<b>All Wards</b>
<b>10 .6</b>	<b>Diversity and Equality Action Plan 2008/09 (CAB 035/089)</b>	<b>351 - 434</b>	<b>All Wards</b>
<b>10 .7</b>	<b>Award of the Corporate Catering Contract (CAB 036/089)</b>	<b>435 - 440</b>	<b>All Wards</b>
<b>11.</b>	<b>ANY OTHER UNRESTRICTED BUSINESS CONSIDERED TO BE URGENT</b>		
<b>12.</b>	<b>UNRESTRICTED REPORTS FOR INFORMATION</b>		

**13. 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.

**14. EXEMPT / CONFIDENTIAL MINUTES**

Nil items.

**15. OVERVIEW & SCRUTINY COMMITTEE**

**15 .1 Chair's advice of Key Issues or Questions in relation to Exempt / Confidential Business to be considered.**

Nil items.

**15 .2 Any Exempt / Confidential Decisions "Called in" by the Overview & Scrutiny Committee**

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

Nil items.

**EXEMPT / CONFIDENTIAL REPORTS FOR CONSIDERATION**

**16. A GREAT PLACE TO LIVE**

**16 .1 Compulsory Purchase Action for 4 Long-Term Vacant Properties - Exempt Confidential Appendices to Unrestricted Report (CAB 037/089)**

**441 - 466**

**Limehouse;  
Spitalfields  
&  
Banglatown;  
Weavers;**

17. **A PROSPEROUS COMMUNITY**

Nil items.

18. **A SAFE AND SUPPORTIVE COMMUNITY**

Nil items.

19. **A HEALTHY COMMUNITY**

Nil items.

20. **ONE TOWER HAMLETS**

Nil items.

21. **ANY OTHER EXEMPT/ CONFIDENTIAL  
BUSINESS CONSIDERED TO BE URGENT**

22. **EXEMPT / CONFIDENTIAL REPORTS FOR  
INFORMATION**

Nil items.

**SCRUTINY PROCESS**

The Overview and Scrutiny Committee, at its meeting on **Tuesday 9<sup>th</sup> September 2008** may scrutinise provisional decisions made in respect of any of the reports attached, if it is "called in" by **five** or more Councillors except where the decision involves a recommendation to full Council.

The deadline for "Call-in" is: Friday 8<sup>th</sup> August 2008 **(5.00 p.m.)**

The deadline for Deputations is: Wednesday 3<sup>rd</sup> September 2008 **(5.00 p.m.)**

Councillors wishing to "call-in" a provisional decision, or members of the public wishing to submit a deputation request, should contact: **John Williams**  
**Service Head Democratic Services:**  
**020 7364 4205**

# Agenda Item 2

## DECLARATIONS OF INTERESTS - NOTE FROM THE CHIEF EXECUTIVE

This note is guidance only. Members should consult the Council's Code of Conduct for further details. Note: Only Members can decide if they have an interest therefore they must make their own decision. If in doubt as to the nature of an interest it is advisable to seek advice **prior** to attending at a meeting.

### Declaration of interests for Members

Where Members have a personal interest in any business of the authority as described in paragraph 4 of the Council's Code of Conduct (contained in part 5 of the Council's Constitution) then s/he must disclose this personal interest as in accordance with paragraph 5 of the Code. Members must disclose the existence and nature of the interest at the start of the meeting and certainly no later than the commencement of the item or where the interest becomes apparent.

You have a **personal interest** in any business of your authority where it relates to or is likely to affect:

- (a) An interest that you must **register**
- (b) An interest that is not on the register, but where the well-being or financial position of you, members of your family, or people with whom you have a close association, is likely to be affected by the business of your authority more than it would affect the majority of inhabitants of the ward affected by the decision.

Where a personal interest is declared a Member may stay and take part in the debate and decision on that item.

**What constitutes a prejudicial interest?** - Please refer to paragraph 6 of the adopted Code of Conduct.

**Your personal interest will also be a prejudicial interest in a matter if (a), (b) and either (c) or (d) below apply:-**

- (a) A member of the public, who knows the relevant facts, would reasonably think that your personal interests are so significant that it is likely to prejudice your judgment of the public interests; AND
- (b) The matter does not fall within one of the exempt categories of decision listed in paragraph 6.2 of the Code; AND EITHER
- (c) The matter affects your financial position or the financial interest of a body with which you are associated; or
- (d) The matter relates to the determination of a licensing or regulatory application

The key points to remember if you have a prejudicial interest in a matter being discussed at a meeting:-

- i. You must declare that you have a prejudicial interest, and the nature of that interest, as soon as that interest becomes apparent to you; and
- ii. You must leave the room for the duration of consideration and decision on the item and not seek to influence the debate or decision unless (iv) below applies; and

- iii. You must not seek to improperly influence a decision in which you have a prejudicial interest.
- iv. If Members of the public are allowed to speak or make representations at the meeting, give evidence or answer questions about the matter, by statutory right or otherwise (e.g. planning or licensing committees), you can declare your prejudicial interest but make representations. However, you must immediately leave the room once you have finished your representations and answered questions (if any). You cannot remain in the meeting or in the public gallery during the debate or decision on the matter.



**LONDON BOROUGH OF TOWER HAMLETS**

**MINUTES OF THE CABINET**

**HELD AT 5.30 P.M. ON WEDNESDAY, 2 JULY 2008**

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

**Members Present:**

Councillor Lutfur Rahman (Chair)	(Leader of the Council)
Councillor Ohid Ahmed	(Lead Member, Regeneration, Localisation and Community Partnerships)
Councillor Rofique U Ahmed	(Lead Member, Culture and Leisure)
Councillor Anwara Ali	(Lead Member, Health & Wellbeing)
Councillor Alibor Choudhury	(Lead Member, Employment and Skills)
Councillor Marc Francis	(Lead Member, Housing and Development)
Councillor Clair Hawkins	(Lead Member, Children's Services)
Councillor Sirajul Islam (Vice-Chair)	(Deputy Leader of the Council)
Councillor Joshua Peck	(Lead Member, Resources and Performance)
Councillor Abdal Ullah	(Lead Member, Cleaner, Safer, Greener)

**Other Councillors Present:**

Councillor Abdul Asad	(Chair, Overview and Scrutiny Committee)
Councillor Stephanie Eaton	(Leader Liberal Democrat Group and Scrutiny Lead Member: A Healthy Community)
Councillor Fazlul Haque	
Councillor Ahmed Hussain	

**Others Present:**

**Officers Present:**

Ashraf Ali	– (Scrutiny Policy Officer, Equalities and Scrutiny, Chief Executive's)
Mohammed Choudhury	– (Executive Support Officer, Democratic Services, Chief Executive's)
Kevan Collins	– (Corporate Director, Children's Services)
Luke Cully	– (Finance Manager, Communities, Localities & Culture)
Barbara Disney	– (Service Manager Commissioning, Adults Health

	& Wellbeing)
Alan Finch	– (Service Head Corporate Finance, Resources)
Tony Finnegan	– (Communications Officer)
Julian Francis	– (Political Adviser to the Conservative Group, Democratic Services, Chief Executive's)
Stephen Halsey	– (Corporate Director, Communities, Localities & Culture)
Chris Holme	– (Service Head Resources, Development & Renewal)
Afazul Hoque	– (Acting Scrutiny Policy Manager, Scrutiny and Equalities, Chief Executive's)
Michael Keating	– (Acting Assistant Chief Executive, Chief Executive's)
Paul Leeson	– (Finance Manager, Development & Renewal)
Maureen McEleney	– (Director of Housing Management)
Chris Naylor	– (Corporate Director, Resources)
Charles Skinner	– (Service Head Communications, Chief Executive's)
Martin Smith	– (Chief Executive)
Andreas Sussilch	– (Interim Political Adviser to the Labour Group, Democratic Services, Chief Executive's)
Helen Taylor	– (Service Head, Commissioning & Strategy, Adults Health & Wellbeing)
David Tolley	– (Environmental Health Commercial Service Manager, Communities Localities and Culture)
Owen Whalley	– (Service Head, Major Project Development, Development & Renewal)
Graham White	– (Interim Legal Team Manager, Legal Services, Chief Executive's)
David Williams	– (Development Manager, Development & Renewal)
Angus Taylor	– (Executive Team Leader, Democratic Services)

### **COUNCILLOR L. RAHMAN (CHAIR) IN THE CHAIR**

#### **1. APOLOGIES FOR ABSENCE**

Apologies for absence were received on behalf of

Ms I. Freeman, Assistant Chief Executive (Legal Services), for whom Mr G. White, Interim Legal Team Manager, Chief Executive's, was deputising.

Mr J. Goldup, Corporate Director Adults Health and Wellbeing, for whom Ms H. Taylor, Service Head Commissioning and Strategy, Adults Health and Wellbeing, was deputising.

Mr P. Evans, Interim Corporate Director Development and Renewal, for whom Mr O. Whalley, Service Head Major Project Development, Development and Renewal, was deputising.

Apologies for lateness were received on behalf of Councillor A. Ali, Lead Member Health and Wellbeing.

**Noted**

## **2. DECLARATIONS OF INTEREST**

**Councillor O. Ahmed** declared a personal interest in Agenda item 8.1 "London Thames Gateway Development Corporation, Draft Bromley-by-Bow Land Use Design Brief". The declaration of interest was made on the basis that the report contained recommendations relating to the London Thames Gateway Development Corporation and Councillor Ahmed was a representative of the Authority on the governing body of the London Thames Gateway Development Corporation.

**Councillor A. Ali** gave notification to the clerk prior to the Cabinet meeting that she had a personal interest in Agenda items 6.1 "Food Law Enforcement Service Plan 2008/2009" and 7.1 "Recommissioning LinkAge Plus" on the basis that the report made reference to the Tower Hamlets Primary Care Trust. and Councillor Ali was an employee of the Tower Hamlets Primary Care Trust (partner in general practitioner's practice in Spitalfields).

Councillor Rofique U. Ahmed requested that in the case of Members sharing a common family name that future minutes of the Cabinet meeting clearly differentiate between these Members, and in particular that his name be recorded as Rofique U. Ahmed.

**Noted**

## **3. UNRESTRICTED MINUTES**

Councillor Francis, Lead Member Housing and Development, in referring to the minutes of the meeting of the Cabinet held on 11<sup>th</sup> June 2008 indicated that he had raised three matters of accuracy with the clerk, as set out below, prior to the commencement of the meeting; and proposed that the minutes be amended accordingly.

- Page 1 - Other Councillors Present: amendment of designated titles to reflect appointment of Scrutiny Lead Members in the Municipal Year 2008/9.
- Page 5 - Agenda item 4 "Declarations of Interest" paragraph 2: deletion of "Councillor Francis was a representative of the Authority on the governing body of Old Ford Housing Association" and insertion of

“Councillor Francis was an independent member of the governing body of Old Ford Housing Association”.

- Page 7 - Agenda item 7.1 “Chairs advice of Key Issues or Questions in relation to Unrestricted Business to be considered” penultimate paragraph: deletion of “Councillor Francis” and insertion of “Councillor Asad”.

Councillor Hawkins, Lead Member Children’s Services, in referring to Page 14 - Agenda item 11.2 “Children’s and Young People’s Plan (CYPP) Review and 2007 Update” paragraph 4 observed that there was a reference to “Primary Strategy for Change” and this should be a reference to “Children’s and Young People’s Plan”, and proposed that the minutes be amended accordingly.

Councillor Peck, Lead Member Resources and Performance, in referring to Page 9 - Agenda item 9.1 “Housing Investment Programme 2008/09 to 2012/13” final bullet: observed that Malmesbury Estate was spelled incorrectly and required the insertion of the letter e, and proposed that the minutes be amended accordingly.

The Chair **Moved** (taking account of the proposed amendments from Councillors Francis, Hawkins and Peck); and it was: -

### **Resolved**

That subject to the amendments set out below the unrestricted minutes of the ordinary meeting of the Cabinet held on 11<sup>th</sup> June 2008 be approved and signed by the Chair, as a correct record of the proceedings:-

Page 1 - Other Councillors Present: amendment of designated titles to reflect appointment of Scrutiny Lead Members in the Municipal Year 2008/9.

Page 5 - Agenda item 4 “Declarations of Interest” paragraph 2: deletion of “Councillor Francis was a representative of the Authority on the governing body of Old Ford Housing Association” and insertion of “Councillor Francis was an independent member of the governing body of Old Ford Housing Association”.

Page 7 - Agenda item 7.1 “Chairs advice of Key Issues or Questions in relation to Unrestricted Business to be considered” penultimate paragraph: deletion of “Councillor Francis” and insertion of “Councillor Asad”.

Page 9 - Agenda item 9.1 “Housing Investment Programme 2008/09 to 2012/13” final bullet: correction of typographical error: Malmsbury Estate to Malmesbury Estate.

Page 14 - Agenda item 11.2 “Children’s and Young People’s Plan (CYPP) Review and 2007 Update” paragraph 4: deletion of “Primary Strategy for Change” and insertion of “Children’s and Young People’s Plan”.

#### 4. DEPUTATIONS & PETITIONS

The clerk advised that the Acting Assistant Chief Executive had received no requests for deputations or petitions in respect of the business contained in the agenda.

#### 5. OVERVIEW & SCRUTINY COMMITTEE

##### 5.1 Chair's advice of Key Issues or Questions in relation to Unrestricted Business to be considered

The Chair informed members of the Cabinet that Councillor Asad, Chair of the Overview and Scrutiny Committee, had **Tabled** a sheet of questions/ comments arising from the deliberations of the Overview and Scrutiny Committee, held on 1<sup>st</sup> July 2008, in respect of the unrestricted business contained in the agenda for consideration, a copy of which would be interleaved with the minutes.

Councillor Asad, Chair of the Overview and Scrutiny Committee:-

- Thanked Councillor Choudhury, Lead Member Employment and Skills for attending the Overview and Scrutiny Committee the previous evening for the "Scrutiny Spotlight"; outlined the key issues on which this discussion focused and noted that the Lead Member had indicated that he would take forward the suggestions arising.
- Also thanked Councillor Peck, Lead Member Resources and Performance for attending the Overview and Scrutiny Committee the previous evening to present the Corporate Complaints and Social Care Complaints Annual Report. Councillor Asad outlined the key issues on which this discussion focused including a disproportionate number of complaints from BME Communities and a high number of complaints in relation to assessment decisions by adult services and housing technical services, and informed members of the Cabinet that the Committee considered an action plan was needed to mitigate this phenomena.
- Informed members of the Cabinet that he had nothing to add to the questions/ comments raised by the Overview and Scrutiny Committee, as set out in the tabled paper regarding: -
  - Agenda item 6.1 "Food Law Enforcement Plan" (CAB 012/089)
  - Agenda item 7.1 "Recommissioning Linkage Plus" (CAB 013/089)
  - Agenda item 8.1 "London Thames Gateway Development Corporation Draft Bromley by Bow Land Use Design Brief" (CAB 014/089)
  - Agenda item 12.1 "Housing Revenue Account Provisional Outturn Report 2007/08" (CAB 016/089)

The Chair thanked Councillor Asad for presenting the contribution of the Overview and Scrutiny Committee; and then **Moved** and it was: -

### **Resolved**

That the questions and comments of the Overview and Scrutiny Committee be noted, and that these be given consideration during the Cabinet deliberation of the items of business to which the questions and comments related.

## **5.2 Any Unrestricted Decisions "Called in" by the Overview & Scrutiny Committee**

The Clerk advised that no provisional decisions made by the Cabinet, at its meeting held on 11<sup>th</sup> June 2008, had been "called in" for further consideration by the Overview and Scrutiny Committee, at its meeting held on 1<sup>st</sup> July 2008, and accordingly none had been referred back to Cabinet for further consideration.

## **6. A BETTER PLACE FOR LIVING SAFELY**

### **6.1 Food Law Enforcement Service Plan 2008/2009 (CAB 012/089)**

**Councillor A. Ali** gave notification to the clerk prior to the Cabinet meeting that she had a personal interest in Agenda items 6.1 "Food Law Enforcement Service Plan 2008/2009" on the basis that the report made reference to the Tower Hamlets Primary Care Trust. and Councillor Ali was an employee of the Tower Hamlets Primary Care Trust (partner in general practitioner's practice in Spitalfields).

Mr Halsey, Corporate Director Communities, Localities and Culture, at the request of the Chair in introducing the report:

- Briefly summarised the salient points contained therein:
  - Drawing particular attention to paragraphs 3.3 and 3.4 which outlined the Authority's responsibilities in relation to food law and the commercial premises in relation to which this regime was applied.
  - Highlighting in particular that National Indicator 184 measured the compliance of establishments with food hygiene law and 57% of Tower Hamlets premises were currently compliant and it was intended that this would be increased by 5% in the coming year.
- Addressed the matters raised by the Overview and Scrutiny Committee, held on 1<sup>st</sup> July 2008, in relation to the report; as set out in the tabled sheet of questions and comments presented by the Chair of the Overview and Scrutiny Committee earlier in the proceedings.

Mr Tolley, Environmental Health Commercial Service Manager – Communities, Localities and Culture, at the request of the Chair, responded to requests for clarification/ assurance, in relation to a number of matters including:-

- With reference to Appendix 1, paragraph 4.1.3 and Table 5 contained therein: the budget available to staff for call allowances, in the context of the Authority's policies promoting low car usage, and steps being taken to reduce this.
- With reference to Appendix 1, paragraph 6.15.1: the usage of agency staff and if due to shortage of adequately qualified staff, the steps being taken to mitigate reliance on these.
- With reference to Appendix 1, paragraph 2.1.2 inclusion of Mile End Park and Weavers Fields in community events detailed.
- With reference to the take up of training referred to in the report: nature, availability, promotion of training.
- With reference to Appendix 1 page 54: specification of young workers in relation to which data being collected.
- With reference to paragraph 12.1 "Sustainable Action for a Greener Environment", and the context of the importance of recycling and waste management to the recently adopted Local Area Agreement, the ways in which the Authority was currently promoting the reduction of food waste and how this could be taken forward.

Councillor Ullah, Lead Member Cleaner, Safer, Greener, in welcoming the report and thanking the officer team for their contribution to its production:-

- Commented upon the prevalence of fast food outlets in High Street 2012, expressed concern that this encouraged an unhealthy lifestyle, primarily amongst young people, and requested that officers explore the options for limiting an expansion in their numbers and instead maintaining an appropriate mix of commercial premises.
- Considered that the availability of food and refreshments was needed at large and lengthy events, but emphasised the need for proper licensing and enforcement of the food law regime at these events.
- Informed those present that he had observed what appeared to be illegal food trading and certainly insanitary arrangements for dealing with associated utensils at the market in Truman's Brewery, Brick Lane and requested that officers ensure that these activities were subject to the Authority's food law enforcement regime.

The Chair **Moved** and it was: -

**Resolved:**

That the Tower Hamlets Food Law Enforcement Plan 2008/2009 attached at Appendix 1 to the report (CAB 012/09) be approved.

**7. A BETTER PLACE FOR LIVING WELL**

## 7.1 Re-commissioning LinkAge Plus (CAB 013/089)

**Councillor A. Ali** gave notification to the clerk prior to the Cabinet meeting that she had a personal interest in Agenda items 7.1 “Re-commissioning LinkAge Plus” on the basis that the report made reference to the Tower Hamlets Primary Care Trust. and Councillor Ali was an employee of the Tower Hamlets Primary Care Trust (partner in general practitioner’s practice in Spitalfields).

Ms Taylor, Service Head Commissioning & Strategy, Adults Health and Wellbeing, at the request of the Chair in introducing the report:-

- Briefly summarised the salient points contained therein highlighting in particular:
  - The Authority’s success as one of eight local authorities nationally piloting the Link Age Plus Programme.
  - The proposal that the Authority and the Tower Hamlets Primary Care Trust mainstream the funding for the project after the pilot phase, funded from other sources, completed.
  - Efficiency savings expected from the new governance and management model for the contract re-commissioning the service.
- Addressed the matters raised by the Overview and Scrutiny Committee, held on 1<sup>st</sup> July 2008, in relation to the report; as set out in the tabled sheet of questions and comments presented by the Chair of the Overview and Scrutiny Committee earlier in the proceedings. Ms Taylor undertook to provide Members with written details of contract monitoring arrangements.

Ms Taylor, Service Head Commissioning & Strategy, Adults Health and Wellbeing, at the request of the Chair, responded to requests for clarification/assurance, in relation to a number of matters including:-

- Whether client side arrangements for the verification and assessment of the performance of the contractor side in relation to the provision of this service had been robust.
- The outcome of a tender exercise, in relation to the future contract for this service provision, limited to the current five contractor side organisations, would be their delivery of the same service as currently provided.
- Whether the four organisations which did not win the contract for coordination of the contract would have sufficient funding under the consortia arrangements to operate a project of the same capacity.
- Whether each of the five organisations currently operating the scheme would be in place after the tender exercise was complete.
- Whether the other seven pilot local authorities were allocating their resources to mainstream the project.

The Chair **Moved** and it was: -

**Resolved:**



1. That a limited tender process be conducted for the coordination of the LinkAge Plus organisation;
2. That the Corporate Director Adults Health and Wellbeing be authorised to agree the contract with the successful organisation; and
3. That authorisation be given pursuant to Procurement Procedures paragraph 2.1.1 (b) for an exception to the general provisions of paragraphs 2.5.1 (requirement for 6 tenders) and 2.5.2 (requirement for public notice) of the Procedures in respect of the procurement process for this contract.

## **8. A BETTER PLACE FOR CREATING AND SHARING PROSPERITY**

### **8.1 London Thames Gateway Development Corporation, Draft Bromley-by-Bow Land Use Design Brief (CAB 014/089)**

**Councillor O. Ahmed** declared a personal interest in Agenda item 8.1 "London Thames Gateway Development Corporation, Draft Bromley-by-Bow Land Use Design Brief". The declaration of interest was made on the basis that the report contained recommendations relating to the London Thames Gateway Development Corporation and Councillor Ahmed was a representative of the Authority on the governing body of the London Thames Gateway Development Corporation.

Mr Whalley, Service Head Major Project Development - Development and Renewal, at the request of the Chair, in introducing the report; briefly summarised salient points contained therein, and addressed the matters raised by the Overview and Scrutiny Committee, held on 1<sup>st</sup> July 2008, in relation to the report; as set out in the tabled sheet of questions and comments presented by the Chair of the Overview and Scrutiny Committee earlier in the proceedings.

A detailed discussion followed, during which the proposals were broadly welcomed for their potential to bring forward a good neighbourhood in an area of disuse, and which focused on the following issues:-

- Consideration that in the context of the large number of people on the Authority's housing waiting list and the acknowledged levels of overcrowding in the Borough that targets for affordable housing and family housing should be as ambitious as possible and all necessary steps be taken to encourage property developers to maximise the potential for this mix of accommodation. It was also considered that this message should be conveyed to the relevant planning authority in relation to proposed level of single and luxury housing units for the Olympic Village.
- Noted that the draft land use design brief was congruent with the sensitivity required in terms of development parameters, such as height

density and good design, in areas sensitive to development such as the historic Three Mills Conservation Area; particularly in the context of current poor design in the vicinity of Twelve Trees and Bow Flyover.

- Considered that It was important to emphasise the Borough's Interim Planning Guidance required any new development to include:
  - Between 35 to 50% affordable housing
  - 25% of private housing for larger units larger units and 45% of social rented and intermediate housing for larger units (3+ beds) and the proposals were in accord with these requirements.
- Considered that it was important to emphasise that developments should be consistent with the Brief and not comprise more than eight storeys.
- Noted that the draft land use design brief was consistent with the Authority's Bromley by Bow Masterplan.
- Considered that although the objectives of the draft land use design brief were laudable these were not sufficiently connected and there was a lack of synergy and community focus.
- Concern that the new primary school provision to be secured from redevelopment of the site, which was located to the east of the A12, was the designated provision for any residential development to take place on the St Andrew's Hospital Site, located to the west of the A12. Concern also that the only firm proposals in the brief for pedestrian connections between east and west involved enhancing the subways under the A12 and consideration that it was essential that other options be developed for pedestrians involving surface crossings . Mr Williams, Development Manager, Development and Renewal, undertook to provide Councillor Hawkins, Lead Member Children's Services, with a breakdown of the projected figures for attendees of the primary school from each side of the A12. Mr Williams also suggested that the consultation period was a good opportunity for further ideas on connectivity to come forward.
- Concern that whilst substantial open space in the area around the new primary school was welcome, there should not be a substitution of open space to the east of the A12 for that to the west, unless the inadequate connectivity was mitigated.
- Consideration of inclusive consultation was required given the strong views of stakeholders in the surrounding area; and that further clarity was required in relation to the implementation of consultation with religious and faith groups. Clarification was also sought as to the methodology and timetable for statutory consultation on the draft land use design brief and how the recent work of the Overview and Scrutiny Committee around this area could contribute to the consultation. Mr Whalley confirmed that there would be a detailed Consultation Plan worked up with the LTGDC and the good practice consultation of the masterplan process would be continued. Officers would play a key role in the Consultation ensuring that the Corporate Consultation team was closely involved.
- Mr.Whalley confirmed that the feasibility for providing a multi-faith burial facility in the borough was being considered as part of the emerging Local Development Framework.

The Chair **Moved** and it was: -

**Resolved:**

1. That the Draft Bromley-by-Bow Land Use and Design Brief, attached at Appendix 2 to the report (CAB 014/089) be approved for a 12 week period of statutory consultation to be carried out jointly between the Council and London Thames Gateway Development Corporation prior to its approval by the Authority as 'Interim Planning Guidance'; and
2. That the Corporate Director Development and Renewal be authorised, after consultation with the Lead Member Housing and Development, to make any appropriate and necessary minor amendments to the Bromley-by-Bow Land Use and Design Brief prior to statutory consultation from August 2008.

**9. A BETTER PLACE FOR LEARNING, ACHIEVEMENT AND LEISURE**

The Clerk advised that there were no business to be considered under this section of the agenda.

**10. A BETTER PLACE FOR EXCELLENT PUBLIC SERVICES**

**10.1 General Fund Service Outturn and Strategic Plan Performance Information for 2007/2008 - (CAB 015/089)**

Mr Finch, Service Head Corporate Finance – Resources, at the request of the Chair, in introducing the report summarised the salient points contained therein, and also advising members of the Cabinet that:-

- A further report would be submitted to the next meeting of the Cabinet, due to be held on 30<sup>th</sup> July 2008, regarding the annual financial review process which would comprise figures set out in the report contained in the agenda before them together with an assessment of the financial risks and pressures facing the Authority. Mr Finch also commented that the Authority's Budgetary performance to date placed it in a positive position to deal with these.
- Paragraph 7.2 of the report contained a typographical error and the figure should read £504,000 not £514,000 and therefore that in 2008/09 £10,000 less was available to the Authority for Child Care Court Costs than indicated.

Councillor Peck, Lead Member Resources and Performance, with reference to paragraph 5.1 of the report and the tabled contained therein setting out directorate requests for carry forward of 2007/08 funding to 2008/09, commented that he required clarification as to:

- Why it was necessary to carry forward funding in the Childrens Services Budget relating to the revaluation on school properties resulting in National Non Domestic Rate (NNDR) rebate.
- The capacity to deliver the Corporate PC Refresh programme for the sum indicated.

Accordingly Councillor Peck proposed an amendment to the recommendation set out in paragraph 2.4 of the report, for the consideration of members of the Cabinet, as follows:-

“That the following carry forwards set out in the table contained within paragraph 5.1 of the report not be agreed, and that these be the subject of a further report submitted for the consideration of the Cabinet at its next meeting:

- Childrens Services - Re valuation on school properties resulting in National Non Domestic Rate (NNDR) rebate carried forward £134, 000.
- Corporate – PC Refresh £224,000.”

Councillor Peck, Lead Member Resources and Performance:

- With reference to paragraph 10.1 of the report and the table relating to data collection contained therein, expressed concern regarding the indicated percentage collection rate for 2007/08 debt relating to major works and service charges.
- With reference to Appendix D “Efficiency Return – Backward Look 2007/08” to the report, commented that of the 2007/08 efficiency savings, agreed by the Cabinet, approximately £350,000 had not been delivered. These savings could be technically offset by under spends in directorate budgets elsewhere; however, had the agreed efficiency savings also been delivered the Authority’s financial position would be that much stronger. Councillor Peck further commented that examination and agreement of budget savings was a long, detailed and difficult process for all concerned, and expressed, on behalf of members of the Cabinet, their expectation that should the agreed 2007/08 efficiency savings not be delivered that they be rolled forward to 2008/09.

Ms McEleney, Director of Housing Management, undertook to examine the 2007/08 service charge debt collection rate indicated in the report as this appeared incorrect, and to inform members of the Cabinet and Leaders of the political groups of her conclusions, in writing.

The Chair **Moved** the recommendations contained in the report (taking account of the amendment proposed by Councillor Peck), and it was:-

**Resolved:**

1. That the outturn position for 2007/2008 and the underspend of £6.2m against approved service budgets be noted;
2. That the technical target adjustment as detailed in Appendix A and explained in Section 6 of the report (CAB 015/089) be agreed;

3. That the Directorates' outturn and explanation for variances as detailed in Appendices B1-7 to the report (CAB 015/089) be noted;
4. That subject to (a) below the requests for carry forwards detailed in paragraph 5.1 of the report (CAB 015/089) be agreed;
  - (a) That the following carry forwards set out in the table contained within paragraph 5.1 of the report not be agreed and that these be the subject of a further report submitted for the consideration of the Cabinet at its next meeting:
    - Childrens Services - Re valuation on school properties resulting in National Non Domestic Rate (NNDR) rebate carried forward £134, 000.
    - Corporate – PC Refresh £224,000
5. That the transfers to earmarked reserves detailed in the Directorate reports and summarised at paragraph 5.2 of the report (CAB 015/089) be agreed;
6. That the efficiency statement for 2007/08 at paragraph 8.1 and Appendix D of the report (CAB 015/089) be noted;
7. That, in respect of the 2008/09 budget, £390,000 be allocated from the contingency established for the purpose of providing an increase in the budget for Child Care Court Costs, as set out in Section 7 of the report (CAB 015/089);
8. That the performance information for the year to 31<sup>st</sup> March 2008 [as set out in Section 9 of the report (CAB 015/089)] be noted; and
9. That the Revenue Collection data for the year to 31<sup>st</sup> March 2008 [as set out in Section 10 of the report (CAB 015/089)] be noted.

## **11. ANY OTHER UNRESTRICTED BUSINESS CONSIDERED TO BE URGENT**

The Clerk advised that there were no business to be considered under this section of the agenda.

## **12. UNRESTRICTED REPORTS FOR INFORMATION**

### **12.1 Housing Revenue Account Provisional Out turn Report 2007/08 (CAB 016/089)**

Mr Holme, Service Head Resources - Development and Renewal, at the request of the Chair, in introducing the report; summarised salient points contained therein, and addressed the matters raised by the Overview and Scrutiny Committee, held on 1<sup>st</sup> July 2008, in relation to the report; as set out

in the tabled sheet of questions and comments presented by the Chair of the Overview and Scrutiny Committee earlier in the proceedings.

Councillor Francis, Lead Member Housing and Development:

- Commented that the outturn in the 2007/08 Housing Revenue Account (HRA), an under spend in excess of £4 million, was a reflection of the achievement of value for money and containing expenditure within the allocated budget by the Authority's Housing department, but also indicated a need to work harder to identify and mitigate, at an earlier juncture, any such future under spend.
- Informed members of the Cabinet that there were two options with regard to the identified under spend in the 2007/08 HRA. Firstly to add these resources to the HRA balances making further provision for unforeseen risks in future years; to "bank now and invest later". Secondly to recognise that the resources had been derived from tenant rents and leaseholder service charges and that these be invested for their benefit at the earliest opportunity "invest now".
- Considered the latter option to be preferable, and accordingly proposed the following additional recommendation, to that contained in paragraph 2.1 of the report, for the consideration of members of the Cabinet:-

"That in the context of the identified increase in the level of Housing Revenue Account reserves, by in excess of £4 million, the Interim Corporate Director Development and Renewal after consultation with the Lead Member Housing and Development submit a further report to Cabinet, at the earliest opportunity, bringing forward costed proposals that accord with the priorities of the Cabinet to deliver early improvements in frontline housing services."

- Outlined the priorities of the Cabinet for early improvement in frontline housing services as follows:-
  - Developing the Estate Improvement Programme to deliver transformational change to local environments including painting, cleaning and landscaping.
  - A programme to achieve improved block and estate security.
  - Relieving overcrowding through small scale adaptations to flats and ancillary spaces, such as knock-throughs. Also through further incentivisation of tenants to take up smaller units or home ownership (enhanced resourcing of the Cash Incentive Grant) thereby freeing up more family accommodation.
  - Adaption of homes to better meet the needs of disabled residents.
  - Additional work be undertaken to achieve value for money in relation to leaseholder service charges and an additional rebate be brought forward in relation to the level of service provided to leaseholders in 2007/08
- Concluded by informing members of the Cabinet that he was pleased to report that the Department of Communities and Local Government had now given consent for the Arms Length Management Organisation (ALMO), also known as Tower Hamlets Homes, to go live on 7<sup>th</sup> July 2008; adding that much work had been undertaken by members of the

Shadow Tower Hamlet Homes Board and staff in Housing Services to improve the quality of the housing service and Government consent to progress the ALMO should be taken as an indication of their confidence that its objectives would be achieved.

Members of the Cabinet welcomed the proposal made by Councillor Francis.

Councillor Rofique U. Ahmed, Lead Member Culture and Leisure, in referring to paragraph 5.2 of the report containing a reference to the appointment of a Strategic Partner on the Ocean Estate in the near future, reported, on behalf of constituents who had expressed concerns to him, regarding the capacity of the Interim Board of the Ocean Regeneration Trust to deliver the programme of works proposed for the Estate.

Ms McEleney, Director of Housing Management, at the request of the Chair, responded to requests for clarification/ assurance, in relation to the following:-

- The contribution to the under spend in the 2007/08 Housing Revenue Account arising from renegotiated contracts for energy supply, and the linkage of reduced energy costs/ energy related savings to a reduction in income accruing to the Authority from leaseholders. Ms McEleney undertook to provide further written clarification to Councillor Peck, Lead Member Resources and Performance.
- With reference to Appendix 1 "HRA Outturn Report 2007/08" and the increased expenditure detailed therein relating to provision for bad or doubtful debt.

The Chair in **Moving** the recommendations contained in the report (taking account of the amendment proposed by Councillor Francis) requested that Mr Evans, Interim Corporate Director Development and Renewal, and the officer team in Development and Renewal, liaise with himself, Councillor Ohid Ahmed, Lead Member Regeneration Localisation and Community Partnerships, Councillor Rofique U. Ahmed, Lead Member Culture and Leisure, appropriate Ward Councillors to address the concerns raised by local people in relation to the Interim Board of the Ocean Regeneration Trust.

and it was:-

**Resolved:**

1. That the 2007/8 provisional outturn for the Housing Revenue Account be noted; and
2. That in the context of the identified increase in the level of Housing Revenue Account reserves, by in excess of £4 million, the Interim Corporate Director Development and Renewal after consultation with the Lead Member Housing and Development submit a further report to Cabinet, at the earliest opportunity, bringing forward costed proposals that accord with the priorities of the Cabinet to deliver early improvements in frontline housing services.

**12.2 Exercise of Corporate Director Discretions (CAB 017/089)**

The Chair **Moved** and it was: -

**Resolved:**

That the exercise of Corporate Directors' discretions, as set out in Appendix 1 to the report (CAB 016/089), be noted.

**13. EXCLUSION OF THE PRESS AND PUBLIC**

The agenda circulated contained no Section Two business (business containing information defined as exempt or confidential in Part 1 of Schedule 12A to the Local Government, Act 1972. There was therefore no requirement to exclude the press and public, under the provisions of Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to Information) Act 1985, to allow for consideration of such business prior to the conclusion of the meeting.

**SUMMARY OF EXEMPT/ CONFIDENTIAL BUSINESS****14. EXEMPT / CONFIDENTIAL MINUTES**

Nil Items.

**15. OVERVIEW & SCRUTINY COMMITTEE****15.1 Chair's advice of Key Issues or Questions in relation to Exempt / Confidential Business to be considered.**

Nil Items.

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

Nil Items.

**16. A BETTER PLACE FOR LIVING SAFELY**

Nil Items.

**17. A BETTER PLACE FOR LIVING WELL**

Nil Items.

**18. A BETTER PLACE FOR CREATING AND SHARING PROSPERITY**



Nil Items.

**19. A BETTER PLACE FOR LEARNING, ACHIEVEMENT AND LEISURE**

Nil Items.

**20. A BETTER PLACE FOR EXCELLENT PUBLIC SERVICES**

Nil Items.

**21. ANY OTHER EXEMPT/ CONFIDENTIAL BUSINESS CONSIDERED TO BE URGENT**

Nil Items.

**22. EXEMPT / CONFIDENTIAL REPORTS FOR INFORMATION**

Nil Items.

The meeting ended at 6.50 p.m.

Chair, Councillor Lutfur Rahman  
Cabinet

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# Agenda Item 6.1

<b>Committee:</b> Cabinet	<b>Date:</b> 30 <sup>th</sup> July 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b> Corporate Director Communities, Localities and Culture  <b>Originating officer(s)</b> Fiona Heyland, Head of Waste Management		<b>Title:</b> <b>Recycling Improvement Plan 2008 to 2011</b>  <b>Wards Affected:</b> Borough-wide		

## 1. SUMMARY

- 1.1 Historically the borough has suffered from low levels of recycling and in 2005/06 Tower Hamlets recorded the lowest recycling level in England and Wales. Overall there have been strides in improvement since 2003 with the authority currently recycling approximately 14% of the collected Household Waste. However, Tower Hamlets recycling target for 2007/08 is 20% and so current performance still falls short of achieving the Government target.
- 1.2 This report outlines the current recycling services in operation for residents and businesses within the borough and what level of performance is being achieved. The report goes on to analyse the gap between current performance and the required Government target and how that gap can be closed during 2008/09 financial year through the introduction of new services funded from service improvement growth.
- 1.3 To take the Council's recycling performance beyond the 20% target, with a view to achieving the Government's national target of 40% recycling and composting, additional recycling and composting initiatives will be required in subsequent years.

## 2. RECOMMENDATIONS

Cabinet are recommended to: -

- 2.1 Cabinet is requested to endorse the actions set out in the Recycling Improvement Plan summarised at section 4 of the report.

**Local Government Act 1972 (as amended) Section 100D**  
**List of “Background Papers” used in the preparation of this report**  
Recycling Improvement Plan

**To be completed by author**  
ext. 6838

Fiona Heyland

### **3. BACKGROUND TO CURRENT RECYCLING ARRANGEMENTS**

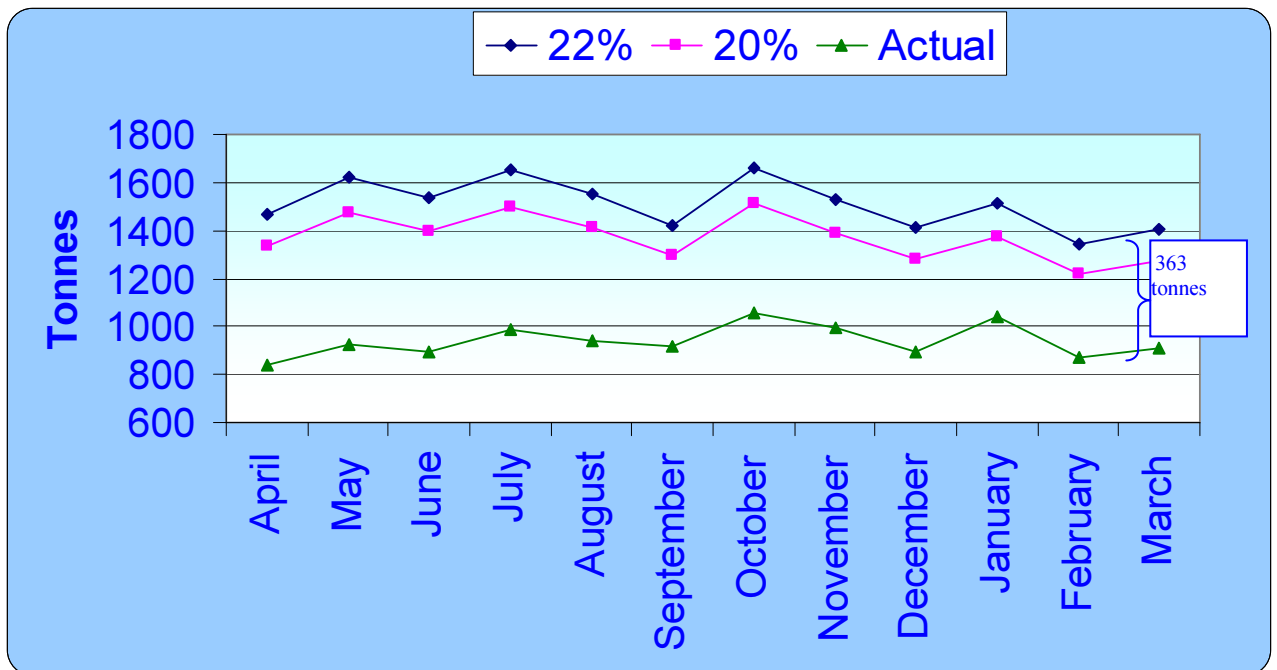
- 3.1 Tower Hamlets currently provides a weekly recycling service to collect co-mingled dry materials such as paper & card, glass bottles and jars, food and drink cans. 19,000 low rise properties and 55,000 high rise properties are on a door step collection basis and 18,600 high rise properties have communal collection facilities. The Communal systems use a variety of 360s / 660s / 770s / 1280s litre bins dependant on the physical infrastructure of the site.
- 3.2 The Authority provides 51 bring bank locations across the Borough for the collection of co-mingled paper, card, cans, aerosols, plastic bottles, beverage cartons and mixed glass. A total number of 232 bins are spread across these sites. All the communal bring banks in the authority are 1280 litre Continental design recycling banks. The Council has recently installed Commuter Recycling banks at Tower Hill, and Bethnal Green tube stations.
- 3.3 Residents are encouraged to recycle bulky and electrical materials at the Northumberland Wharf Civic Amenity Site such as Mixed Scrap Metal, Engine Oil, Car Batteries, Mobile Phones, Aluminium Foil, Textiles, White Goods, Cardboard.
- 3.4 In addition to the residential properties, the Council estimates that there are over 1000 non domestic properties producing Household Waste such as schools, colleges, charities and places of worship that could also receive a collection service. Approximately 320 of these properties have been provided with a collection service and work is ongoing to identify the remaining properties and roll out the recycling service to each one.
- 3.5 The activities outlined above have delivered a recycling performance that has been improving steadily since 2005 but this growth has predominantly been as a result of the roll out of dry recycling collection services across the borough. However despite this improvement current performance of 14% (March 2008) continues to fall short of the Council's statutory Household Waste recycling and composting target for 2007/08 of 20%. Figure 1 below shows the recycling performance, month by month, since April 2005.

Figure 1 – Growth in recycling performance since April 2005



3.6 In order to achieve the Council’s statutory recycling target more tonnage of recyclable and compostable material needs to be collected each month, either through current services or by providing additional services. Figure 2 below shows the extent of this “recycling gap”.

Figure 2 – The Recycling Gap (tonnes)



- 3.7 In 2007 the Council engaged MEL Research to undertake a Waste Analysis. This identified that Tower Hamlets' waste can be broken down into 4 main fractions.
- Dry Recyclable Material (paper, cans, bottles, glass) **40%**
  - Food Waste **42%**
  - Garden Waste **5%**
  - Residual Waste (not recyclable or compostable) **13%**
- 3.8 Not only did the Waste Analysis identify that Tower Hamlets had a high proportion of food waste in its Household Waste stream, it also identified that many residents, who were taking part in the dry materials recycling service, were only recycling a small percentage of the potential recyclable materials in their rubbish (in some cases this was as low as 14% of what could have been recycled).
- 3.9 From this Analysis it can be concluded that the best opportunities to increase recycling performance in the future is to get more residents to recycle **more** of the dry materials, through a series of initiatives and to implement the collection of food waste and garden waste. The following section of this report sets out the specific actions to be implemented in each year and the predicted increase in recycling performance.

#### **4.0 The Next Steps for Recycling**

- 4.1 Table 1 below lists the specific initiatives that formulate the Recycling Improvement Plan for 2008 to 2011. For each initiative the anticipated implementation date is given in the table.

*Table 1*

<b>2008/09</b>		
<b>Initiative</b>	<b>Details</b>	<b>Implementation Date</b>
<b>Garden Waste Collection Service</b>	Residents living in low rise properties with gardens will be provided with green re-usable garden waste sacks for their grass clippings and other green garden waste. This pilot service will be implemented in July 2008 with collections being made on a fortnightly basis.	7 <sup>th</sup> July 2008
<b>Separation of Street Cleansing Arisings for Recycling</b>	In August the Council's Street Cleansing Contractor Veolia will implement the separation of street litter for recycling on all daytime main route sweeping beats. Bags of recyclable litter will be deposited into the recycling bring banks and	1 <sup>st</sup> August 2008

	collected as part of the dry recyclable collection service.	
<b>Recycling Bulky Waste</b>	Improvements to the recycling of bulky waste through Northumberland Wharf Waste Transfer Station will be achieved through additional waste segregation processes and an alteration to collection methodologies.	1 <sup>st</sup> August 2008
<b>Food Waste Collections</b> <ul style="list-style-type: none"> <li>• 19,000 low rise properties</li> <li>• 5,000 – 7,000 high rise properties</li> </ul>	<p>Residents in low rise properties will be provided with a kitchen caddy and starch liners to contain their food waste on a daily basis and a larger bin from which the waste will be collected on a weekly kerbside collection.</p> <p>The Council in association with major RSL's will also implement a pilot food waste collection service for 5,000 – 7,000 high rise properties. Both door step and communal collection systems will be implemented as part of the trial in order to assess the costs and benefits of each collection methodology in advance of rolling out a high rise scheme borough wide.</p>	September 2008
<ul style="list-style-type: none"> <li>• 10,000 high rise properties</li> </ul>	<p><b>Subject to additional funding being secured from the London Waste and Recycling Fund</b> a further 10,000 high rise properties will be included in the food waste recycling service.</p>	January 2009
<b>Recycling Champions</b>	To boost participation in recycling, a network of resident "Recycling Champions" will be recruited throughout the borough to help the Council with its drive to improve	September 2008



	<p>recycling performance. It is anticipated that the Champions will predominantly be from the high rise properties within the borough where individual contact with residents is often harder to achieve on a regular basis. The Champions will be supported in their work by the Monitoring and Outreach staff and will be rewarded on the basis of increased recycling performance achieved.</p>	
<b>2009/10</b>		
<b>Initiative</b>	<b>Details</b>	<b>Implementation Date</b>
<b>Food Waste Collections</b> <ul style="list-style-type: none"> <li>• 40,000 high rise properties</li> </ul>	<b>Subject to additional funding being secured from the London Waste and Recycling Fund</b> a further 40,000 high rise properties will be included in the food waste recycling service.	Phased from April 2009
<b>Recycling Electrical Equipment (WEEE)</b>	Install micro-collection points for Waste Electrical and Electronic Equipment (WEEE). For example at One Stop Shops, Ideas Stores and other public buildings. <b>Additional funding will be required to implement this initiative.</b>	Phased from April 2009
<b>Ban Garden Waste from residual waste stream</b>	Garden waste would no longer be accepted as part of the residual waste. Households would be required to use the garden waste service only to dispose of this waste	April 2009
<b>2010/11</b>		
<b>Initiative</b>	<b>Details</b>	<b>Implementation Date</b>
<b>Food Waste Collections</b> <ul style="list-style-type: none"> <li>• 25,000 high rise properties</li> </ul>	<b>Subject to additional funding being secured from the London Waste and Recycling Fund</b> a further 25,000 high rise properties will be included in the food waste	Phased from April 2010

	recycling service from January 2009.	
<b>Kerbside collection service for textiles</b>	Through a partnership with a 3 <sup>rd</sup> sector service provider the council would offer a regular (potentially monthly) collection service for textiles. <b>Additional funding will be required to implement this initiative</b>	1 <sup>st</sup> April 2010

### Predicted Recycling Performance 2008/09

4.2 Based on the anticipated additional recycling and composting tonnage collected from the activities outlined above the Council will achieve a cumulative recycling rate of just over **19%** by the end of March 2009. The tonnage contribution from each of the planned activities is shown in table 2 below;

Table 2

Initiative	Percentage Contribution
Existing Services + growth	16%
Garden Waste	0.5%
Street Cleansing	0.3%
Food waste – low-rise	1.3%
Food waste – high-rise trial	0.3%
Food waste – high-rise (second phase)	0.2%
Bulky waste separation	0.4%
Other minor initiatives including waste minimisation	0.4%
<b>TOTAL</b>	<b>19.4%</b>

### Predicted Recycling Performance for 2009/10

4.3 Based on the anticipated additional recycling and composting tonnage collected from the activities outlined above which are subject to additional funding being secured from the London Waste and Recycling Fund, the Council will achieve a cumulative recycling rate of **26%** by the end of March 2010. The tonnage contribution from each of the planned activities is shown in table 3 below;

Table 3

Initiative	Percentage Contribution
Existing Services + growth	21%
Food waste – high-rise	4%

additional 40,000 high rise properties	
WEEE	0.25%
Other minor initiatives including banning garden waste	0.75%
TOTAL	26%

### **Predicted Recycling Performance for 2010/11**

- 4.4 Based on the anticipated additional recycling and composting tonnage collected from the activities outlined above the Council could achieve a cumulative recycling rate of **32%** by the end of March 2011 (if additional funding is allocated). The tonnage contribution from each of the planned activities is shown in table 4 below;

*Table 4*

Initiative	Percentage Contribution
Existing Services + growth	28%
Food waste – high-rise additional 25,000 high rise properties	3%
Kerbside textiles	0.3%
Other minor initiatives	0.7%
TOTAL	32%

### **Frequently Asked Questions**

- 4.5 A list of Frequently Asked Questions covering the food waste collection service is attached as Appendix A

## **5 COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 5.1 The cost of the proposals as outlined above equates to approximately £1.85m in 2008/09 reflecting the staggered start date for a number of the initiatives and the one off purchase of food waste containers/bins, reducing to £1.4m for the following 2 years.

These costs will mainly be met from Service Improvement Growth allocated for a Recycling Improvement Programme as part of the Budget process in 2008/09, savings accruing from reduced waste disposal costs, additional funding available to the Directorate in 08/09 via Area Based Grant and the base budget provision available for recycling activity.

- 5.2 If the Council is unsuccessful in its bid to the London Waste and Recycling Fund to further extend high rise food waste recycling consideration would need to be given to a further Service Improvement Growth bid in 2009/2010 the costs of which are still to be finalised, but which would be offset by reductions to waste disposal costs.

- 5.3 A financial summary of the Recycling Improvement Action Plan is attached to this report as Appendix B.

## **6 CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)**

- 6.1 The Secretary of State for Communities and Local Government is empowered by Sections 4(1) and (2) and 28(1)(b) of the Local Government Act 1999 to set annually recycling targets for local authorities.

## **7.0 EQUAL OPPORTUNITIES IMPLICATIONS**

- 7.1 Recycling services are provided borough wide. Every effort is made to ensure that all parts of the community have access to effective and efficient recycling services.
- 7.2 Current and ongoing outreach work with schools, community and faith groups, RSL's and Housing will ensure that the new recycling services are promoted to the hard to reach groups and these groups are not disadvantaged through the implementation of the compulsory scheme.

## **8.0 ANTI-POVERTY IMPLICATIONS**

- 8.1 There are no anti-poverty implications.

## **9.0 SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 9.1 Reducing our use of natural resources, recycling materials and recovering energy from resources are key actions for achieving one planet living and combating Climate Change.
- 9.2 Waste managed safely reduces risk to public health, damage to the environment as well as safeguarding social amenity.
- 9.3 The Recycling Improvement Plan, together with re-use and recycling activities that are already being undertaken will encourage waste prevention, waste minimisation and resource recovery on a borough wide basis.
- 9.4 Whilst previous education and publicity activities have helped to increase the amount of waste that is re-used or recycled but these activities alone have not achieved the levels of recycling performance required by the Government target. The implementation of compulsory recycling will drive up levels of participation and capture rates, ensuring that Tower Hamlets achieves the national recycling targets and reduces its carbon footprint.

## **10.0 RISK MANAGEMENT IMPLICATIONS**

- 10.1 The predicted performance levels given in section 4 of this report are predicated on the initiatives being implemented according to the planned timetable for implementation. Any slippage of implementation dates would result in the stated recycling levels not being achieved.
- 10.2 The predicted performance levels given in section 4 of this report are also predicated on additional funding being made available in 2009/10 and 2010/11 from the London Waste and Recycling Fund. Should funding not be awarded the Council would need fund these additional activities from the General Fund in order that the predicted levels of recycling performance could be achieved.

## **11 EFFICIENCY STATEMENT**

- 11.1 The Government's fiscal and legislative policies in relation to waste management are driving up the cost per tonne for waste disposal, particularly in respect of final disposal to landfill. In view of these environmental drivers, increasing diversion of waste for re-use and recycling will in future years reduce the Council's overall waste management costs.

## **12. Appendices**

- 12.1 Appendix A – Frequently Asked Questions  
Appendix B - Financial Summary



## Appendix A

### Frequently Asked Questions – New Recycling Initiatives

#### FOOD WASTE COLLECTIONS

**Q. Why is the Council introducing separate food waste collections?**

A. Analysis of rubbish in Tower Hamlets has shown that food waste makes up 40-50% by weight of everything thrown into dustbins by residents. It is extremely expensive to send all this food waste to landfill and it can represent a significant cause of air and water pollution as it rots down. In particular it produces methane which is a potent Greenhouse Gas, contributing to Global Warming. The Council has the lowest recycling rate in the country and collecting food waste will help lead to a major increase in recycling levels.

**Q. Do other Councils collect food waste for composting?**

A. Many London Boroughs provide a separate collection of food waste. For example Bexley, City of London, Greenwich, Hackney, Islington, Southwark and Waltham Forest.

**Q. How often will the food waste be collected?**

A. Collections will take place every week. For flats with a communal food waste collection container collections will be made more frequently.

**Q. What types of food waste can be collected?**

A. The scheme is for raw and cooked fruit and vegetables; raw and cooked meat and fish; bones; bread, rice and pasta; plate scrapings; tea bags; coffee grounds; egg shells as well as used kitchen paper towels.

We cannot collect plastic bags, glass, cans, paper or any packaging marked 'compostable' as this takes too long to break down.

**Q. What will happen to the food waste?**

A. It will be taken to a composting facility, mixed with woody waste and turned into a useable compost.

**Q. What containers will be provided for the food waste?**

A. All residents on the scheme will receive a small kitchen caddy and a regular supply of starch liners. Residents will also receive a larger 20 litre container in which to place the full bags. This bin has a locking handle and is placed out for collection.

**Q. Where and when should containers be placed out for collection?**

A. Containers should be placed close to the front boundary of your property by 7.00am on your collection day.

**Q. Can I line the containers with carrier bags?**

A. Only the biodegradable starch liners provided by the Council can be used in the bins. Other plastic bags will not rot down with the food. Collection crews will not empty bins that have food waste contained in any sort of plastic bags apart from those supplied.

**Q. Which properties will be provided with food waste collections?**

A. Initially, all street level houses will receive the service in September 2008 as well as 5,000 – 7,000 high-rise properties which will trial food waste collections. The Council is planning to bid for external funding from a new London Recycling Fund to extend food waste collections to all high-rise properties over the next couple of years.

**Q. Won't the bins smell and attract rats?**

A. The larger containers for storing the food waste outside have a locking lid to keep smells in and vermin out. To lock the bins simply lift the handle over to the front of the container and to unlock it, lift it over to the back of the bin.

**Q. Will the containers need regular washing out?**

A. The Council will supply the starch liners free of charge to residents using the service. Use of these will keep the containers clean. They may just need an occasional wipe using a kitchen disinfectant spray.



	2008/09 £000	2009/10 £000	2010/11 £000
<b><u>Original initiatives:</u></b>			
Introduction of evening recycling round (full year in 2008/09)	99	99	99
Introduce food waste collections all street-level (7 months in 2008/09)	277	475	475
Introduce food waste collections 7,000 high rise properties (7 months in 2008/09)	126	215	215
Food Waste Containers	228	-	-
Bin Purchase	500	-	-
Recycling Project Manager	56	56	56
Introduce compulsory recycling into all street-level access properties (proposal; relates to both food and dry recycling) using a team of four enforcement officers	TBD	TBD	TBD
Outreach (non-enforcement) staff x 7 to expand services (10 months in 2008/09)	142	159	159
Recycling Champions incentive scheme (6 months in 2008/09)	36	72	72
Separation of recyclable litter on street (8 months in 2008/09)	78	117	117
Reform bulky waste system to extract all the wood and other recyclables available (requires two additional sorting staff at the Transfer Station) (8 months in 2008/09)	10	15	15
Introduction of garden waste collection service (9 months in 2008/09)	152	165	165
Marketing campaign/communication strategy	150	-	-
Expand Food Waste Collection High Rise	TBD	TBD	TBD
<b>Total cost of initiatives</b>	<b>1,854</b>	<b>1,374</b>	<b>1,374</b>
<b><u>Budget:</u></b>			
Base Budget/ Service Improvement Growth	1,587	817	644
Area Based Grant (SSCF)	111		
Savings Waste Disposal Costs	156	557	781
London Waste Recycling Fund (Successful bid required to fund expansion of High Rise Food Collection Service)	TBD	TBD	TBD
<b>Total funding available</b>	<b>1,854</b>	<b>1,374</b>	<b>1,425</b>
<b>Over / under budget</b>	<b>(0)</b>	<b>(0)</b>	<b>(51)</b>

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# Agenda Item 6.2

<b>Committee:</b> Cabinet	<b>Date:</b> 30 July 2008	<b>Classification:</b> Unrestricted	<b>Report No.</b>	<b>Agenda Item No.</b>
<b>Report of:</b> Corporate Director – Communities, Localities & Culture – Steven Halsey  <b>Originating Officer(s):</b> Head of Markets – David Saunders			<b>Title:</b> Review of Public Footway Trading Fees and Charges 2008/2009  <b>Wards Affected:</b> All	

## 1 SUMMARY

- 1.1 This report proposes some changes to the fees and charges relating licensing of the public footway.
- 1.2 Market Services have always been responsible for issuing street trading licences with regards to street trading on the footway (for example, shop front projections). The only exemption being the operation of facilities for recreation or refreshment under Part VIIA of the Highways Act 1980 (essentially tables and chairs where refreshments were offered) as this was previously defined as not amounting to street trading although the activities would have amounted to such. This exemption has now been removed and persons who wish to have tables and chairs must now apply for a street trading licence.
- 1.3 Following this Cabinet decision reviewing Fees and Charges, public notice of the approved fees and charges for Footway Licensing will be made in the East End Life for a period of 28 days, after which all the representations received will be duly considered. It is only after this further procedure that the new charges come into effect from September 2008.

## 2 RECOMMENDATIONS

Cabinet is recommended to: -

- 2.1 Approve the levels of fees and charges for Footway Licensing in Tower Hamlets as set out in Appendix 1, to be effective from 1<sup>st</sup> September 2008, subject to a 28 day period of consultation with footway licensees following publication of a Notice of Variation of Charges to be issued by the Corporate Director, Communities, Localities & Culture.
- 2.2 Agree that the Corporate Director, Communities, Localities & Culture undertake further consultation with the Footway Licensees on the fees and charges as set out in Appendix 1.

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LOCAL GOVERNMENT ACT 1972 (AS AMENDED) SECTION 100D  
LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT

1

Brief description of background paper

- Financial management reports

Name and telephone number  
of holder and address where  
open to inspection:  
David Saunders Ext 1708

- 2.3 Authorise the Corporate Director Communities, Localities & Culture to set the final level of fees and charges for footway licensing following the outcome of consultation.

### **3 INTRODUCTION**

- 3.1 The use of the public footway (that is the pavement not the road) by a person or business to display, offer or provide a service is illegal unless licensed by the Local Authority. No right exists to a footway licence, and the use will only be permitted under licence when the objectives as set out at 4.1 below are met. The footway licence will not alter, modify or conflict with any permission that is imposed or withheld by the Council in relation to planning and licensing of the associated business or premise. A person requesting a licence will not be liable for any fee or charge until such time, and if, the Council agrees to permit an application on mutually agreed conditions with that person.

### **4 BACKGROUND**

- 4.1 The primary purpose in activating this regulation is not to raise revenue. With an increasing number of pedestrians and visitors in the Borough, including many with physical disabilities or of limited mobility, there is a duty of care to provide a process of control and regulation in respect of the public footway that safeguards public safety and allows adequate pedestrian movement. At the same time it is intended to support enterprise, particularly small businesses, where there is sufficient space to safely permit an increase in the display of goods or provision of service. However no licence will be granted that does not leave 1.8m of footway free for pedestrians.
- 4.2 Tables and chairs outside premises are increasingly common in the street scene. There has been a significant increase in demand arising from the influence of a more Continental Street Culture and the ban on smoking in premises. Whilst the Council previously adopted a policy note for managing tables and chairs over 5 years ago, with respect to tables and chairs, A Boards and other items on the footway, there are very few, if any licenses in place and no regulation.
- 4.3 The Market Service already license shop front projections for the display of goods on the footway, in our designated street markets. This licensing activity has been subject to restriction and currently just 20 licenses exist. However, apart from responding to complaints from the public there has not been regulation of the footway outside market areas. This inconsistent application of regulation is unfair, and it does not address a potential risk to public safety.
- 4.4 At present a licensed shop front projection is limited to a single standard size and a fixed sum for a full week is charged regardless of the number of days that a display is put out. Where tables and chairs are concerned currently it is their number and not their size or the space taken up that forms the basis of the charge. It is proposed to draw on the best practice of other London

Boroughs to enable there to be a logical relationship between the size of the existing footway, the space licensed, and frequency of use. It is therefore intended in all circumstances to licence in multiples of square metre ground space used. The charge will be the product of the charge per square metre and the number of days that it is used.

4.5 As this Report facilitates a step change in footway licensing and across the Borough the level of regulation of items or goods on the footway will rise, a public and business information and advice brochure is being produced. It will also be placed on the Council website. It will have the following content

- Why the Council would want or not want to grant you a licence
- How to start a licence request
- How to work out what a licence will cost you
- What general conditions apply to all footway licences
- What specific conditions might apply in your individual case
- How to make an application and what a site visit involves
- How to appeal a decision

4.6 The table at Appendix 2 shows a comparative table of Public Footway Fees and Charges with some other London Boroughs. The proposed fees and charges compare favourably with our bench mark Authorities and it is intended on their introduction that they be among the lowest in London.

## **5 PROPOSED CHANGES**

5.1 The proposed changes for 2008 are recommended as they will:

- Improve safe pedestrian access to places of high footfall in particular and in the Borough in general
- Support small business enterprise
- Generate necessary revenue for regulation and enforcement activity.

5.2 **A charge for the use of 1 square metre of footway a day to be set at £1.**  
In common with many other London Boroughs, it is planned to issue only temporary footway licenses of six months duration, which are renewable. Temporary licenses issued by the Council on being withdrawn have no right of appeal. This encourages adherence to licence conditions and enables the Council to act decisively and effectively if the need arises. To meet the differing dimensions of space and the uses therein that a licensee might propose, it is intended to licence by square metre of public footway. It is recommended that the charge for the use of the public footway is the same for all forms of use and introduced at a rate comparable to other London Boroughs, at £1 per square metre each day. The charge is to be paid in advance for a period of at least 4 weeks. The temporary licence will automatically lapse when the period paid for is completed.

5.3 **A fee for the licensing of footway space for the display of goods that covers a period of 3 years be £60 (recovered proportionately monthly) and for uses other than the display of goods that covers a period of six months be at £120 (on application).**

A fee for licensing the footway for the display of goods is already in place under

the Street Markets Fees and Charges and therefore it is proposed the new licence for the display of goods will be £60 for 3 years until the expiry of the current 3 year period on 31 March 2009. It should be noted that it is intended to increase this charge thereafter as at 5.7 below. The larger fee for the use of the footway to increase a business's floor space and customer capacity reflects the greater service costs associated with the administrative processes, site visits and the analysis of applications of this nature. For uses other than the display of goods therefore a fee of £120 for six months is proposed.

**5.4 A fee for licensing trading on a private forecourt that covers a period of 3 years be at £60 and a charge for trading on a forecourt will be £25 per week.**

A private forecourt may involve car lots, public house car parks and private gardens. Where the use of forecourt relates to the main business there is no fee or charge. However, if the use differs it is proposed that a fee for a licence or £60 valid for 3 years and a weekly charge of £25 will be made. The trader will be allowed to place on the forecourt at no extra charge such equipment and furniture as is associated with the trade to the extent acceptable to the forecourt owner.

**5.5 The charge for removing items from the public footway to be £200 and every 24 hours in subsequent storage from midnight will be subject to an additional charge of £110.**

To enforce the regulation of the public footway, the Council will sometimes need to remove items left out overnight or outside the period of licensed hours. It is proposed that each lift will result in a charge of £200 and every 24 hours in subsequent storage from the midnight following the lift there will be an additional charge of £110. This last charge arrangement is to encourage the prompt recovery of the items by the owner.

**5.6 The fee for a permanent three year licence to be £75 with effect from 1 April 2009.**

For the convenience of Cabinet and to economise in time and associated costs of process, from 2009 it is intended to combine the separate Fees and Charge Reports for Footways and Street Trading into a single report to Cabinet.

Before this happens as the governing legislation requires the Council to issue a permanent licence that is valid during a period of three years the permanent footway (shop front projection) licenses now in place will expire on 31 March 2009 as will those for street trading. Anticipating this and to remove the need for a further report to Cabinet in this year this report contains a proposal to change the fees for permanent licences that relate to both footway and carriageway.

The fee is intended to cover the administration of licence provision, costs that are subject to inflation. The current fee of £60 was last increased in 2006 and to meet the current costs of licensing it is therefore proposed to increase the charge to £75 with effect 1 March 2009 and for it to stand unchanged for all those licenses issued in the three years following until 31 March 2012. It should be noted that this level of fee is considerably less than all but one of those levelled in the comparator boroughs at Appendix 2.

- 5.7 A public notice detailing the proposed charges will be placed in East End Life in May 2008, providing an opportunity for objections to be made before the final fees and charges are endorsed. In order to promptly implement the proposals effectively at the end of the consultation process and after all representations have been considered, Cabinet is asked to authorise the Corporate Director of Communities, Localities & Culture to apply the increases once she/he is satisfied that due legal process has been followed.

## **6 COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 6.1 This report sets out proposals for licensing the use of the public footway and an amended set of proposed fees and charges, which differ from those currently adopted by the Council. The proposed fees and charges will be subject to consultation with footway licensees, and the report seeks authorisation for the Corporate Director, Communities, Localities and Culture to set the first level of fees and charges for footway licensing following the outcome of the consultation.
- 6.2 In determining the charges, comparisons have been made with a number of other London Boroughs and the proposals put forward are amongst the lowest in the comparator group. Income arising from the proposal would accrue to the Street Trading Account.

## **7 CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)**

- 7.1 Section 32(1) of the London Local Authorities Act 1990 (as amended) permits a Borough Council to charge such fees for the grant or renewal of a street trading licence under this Part of this Act, the grant of a temporary licence or for the variation at the request of the licence holder of the conditions of a street trading licence as they may determine and as may be sufficient in the aggregate to cover in whole or in part the reasonable administrative or other costs in connection with their functions under Part II of the 1990 Act (that is functions relating to Street Trading), not otherwise recovered.
- 7.2 Further, section 32(2) of the 1990 Act permits a Borough Council to recover from licence holders such charges as may be sufficient in the aggregate taking one year with another to cover the reasonable costs, not otherwise recovered, of the collection, removal and disposal of refuse or other services rendered by them to such holders; the cleansing of streets in which street trading takes place in so far as that cleansing is attributable to such trading; any reasonable administrative or other costs incurred in connection with the administration of this Part of this Act; and the cost of enforcing the provisions of Part III of this Act.
- 7.3 Section 32(6) of the 1990 Act also permits a Borough Council to determine the fees to be charged on the grant of a temporary licence and in doing so the Council shall have regard to the matters specified in section 32(2) above.

- 7.4 These fees and charges are collected in two (2) ways. Firstly, a fee is charged on the application for, renewal of or variation of a street trading licence. This covers the administration costs in respect of the consideration of such application and the issue of any subsequent licence. A person who wishes to trade by way of a temporary licence will also pay a fee in respect of his/her application to be registered as a casual trader. Secondly, licensed traders will then pay a four-weekly charge for their licence and such charge dependent upon the numbers of days, days of week etc. that the trader trades. Traders who trade on a temporary licence pay a fee dependent upon the day etc. that they trade.
- 7.5 Prior to making such charges, the 1990 Act provides that the Council shall give notice of the proposed charges to licence holders or to a body or bodies representative of them; and shall also publish notice of the proposed charges in a newspaper circulating in the area in which the licence street or streets in respect of which the charges will be applied is situated. The notice of the proposed charges to licence holders or to a body or bodies representative of them shall be accompanied by a statement showing how the proposed charges have been computed; and any body representative of licence holders may request the Borough Council to supply such further information or explanation with regard to the proposed charges as the body may reasonably require in order to ascertain whether the proposed charges are reasonable and have been computed in accordance with the provisions of this section. The Council are under a duty to comply with any such request.
- 7.6 The notice shall specify a reasonable period being not less than twenty-eight (28) days from the date of publication of the newspaper in which the notice is also published within which written representations concerning the proposed charges may be made to the Borough Council and it shall be the duty of a borough council to consider any such representations which are made to them within the period specified in the notice; and to comply with any request for further information from the body representative of licence holders. Where any such request is made the period for representations is extended by the number of days beginning with the day on which the request is made and ending with that on which it is complied with. So, for example, if a request is made on day twenty (20) of the period for representation and takes seven (7) days to comply with it then that will extend the twenty-eight (28) consultation by seven (7) days to thirty-five (35) days.
- 7.7 As to charges for the removal of items left on the public footway, Part III of the 1990 Act permits the removal of receptacles that are left out on the public highway and the Council may fix the cost of removal and storage. This power does not extend to other items that may be left outside on the footway and these will be required to be dealt with by Council officers using other statutory powers.

## **8.1 EQUAL OPPORTUNITIES AND ANTI POVERTY**

- a) The introduction of more consistent regulations and consideration of all such applications in a process including published criterion will lead to a



more fair and equitable procedure that will in turn lead to increased levels of public safety, especially for those with mobility problems. The control of any potential obstructions on the footway is an important factor for all pedestrians, particularly parents with young children or those with disabilities.

- b) All the changes will be of benefit to some degree to the majority of traders and help regenerate the street markets as a source of employment and as a community asset.

**9.1 ANTI POVERTY IMPLICATIONS**

None arising

**10.1 SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

None applicable

**11.1 RISK MANAGEMENT IMPLICATIONS**

None

**Attached:**   **Appendix 1** – Proposed charges for footway trading in LBTH  
                  **Appendix 2** – Comparative table of fees and charges

# APPENDIX 1

## PROPOSED FEES AND CHARGES FOR FOOTWAY TRADING IN TOWER HAMLETS 2008/9

<b>Fees for a Licence</b>	<b>Current</b>	<b>Proposed</b>
Licence application and renewal fee – All Street, Display of Goods and Forecourt Licences	£60 (for 3 years)	£60 (for 3 years to 31 March 2009) £75 (for 3 years to 31 March 2012)
Licence application and renewal fee for use of public space or footway for other than display of goods (e.g. Tables and Chairs)	£120 (for 6 months)	£120 (for 6 months)
Admin charge for duplicate documentation	£25	

<b>Charges for Use</b>	<b>Location</b>	<b>Current</b>	<b>Proposed</b>
Display of goods & other use of public footway and space	Anywhere in the Borough	£25 a week	£1 a square metre a day
Forecourt Trading	Anywhere in the Borough	£25 a week	£25 a week

**COMPARISON OF FOOTWAY AND PUBLIC SPACE LICENCE FEES AND CHARGES**

**APPENDIX 2**

**FEES**

BOROUGH	LBTH	ISLINGTON	KENSINGTON & CHELSEA	HACKNEY	HARINGEY	NEWHAM
Shop Display	£60 (for 3 years)					
Footway	£120 (6 months)	£350 a year	£700 a year	£15 a year	£66 a year	£125 (6 months)

**CHARGES**

BOROUGH	LBTH	ISLINGTON	KENSINGTON & CHELSEA	HACKNEY	HARINGEY	NEWHAM
All Footway Uses	£1 a sq metre a day	£20- £28 a seat a year	£585 table & chairs a year	£390 space not specified for Display and Tables & Chairs	A square metre a day £1.43 Tables & Chairs £1.71 Display	£0.21 a sq metre a day

**EXAMPLES OF LBTH PROPOSED FEES AND CHARGES APPLIED** and total weekly cost compared with Haringey [ ] and Newham in ( ).  
 The formula used is (Length x Depth) x square metre charge rate, multiplied by number of days, + annual fee rate divided by 52 = weekly cost.

- A. The Pig and Whistle Public House (Footway used as an extension of premise floor space)**  
 Footway measuring 2 metres by 8 metres (to take 4 tables and 16 chairs) seven days a week. = **£116.62** [£161.42] (£28.32)
- B. The Columbia Charity Café (Footway used as an extension of premise floor space)**  
 Footway measuring 2 metres by 8 metres (to take 4 tables and 16 chairs) one day a week. = **£20.62** [£12.70] (£8.16)
- C. The Best Buy Fruit and Vegetables (Footway used to display)**  
 Footway measuring 2 metres by 5 metres (Fruit and vegetable display) six days a week. = **£60.38** [£103.86] (£17.40)
- D. The Jolly Good Read Bookshop (Footway used to display)**  
 Footway measuring .5 metre by 5 metres (to place old books under window) six days a week. = **£15.38** [£52.56] (£11.10)
- E. The Lightly Tanned (Footway used to advertise a service)**  
 Footway measuring 1 metre square (for A board) five days a week. = **£5.38** [£9.90] (£5.85)





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# Agenda Item 6.3

<b>Committee:</b> Cabinet	<b>Date:</b> 30 <sup>th</sup> July 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item No:</b>
<b>Report of :</b> Interim Corporate Director Development and Renewal:			<b>Title:</b> Compulsory Purchase Action for 4 long-term vacant properties.	
<b>Originating Officer(s):</b> Charlotte Ward & Jill Embleton Empty Property & Compulsory Purchase Officers			<b>Ward(s) affected:</b> 1) Spitalfields and Banglatown, 2) Limehouse, and 3) Weavers	

## SUMMARY

- 1.1 This report seeks Cabinet approval to initiate formal compulsory purchase action on 4 privately owned vacant properties as part of Tower Hamlets Private Sector Housing Renewal and Empty Properties Policy Framework 2004 –2007. These 4 properties have all been vacant for several years and are derelict.
- 1.2 Consent is also sought to subsequently dispose of the properties on the open market.
- 1.3 The aim of the Private Sector Housing Renewal and Empty Properties Policy Framework is to ensure that private sector residents have a safe, decent and affordable home suitable to their needs. One of the objectives is to reduce the number of private sector empty properties, and where possible bring them up to the decent homes standard and make them available for occupation.
- 1.4 Tower Hamlets records show that there are about 400 long-term empty properties in the Borough. These dwellings could provide homes for families, key workers and other local residents. In addition to being a wasted housing resource, many are also local eyesores adversely affecting the local environment. Long term empty properties often attract vandalism, fly tipping and squatting. Empty properties must therefore be regarded as a major factor in regeneration and economic stability.

Local Government Act 1972 (as amended) Section 100D  
List of "Background Papers" used in the preparation of this report

Brief description of "back ground papers" and address where open to inspection.

Name and telephone number of holder

None

none

## **RECOMMENDATIONS**

Cabinet is recommended to: -

- 2.1 Agree that the land and buildings at 47 Brick Lane, 805 Commercial Road, 122 Bethnal Green Road, and 109 Wellington Row, as identified on the plan attached at Appendix 5 (Exempt/ confidential appendix – part two of the agenda), be made the subject of a Compulsory Purchase Order (CPO) under the provisions of Section 17 of the Housing Act 1985 for the purpose of providing housing accommodation;
- 2.2 Authorise the Assistant Chief Executive (Legal) to take all necessary steps to:
  - (a) make and obtain confirmation of the Compulsory Purchase Order
  - (b) obtain possession of the properties and land following confirmation
  - (c) complete the acquisition of the properties and land and effect immediate disposal in line with the Council's strategic regeneration objectives;
- 2.3 Adopt a capital estimate of £1,590,000 within the Housing Investment Programme 2008/09 and 2009/10 to allow the purchase by the Authority of the Freehold interests in the properties referred to in 2.1 above, inclusive of legal costs and possible interest payments on fees;
- 2.4 Authorise the Interim Corporate Director of Development & Renewal to enter into negotiations to acquire the four properties by agreement failing which a CPO will be made. The properties will then be sold on the open market with prospective purchasers entering into a binding legal agreement to renovate the properties and bring them back into residential use;
- 2.5 Agree that the resources generated from the sale of the properties will then be used to regenerate the local area by bringing empty properties back into circulation. They will therefore be 100% usable. The receipts will then be earmarked from the Local Priorities Programme to retrospectively fund the purchase of the properties cited in Paragraph 2.1 above.

## **BACKGROUND**

- 3.1 Cabinet approval was given for CPOs of three privately owned vacant properties in 2005. Following Cabinet approval an application was made to the Secretary of State and after a Public Inquiry the Order was confirmed for all three properties on 6<sup>th</sup> March 2007. Once possession was obtained of one of the properties it was sold through an estate agent to the highest bidder. The property has now been fully renovated and it is on the market again. The owner of the other two properties decided not to object to the CPO and he made an agreement with the Council that if the Order was not enforced, he would repair the properties and get them occupied within 9 months. The renovations have been completed and the properties are both occupied. These CPOs were successful in bringing back into use difficult to deal with long term derelict properties and the environment in these otherwise popular residential areas has been greatly improved.
- 3.2 The Empty Property Policy Framework sets out 3 stages to achieve the aim to re-use empty dwellings. The first is to identify and establish ownership



and prioritise the properties for action. The second is to enable the owners to bring the property back into use by providing advice and offering grants. The third is to enforce the refurbishment and reoccupation of the property by using CPOs. This third stage is a last resort and is only triggered after exhaustive attempts by the officer to encourage the owner to bring the property back into use have failed.

- 3.3 47 Brick Lane has been vacant for many years. The shop on the ground floor has been vacant for about 10 years and the residential floors on the first and second floors have been vacant for at least 15 years. The shutters to the shop are covered in graffiti, and throughout the property the interior is in a very poor condition. Some of the windows on the upper floors have been smashed. The owner died in 1985 and the executors of his estate were his wife and one of his 5 children. Since then his wife has died and the 5 children have been in dispute over the handling of the estate. As a result this property has been vacant and left to deteriorate over many years. There have been meetings, letters and telephone calls with the family and with their solicitors. Unfortunately there have been no proposals made by any of the beneficiaries and therefore there does not appear to be any reasonable prospect that this property will be brought back into use by the owners.
- 3.4 805 Commercial Road is a Grade II listed building and it has been vacant for at least 15 years. It was at one time a café on the ground floor with residential space above. There is no kitchen for the upper floors and there is not an adequate means of escape from the premises. The property is in a bad state of disrepair and there is evidence of rain penetration through the roof. Environmental Health has served a Prohibition Order under section 20 of the Housing Act 2004. Since 2003 the empty property officer has written to the owner and met with him on numerous occasions to encourage him to bring the property back into use. The property remains unimproved and vacant. Unless the Council intervenes, the property is likely to deteriorate further and remain vacant.
- 3.5 122 Bethnal Green Road is a three storey mid-terraced property, situated in the Fournier Street Conservation Area. The premises comprises of a basement, a disused fast food shop to the ground floor, and three floors above the shop. The shutters to the shop are covered in graffiti and the interior is in a very poor condition. The basement and floors above the shop have been vacant for at least 15 years and the shop has been vacant for over 8 years. Various Council Officers have met with the owner at the property; there have been many telephone calls and letters offering the owner advice, guidance and grant assistance, but the property remains derelict and unused.
- 3.6 109 Wellington Row is a terraced property that has been empty and left to deteriorate for over 14 years. The previous occupant died in 1995 and probate was granted to her son in 2000. He removed the kitchen and bathroom and all the amenities, and as a result that property is uninhabitable so it has been defined as exempt from Council Tax. There has been much correspondence between Council officers and the owner; he has been offered advice on grants and schemes that could assist him in bringing the property back into use. The Council's Empty Property Officers have received 2 offers from members of the public that wanted to purchase the property, which were forwarded to the owner, but not acted upon. The owner has

spoken of his intentions to renovate the property on many occasions, but no works have been carried out. It is believed that without the Council's intervention the property will remain derelict and unused.

- 3.7 Further detail on these cases and the property photographs can be found in Part B of this agenda.

#### **4 BUDGETARY IMPLICATIONS**

##### **4.1 Costs of Land Assembly:**

The Borough's Corporate Property Services Department has estimated the costs of acquiring the land interests would be approximately £1,525,000. A further provision of £65,000 has been made for legal fees, surveyors fees (ours and the dispossessed owners'), and stamp duty.

The proposals are within the Council's legal powers and they can be funded from within the capital programme. The intention is to sell on any property as soon as possible after it is acquired. They will be sold on the open market via an estate agent. Any prospective purchasers will be required to enter into a legal agreement to renovate the properties and return them to residential use.

Specific budgetary provision has not been made for the refurbishment of the properties acquired under CPO powers, and it is therefore essential that the properties involved be disposed of as soon after acquisition as possible in order to minimise costs.

#### **5. COMMENTS OF INTERIM HEAD OF ASSET STRATEGY, CAPITAL DELIVERY AND PROPERTY SERVICES**

- 5.1 Given the circumstances the costs indicated can only be best estimates at this stage. If there is an objection to the CPO this could result in a public enquiry and delay its confirmation by around 18 months. Clearly values would have changed by that time. Once the CPO has been confirmed the District Valuer will be instructed to undertake a full inspection of the premises and provide a comprehensive report. If agreement cannot be reached the final arbitrator of value will be the Lands Tribunal. Often the Tribunal makes its decision some time after possession has been acquired.

#### **6. CONCURRENT REPORT OF THE CHIEF FINANCE OFFICER**

- 6.1 Capital resources of £1,590,000 will need to be found to fund the purchase of these four properties.
- 6.2 Paragraph 2.3 of the report requests that a capital estimate be adopted in the amount of £1,590,000, this amount to be inclusive of any costs of sale involved in marketing the properties again on the open market.
- 6.3 The purchase value of the properties (estimated at £1,525,000) should be recovered upon resale although this will be subject to market conditions. The resources generated from the sale of the properties will then be used to

regenerate the local area by bringing empty properties back into circulation. They will therefore be 100% usable.

6.4 Paragraph 2.5 of the report requests that the subsequent receipts be earmarked retrospectively from the Local Priorities Programme to fund the purchase of the properties. Any balance of expenditure not recovered through the sale of the property will need to be funded by additional capital resources to be found from other Housing capital resources.

6.5 There are no ongoing revenue costs associated with this report.

## **7. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (Legal)**

7.1 Statutory powers exist to acquire land in which the Council has no legal title for Housing purposes under section 17 Housing Act 1985. If contested the case might take 18 months and a Public Inquiry may be needed. It will always be possible for the Council and an owner to enter into a negotiated agreement to bring a property back into use at any stage of the compulsory purchase procedure prior to notice to treat or vesting under a general vesting order.

7.2 There is a risk that the price of the properties could fluctuate during the acquisition process. The statutory date of valuation is the date of entry onto the land after having served a notice of entry or on vesting at the end of the acquisition process.

7.3 The Planning and Compensation Act 2004 has added a supplemental payment of 7.5% "basic loss payment" in addition to the market value (subject to a maximum of £75,000) payable to persons who have a qualifying interest. Whether such a person has a qualifying interest would be determined on an individual basis. Legal and surveyors professional fees of the owner are also paid.

7.4 If the CPOs are authorised by the Council, the Council through its Officers are authorised to enter into a written agreement, if appropriate, whereby if the land owner does not object to the CPO and they undertake to get the property repaired and occupied within an agreed time, the Council will agree not to take action to take steps to obtain the property by compulsory purchase order within the period specified in such agreement.

7.5 A compulsory purchase order of a dwelling interferes with the Human Rights of the property owner under Article 8 of the European Convention (right to a home) (if they live there) and also breaches the right to property under Article 1 of the First Protocol to the Convention. It is necessary to judge if these breaches are justifiable.

7.6 The Human Rights Act and the Convention makes clear that such breaches can be justified if the gain for the public interest is sufficient; the public gain must be proportionate to, or exceed the individual loss. European case law establishes that the English system of proper regard to objection and fair compensation is proportionate and lawful, provided there is a good case for the CPO in the public interest. In general if the public interest case is well founded the human rights test will be met in English cases. Exceptional

circumstances may need individual consideration. However at present none are known.

## **8. EQUAL OPPORTUNITY IMPLICATIONS**

- 8.1 The proposed acquisition of the properties and onward disposal will allow 4 properties to be available for occupation. It would also contribute to the regeneration of the local area. The renovated housing units will provide good quality housing for residents.

## **9. ANTI-POVERTY IMPLICATIONS**

- 9.1 This is direct action to tackle poor privately owned housing. Any prospective purchaser will have to give a detailed undertaking of their intentions before any sale is agreed so that the Council can ensure the properties acquired under confirmed CPOs will be refurbished and returned to residential use as quickly as possible.
- 9.2 When the properties are renovated they will include energy efficiency measures to reduce heating and lighting bills. Measures such as double glazing and central heating are standard. The energy efficiency measures are seen as active anti-poverty measures.

## **10. SUSTAINABLE ACTION FOR GREENER ENVIRONMENT**

- 10.1 All renovation works undertaken by the new owners will have to be carried out in accordance with Building Regulations, which promote energy efficiency in buildings and ensure the quality of the built environment. All four properties are mid-terrace so the neighbouring properties will benefit from windows being fitted (or repaired) and other repairs carried out to the roofs and structure of the properties which will improve thermal insulation.

## **11. RISK MANAGEMENT IMPLICATIONS**

- 11.1 Members are advised that the risks of taking CPO action are far less than the considerable disadvantage to the community by not taking action.

There are three main risks to the Borough: -

- (A) That acquisition of the properties may prove more expensive than budgeted.
- (B) There is a potential financial risk to the Council if disposal is not effected in terms of capital resources being tied up.
- (C) That the Compulsory Purchase Order process may take longer than anticipated especially if there is a lengthy appeal. This may lead to a further deterioration of the properties.

	<b>Probability</b>	<b>Impact</b>	<b>Mitigating Action</b>	<b>Risk Owner</b>
<b>A</b>	Medium	Medium	It is essential that the properties involved be disposed of as soon after acquisition as possible so that the value of them has not changed due to a change in their condition or to a change in the property market.	LBTH, Housing Development Team.
<b>B</b>	Medium	High	It is our intention to identify the estate agent that we will use before we acquire the properties. This enables the Council to make the properties available for sale as soon as possible after acquisition.	LBTH, Housing Development Team.
<b>C</b>	Medium	Medium	It will be necessary for the Assistant Chief Executive (Legal) to ensure that all the legal processes are carried out in accordance with the Council's procedure and the requirements of the Housing Act 1985. All necessary documents must be provided to support the Council's application to the Secretary of State to avoid delays.	LBTH, Housing Development Team.

## **Appendices**

There are 6 Exempt/ Confidential appendices to the report circulated in part two of the agenda. These appendices are considered exempt from publication under the provisions of Paragraphs 1 & 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended).

# Agenda Item 6.4

<b>Committee</b> Cabinet	<b>Date:</b> 30th July 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b> Corporate Director, Development & Renewal		<b>Title:</b> Housing priority areas 2008/10		
<b>Originating officer(s) :</b> Jackie Odunoye		<b>Wards Affected:</b> All		

## 1. Summary

- 1.1 This report sets out proposals to increase Housing Revenue Account expenditure in a number of priority areas, in accordance with the request of Cabinet on 3<sup>rd</sup> July 2008.

## 2. Recommendations

Cabinet is recommended to:

- 2.1 Agree the proposals set out in section 4 of the report.

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Local Government Act, 1972 (as amended) Section 100D  
List of "Background Papers" used in the Preparation of this report

Brief description of "background paper"

Name and telephone number of holder  
and address where open to inspection.

### 3. **Background**

3.1 Cabinet on 3<sup>rd</sup> July 2008 considered the Housing Revenue Account provisional outturn report for 2007/08. The report set out a projected increase in HRA balances of circa £4 million.

3.2 Cabinet requested that a further report be submitted to Cabinet at the earliest opportunity, bringing forward costed proposals that accord with the priorities of the Cabinet.

3.3 The housing priorities set by Cabinet were to:

- relieve overcrowding through small scale adaptations to flats and ancillary spaces, and further incentives for tenants to take up smaller units or home ownership
- improve the local environment including landscape and security on estates, developing the successful Estate Improvement Programme
- adapt homes to better meet the needs of disabled residents
- to recognise the burden on leaseholders of the current level of service charges

3.4 This report seeks to meet this request and sets out headline proposals to address each of these priorities below. Some of these are longer term projects that will require detailed planning and therefore some of the expenditure will be carried into 2009/10.

### 4. **Housing Priority areas 2008/10**

#### 4.1 **Relieve Overcrowding Reduction Initiatives - £1.0M**

It is proposed to carry out a range of initiatives to further address overcrowding. This issue continues to be a long-term blight on the well-being of households - particularly with regard to health and educational attainment – and will be a major priority for the council to address. The measures proposed include:-

Cash Incentive Scheme grants to tenants seeking to buy a home in the private sector at the increased rates agreed by Cabinet in June 2008, together with a pro active marketing campaign to increase take up.

Targeted knock-throughs to increase the supply of larger homes by proactively identifying suitable smaller properties to knock-through and create larger homes, including selective decanting of bed-sitter properties where appropriate. Decanted tenants would be eligible for home loss and disturbance payments. It should be noted that officers intend to submit a Targeted Funding Streams bid to the Mayor of London seeking capital resources to pay for up to 20 knockthroughs in the 2009/11 financial years.



Increased support for under-occupying tenants looking to move to a smaller home, including:

- Increased cash incentive payments for each room given up;
- Smaller council homes accepted by under-occupying households containing an OAP to receive decent homes package, including kitchen and bathroom improvements and decorations to OAP only households;
- Assistance with removal arrangements for OAPs – including arranging and paying for removals;
- Assistance from the Lettings service to help overcrowded families and under occupiers make the most of the opportunities available through choice based lettings, the mutual exchange system as well as private sector opportunities and the provision of rent deposits.

Current incentive payments to assist under-occupying tenants with the cost of moving and settling into a smaller home are set out in Table 1 below:-

		Current home: – number of bedrooms					
		1	2	3	4	5	6
Moving to: number of bedrooms –	0	£500	£1,000	£1,500	£3,000	£3,500	£4,000
	1		£500	£1,000	£2,500	£3,000	£3,500
	2			£500	£2,000	£2,500	£3,000
	3				£1,500	£2,000	£2,500
	4					£1,500	£2,000
	5						£1,500

**Table 1 Current incentive payments to under-occupying tenants\***

*\*Plus an additional £500 if a tenant gives up a ground floor property with 2 or more bedrooms to move to a studio or 1 bedroom home above the ground floor.*

It is proposed to increase the payments made to Council tenants who move to smaller accommodation as a pilot measure as a means of encouraging more council tenants to consider this option. The proposed pilot levels are set out in Table 2 below:

		Current home: – number of bedrooms					
		1	2	3	4	5	6
Moving to: number of bedrooms –	0	£1,000	£3,000	£4,500	£6,000	£7,500	£9,000
	1		£1,500	£3,000	£4,500	£6,000	£7,500
	2			£1,000	£3,000	£4,500	£6,000
	3				£1,000	£2,000	£4,500
	4					£1,000	£3,000
	5						£1,000

**Table 2 Proposed pilot levels for incentive payments for under occupying Council tenants\***

*\*Plus an additional £1000 if a tenant gives up a ground floor property with 2 or more bedrooms to move to a studio or 1 bedroom home above the ground floor and a further £500 if the property vacated has a garden.*

The effectiveness of these increased payments will be monitored and reported back to Cabinet in 12 months time.

## **4.2 Improve Local Environment Initiatives**

### **4.2.1 Estate/Block Security Improvements £500k**

Bring forward up to 15 Door Entry renewal/installation schemes currently programmed for later years within the current 5-year Housing Investment Programme. Effective door entry systems have the positive effect of reducing anti-social behaviour including alcohol and drug consumption on stairwells. All schemes will involve resident consultation.

### **4.2.2 Estate Improvements £1.5M**

The Estate Improvement Programme previously agreed by Cabinet has generated wide interest and has enabled a programme of estate work to be developed. This programme encompasses block cleaning and painting of stairwells as well as lighting improvements and environmental works to play areas, planting, paving, roads as well as addressing improvements needed to bin stores, sheds etc.

The current programme has generated significant additional demand for this type of work and additional resources will enable further projects to be progressed. A series of estate action days are planned on estates over the summer and these events will be used to identify residents' priorities for improvements. In addition the resources will enable residents priorities identified through routine estate inspections to be addressed.

It should be noted that officers intend to submit a Targeted Funding Streams bid to the Mayor of London seeking capital resources to resources 'green' estate initiatives such as focusing improvement of communal and green space areas; improvements to recycling arrangements; better water use; overheating reduction. The over-arching objective is to help reduce carbon emissions. It is proposed to ring-fence £0.5m of the £1.5m identified above to match-fund this bid for resources.

It is also proposed to expand the block cleaning programme in the current year to encompass up to a further 30 blocks.

### **4.2.3 Horticulture Improvements £250k**

A range of improvements in the horticultural service are proposed. This includes revised monitoring arrangements to ensure the horticulture contractor performs satisfactorily. Subject to satisfactory performance against the current horticulture schedule it is proposed that the current contract will be enhanced to increase the frequencies at which grass and shrubs are cut and to provide for replacement and upgrading of worn out grass, empty shrub beds etc.

#### **4.3 Adapt Homes for Disabled Residents £250k**

Additional financial provision is proposed to fund adaptations to council properties for residents with disabilities, including internal decorations for disabled/OAP households.

#### **4.4 Leaseholder Administration Charge Rebate £500k**

At the Cabinet meeting of 3<sup>rd</sup> July, Cabinet asked that officers look at making a rebate to leaseholders in respect of the leasehold administration charge. This continues the arrangements made for the 2006/07 financial year. The rebate would be in respect of the administration charge and reflects the need for ongoing service improvement in this area to improve timeliness of billing and service responsiveness. Arrangements to secure this are in place for 2008/09.

To meet the request of Cabinet, it is proposed that a £50 rebate in respect of the 2007/08 administration charge be made to all Council leaseholders. It is proposed that this will be processed as part of the actual adjustment which is scheduled for September/October 2008.

### **5. Comments of the Chief Financial Officer**

- 5.1 This report outlines potential areas for the application of HRA balances in accordance with the priority areas agreed by Cabinet on 2 July 2008.
- 5.2 The initiatives proposed in the report will receive one-off funding and there will be no on-going commitment in excess of the funds allocated without further Cabinet approval. The financing will be from HRA balances and as such, once approved and earmarked for the specific purpose, there is no requirement for the expenditure to be incurred in a particular year.
- 5.3 If the proposal to apply a rebate in respect of the leasehold administration charge is agreed, any refund will take the form of a credit to the leaseholder's service charge account and will reduce any balances outstanding. Where the refund causes a leaseholder's service charge account to move into credit they will be entitled to request a cash reimbursement.

## **6. Concurrent Report of the Assistant Chief Executive (Legal)**

- 6.1 Whilst there are no immediate legal implications arising from this report, implementation of the initiatives will give rise to legal consequences which will be considered fully at the appropriate times.

## **7. Equal Opportunities Implications**

- 7.1 Overcrowding has well established effects on health and well being. Children are disproportionately affected through lack of space for study. The measures set out in this report will assist in alleviating overcrowding. Measures to further address adaptations directly assist the elderly and disabled.

## **8. Anti Poverty Implications**

- 8.1 The proposals to provide a rebate on service charges will directly assist those leaseholders on low incomes.

## **9. Sustainable Action for a Greener Environment**

- 9.1 The environmental improvement works proposed will take into account the need to address sustainability in the materials used and their ongoing maintenance.

## **10. Risk Management Implications**

- 10.1 All schemes proposed will be subject to consultation with residents and regular monitoring arrangements will be put in place to ensure proposals are progressed.

## **11. Efficiency Statement**

- 11.1. Additional balances have been generated as a result of efficiency measures within the housing service. The proposals within this report will enable these balances to be redirected to directly benefit residents.

# Agenda Item 7.2

<b>Committee:</b> Cabinet	<b>Date:</b> 30th July 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b> Corporate Director Kevan Collins <b>Originating officer(s)</b> Carmel Littleton, Service Head, Young People & Learning		<b>Title:</b> Proposal to Establish the Cambridge Heath Sixth Form through a Prescribed Alteration under the School Organisation Regulations 2007 <b>Wards Affected:</b> All		

## 1. **SUMMARY**

- 1.1 This paper outlines the background to a proposal by Morpeth, Oaklands and Swanlea schools to establish a collaborative post-16 offer through the Cambridge Heath Sixth Form and the process which must be followed to implement this proposal. The proposal has been published by the governing body of the three schools following consultation through the individual schools and the 14-19 partnership known as The HUB.

## 2. **RECOMMENDATIONS**

Cabinet is recommended to: -

- 2.1 Approve the prescribed alteration as set out in Appendix 1, in accordance with the School Organisation Regulations 2007, to establish the Cambridge Heath Sixth Form on the basis set out in the body of the report.

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**Local Government Act, 1972 Section 100D (As amended)  
List of "Background Papers" used in the preparation of this report**

Brief description of “back ground papers”      Name and telephone number of holder and address where open to inspection.

- |   |   |
|---|---|
| 1. Published proposal of the three schools to establish a sixth form                                    | Carmel Littleton,<br>Children’s Services Directorate<br>Tower Hamlets Town Hall |
| 2. Report of objections and representations (to follow, following completion of representation period). | Mulberry Place<br>5 Clove Crescent<br>London<br>E14 2BG                         |

**Carmel Littleton**

**Author ext. 4824**

**3.      BACKGROUND**

- 3.1      The 2005 14-19 Education and Skills White Paper triggered an ambitious programme of reform designed to ensure a system ‘configured even more around the needs of young people: making sure that all young people are able to stay in learning post-16 and that as they do, more are able to achieve; that qualifications and curriculum become a progressively more engaging experience and valuable preparation’
- 3.2      At the heart of the reform programme are a set of new learning pathways and qualification routes that can only be delivered through collaboration between schools, colleges and work-based learning providers. The close involvement of employers and of guidance and support agencies is also essential to the success of the 14-19 reforms
- 3.3      In September 2006, Tower Hamlets established a formally constituted 14-19 Education Improvement Partnership, since renamed the Hub by the Borough-wide Youth Partnership, with the comprehensive participation of all publicly funded agencies providing, supporting or planning 14-19 learning in the borough.
- 3.4      The partnership has had some success in taking forward the national reform programme. It will, for example, contribute to the launch of Diplomas in 2008 and will offer seven Diploma lines in 2009.
- 3.5      The work of the partnership will be critical to an effective local response to more recent reform proposals, in particular the transfer of responsibility for the planning and funding of 16-18 provision to local authorities from the LSC in 2010/11. LAs will take local leadership of the 14-19 reforms, responsibility for delivery of the

Diploma and Apprenticeship entitlement in 2013 and for raising the learning participation age to 18 by 2015.

### **3.6 Extending Choice and Raising Participation to 18**

14-19 reform aims to secure the participation of all young people in engaging and relevant learning programmes which are an effective preparation for work and adult success. Locally, this clearly aligns to the NEET reduction and wider worklessness strategy and the acceleration of programmes to raise attainment, particularly by 19.

3.6.1 In order to engage more young people and keep them in learning we need to extend the choice available to young people – both of what and where they learn – and to tackle drop out at 16 and at 17.

3.6.2 Progression from Tower Hamlets schools into full-time post-16 learning grew from 79.1% to 80.5% between 2006 and 2007. Participation at 17 grew from 66.9% to 70.4%. We have some way to go to secure 100% participation to 18 by 2015. Improved attainment at 16 is clearly an important factor but is not sufficient to encourage all young people to stay in learning.

3.6.3 Of those who currently progress into full time education at 16, there is a fairly well-established pattern to one third going to Tower Hamlets sixth forms, one third to Tower Hamlets College and one third moving out of the borough. Research undertaken by the 14-19 partnership, the Hub, found that learners in LAPS 1 and 2 were more likely to move out of the borough – over half in 2007 – and that those dropping out into NEET at 17 was higher than the borough average.

3.6.4 This indicates a need to develop more accessible in-borough provision for learners in LAPs 1 and 2 which has the potential to extend their choices, sustain them in learning and improve outcomes.

3.6.5 The pupil place planning exercise conducted by the 14-19 partnership, the Hub, and the Building Schools for the Future programme projects a substantial increase in the number of school sixth form places needed to meet future learner demands.

## **4. BODY OF REPORT**

### **4.1 Cambridge Heath Sixth Form**

Morpeth, Oaklands and Swanlea Schools propose to provide a collaborative post-16 offer which will optimise access to the specialised workforce and facilities in the 11-16 specialist schools and provide continuity and structured pastoral support for vulnerable young people moving into and through post-16 learning

- 4.1.1 The Curriculum offer will build on the specialisms (Science, Business and Arts) within the individual schools and will draw on their track record in providing a supportive and challenging learning environment which has enabled Year 11s at each of the schools to achieve beyond well expectation.
- 4.1.2 The three schools will develop the Cambridge Heath Sixth Form initially as a post-16 federation supported by detailed protocols and agreements signed by each school's governing body. The schools will retain their individual membership of the 14-19 partnership. The Cambridge Heath Sixth Form will have a Governing Board drawn from the governors of the schools with delegated oversight of the provision
- 4.1.3 The proposal to establish a collaborative post-16 offer through the Cambridge Heath Sixth Form has been discussed through the 14-19 partnership, the Hub, culminating in support for the final proposal at the March 26 meeting of the Board.
- 4.1.4 The Cambridge Heath Sixth Form users committee must include members of all tenants of the Wessex Street site including the youth service, who are expected to resume use of the site following completion of works to the building.
- 4.1.5 Bethnal Green Technology College will be invited to be affiliated to the Cambridge Heath Sixth Form.

**4.2 Principles underpinning the organisation of 16 to 19 provision**

DCSF advise that the development of any new post-16 provision across the further education (FE) and schools sectors should have regard to five principles:

Quality: all provision for all learners should be high quality, whatever their chosen pathway

Distinct 16-19 provision: there should be clear arrangements to meet the particular pastoral, management and learning needs of this age group including a 16-19 base to provide the appropriate educational and peer environment.

Diversity to ensure curriculum breadth: provision should contribute to a wide curriculum offer and well-managed collaboration is highlighted as a means to share and build on the expertise of small, popular providers.

Learner choice: new provision should offer students a choice of provider within reasonable travelling distance.

Affordability and cost effectiveness

- 4.2.1 The Cambridge Heath Sixth Form, building on the 11-16 success of two schools recently judged outstanding through inspection and each adding greater than average value across the secondary offer, clearly has the potential to meet the quality requirement.



- 4.2.2 Co-location of much of the offer in the 14-19 partnership accommodation at the Wessex Centre will provide a distinct and appropriate learning environment where young people will also have the opportunity to mix with others enjoying a wider range of 14-19 activities on site.
- 4.2.3 The Cambridge Heath Sixth Form will provide for greater curriculum diversity and extend learner choice, particularly in that area of the borough.
- 4.2.4 The collaborative nature of the offer will not only ensure curriculum breadth and a stimulating peer environment but will provide a cost effective and sustainable means of extending the contribution of these successful 11-16 schools to the 2013 entitlement and the raised participation age.

#### **4.3 Ensuring the Match to Local Learning Needs**

- 4.3.1 The Joint Planning Group of the three schools has completed a thorough consultation and assessment of learner need through an analysis of the current progression and performance data available on the leavers from the three schools 2005 -2007. This confirms that the post-16 progress against KS4 projections and the post-17 staying on rates of the school leavers from the three schools are less than would be predicted.
- 4.3.2 The schools also completed in April 2008 a consultation on the curriculum preferences and preferred destinations of the current year 10 and 11 pupils (1,000 pupils in total across the three schools) that consultation has formed the basis of the proposed curriculum offer.
- 4.3.2 The schools have also drawn heavily on the findings of the 2008 research paper on the learning needs of 16-18 year olds in North West Tower Hamlets commissioned by the Tower Hamlets Hub and on the 2008 DCSF statistics on level 2 and level 3 achievement at 19. All the research confirms there a need for additional high quality 16 -19 provision across Tower Hamlets and the neighbouring boroughs.

#### **4.4 Contributing to Raised Attainment and Improved Standards**

Despite an outstanding record of improved outcomes at 16, over 8% of our 16-18s are NEET (not in education, employment or training) and Level 2 achievement at 19 shows little advance on achievement at 16. Too few of our young people who do not attain good GCSEs at age 16 go on to achieve them by age 19. We know that there is a need to make radical changes to the post-16 offer that builds on the strengths of delivery pre-16.

- 4.4.1 These issues are particularly sharp in the north of the borough. Each of the three applicant schools is a specialist provider where young people exceed well beyond the national expectation at KS4. Each of the three schools is in the top

5% of all schools. Two of the schools are high-performing specialist schools and one was amongst the 100 most improved secondary schools in 2006.

4.4.2 Improved performance in each of the applicant schools is demonstrated by the table below. Each school is measured on how many young people attained 5 good GCSEs (grade A\*-C, including English and Maths (E & M)) or the wider measure of those young people attaining 5 A\*- G grades. The VA measure is an indication of added value from the end of key stage 3 (age 14) to the end of key stage 4 (age 16), where the average score nationally is 100.

School	Measure	2006	2007
Morpeth	5A*-C incl E&M	49%	48%
	5A*-C	76%	75%
	5A*-G	97%	97%
	VA KS3/4 (upper)	1053.6	1052.8
Oaklands	5A*-C incl E&M	40%	56%
	5A*-C	64%	68%
	5A*-G	100%	97%
	VA KS3/4 (upper)	1050.1	1036.4
Swanlea	5A*-C incl E&M	35%	42%
	5A*-C	49%	66%
	5A*-G	94%	96%
	VA KS3/4 (upper)	1020.1	1034.8

4.4.3 Despite this considerable success, the three schools still have a relatively high proportion of young people who become NEET at 16, rising significantly at 17. In 2007, 265 of the 510 Year 11 leavers from these three schools took up post-16 learning places out of the borough and there are concerns about the suitability or sustainability of some of these choices.

4.4.4 The proposal would raise education standards by:

- extending the contribution of highly effective 11-16 providers into the 16-18 offer
- offering continuity of provision for those Year 11s who need high levels of personal support
- increasing choice for those Year 11s who currently travel out of borough to access post-16 programmes
- building on the specialist facilities and expertise of these 11-16 schools in preparation for the 2013 diploma entitlement
- extending the Foundation Learning Tier and the range of well structured routes to level 2 and level 3 achievement

#### 4.5 **Process for Adding a Sixth Form**

The Education and Inspections Act 2006 and the School Organisation provide for a school to add a sixth form through a prescribed alteration. The DCSF have

advised that this is the appropriate route for a collaborative sixth form, a development which is favourably regarded by the Department.

- 4.5.1 There are five stages to the process: consultation, publication, representation, decision and implementation.
- 4.5.2 Consultation has been undertaken through the 14-19 partnership; the governing bodies of the three schools; pupils, parents and staff of the schools; local representatives; 14-19 partnerships in neighbouring boroughs and those Hackney post-16 most directly affected.
- 4.5.3 Consultation outcomes were presented to the 14-19 partnership Board on May 14 enabling progression to publication of the proposal by the governing bodies of the three schools.
- 4.5.4 Following the required one month available for representation, the proposal, together with a report of any comments and objections received, is submitted to Cabinet for decision. This paper is the culmination of that process.
- 4.5.5 If the proposal proceeds successfully through to implementation, the Cambridge Heath Sixth Form will open in September 2009 with an initial intake of approximately 175 learners.

## **5. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 5.1 This paper outlines the background to a proposal by Morpeth, Oaklands and Swanlea schools to establish a collaborative post-16 offer through the Cambridge Heath Sixth Form.
- 5.2 The cost of establishing the 6th Form provision will be funded by a combination of Building Schools for the Future and contributions from the individual secondary schools (funded by surplus balances).
- 5.3 The ongoing revenue costs will be funded by, in the first instance, the Learning Skills Council. From 2010-11 the Local Authority will fund the provision as a consequence of the Machinery of Government Changes which the Department for Children, Schools and Families (DCSF) and Department for Innovation, Universities and Skills are currently consulting on. It is anticipated that this will take the form of a national formula based on learner hours funded by the DCSF.

## **6. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)**

- 6.1 The Education and Inspections Act 2006 (section 19) [“the Act”] and the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 [“the Regulations”] set out the procedure for changing a maintained school’s age limit to add a sixth form. As set out in the body of the report there are 5 statutory stages for a statutory proposal which are consultation, publication, representation decision and implementation. The summary of the report confirms that consultation with interested parties has taken place and that the statutory proposals have been published by the governing bodies of the 3 schools. Cabinet should be satisfied that the appropriate procedures have been followed.
- 6.2 Statutory proposals must contain the information specified in the Regulations including the name, address and category of the school for which the proposals are published, the date on which the proposals are planned, or each stage is planned, to be implemented, a statement explaining the procedure for making representations including where objections should be sent, a description of the alteration proposed, and where as here, the proposals are to provide sixth form education, should include a statement of how the proposals will improve the educational or training achievements, increase participation in education and training, and expand the range of educational or training opportunities for 16-19 year olds in the area.
- 6.3 A statutory notice containing the specified information and explaining how complete copies of the proposals can be obtained must be published in a local newspaper, and also posted at the main entrances to the schools and some other conspicuous place in the area served by the school.
- 6.4 Section 4 of the report confirms that the 3 schools will develop the Cambridge Heath Sixth form as a post -16 federation supported by protocols and agreements signed by each school’s Governing Body. It is confirmed that the Sixth Form will have a Governing Body drawn from the governors of the schools with delegated oversight of the provision. Sections 24 to 26 of the Education Act 2002, and School Governance regulations issued pursuant to those sections, set out the specific procedures which must be followed depending upon what type of federation is being proposed.

## **7. EQUAL OPPORTUNITIES IMPLICATIONS**

- 7.1 The proposed curriculum offer is inclusive and will provide community and structured personal support for young people moving into and through post 16 learning. The proposal is intended to support increased participation, attainment & progression targets at 16-18.

## **8. ANTI-POVERTY IMPLICATIONS**

- 8.1 The proposal will support enhanced provision within Tower Hamlets for the continuation of post 16 learning opportunities for pupils, which in turn is expected to lead to reduced numbers of young people not in education, employment or training.

**9. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 9.1 The Cambridge Heath Sixth Form will be located in refurbished accommodation designed to meet new standards of sustainability.

**10. RISK MANAGEMENT IMPLICATIONS**

- 10.1 Possible risks include insufficient numbers of pupils enrolling in the new 6<sup>th</sup> form. This is assessed to be low risk following the analysis of the needs of learners in the north west of the borough and looking at travel to learn patterns. Other possible risks including movement of pupils away from other current local sixth form providers will be kept under review by the 14-19 partnership, where all the providers are represented. Current projections show this is unlikely to happen and that the key group of students likely to stay on to a sixth form at the Cambridge Heath Sixth Form are those who formerly would have travelled out of borough to study.

**11. EFFICIENCY STATEMENT**

The scope of the new sixth form offer will include pupils who previously would have travelled out of borough and therefore more likely to have dropped out of education at 17 years, before completing their courses. The new offer is expected to ensure more students stay on to complete their courses and gain appropriate qualifications to further their next steps in the job market or continuing education or training.

**12. APPENDICES**

Appendix 1: Cambridge Heath Sixth Form Appendix: Proposal for Prescribed Alterations other than Foundation Proposals

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## PROPOSALS FOR PRESCRIBED ALTERATIONS OTHER THAN FOUNDATION PROPOSALS: Information to be included in or provided in relation to proposals

*Insert the information asked for in the expandable box below each section.*

### **In respect of a Governing Body Proposal: School and governing body's details**

1. The name, address and category of the school for which the governing body are publishing the proposals.

The proposal to develop a collaborative Sixth Form known as the Cambridge Heath Sixth Form co-located within Morpeth School, Swanlea School, Oaklands School and at the Wessex Centre, Hadleigh Street, London E2 0LD has been published on behalf of the governing bodies of:

Morpeth School, Portman Place, Bethnal Green, London E20PX

11-16 Community School

Swanlea School, 31 Brady Street, Bethnal Green, London E1 5DJ

11-16 Community School

Oaklands School, Old Bethnal Green Road, Bethnal Green, London E2 6PR

11-16 Community School

### **In respect of an LEA Proposal: School and local education authority details**

1. The name, address and category of the school and a contact address for the local education authority who are publishing the proposals.

N/A

### **Implementation and any proposed stages for implementation**

2. The date on which the proposals are planned to be implemented, and if they are to be implemented in stages, a description of what is planned for each stage, and the number of stages intended and the dates of each stage.

Morpeth, Oaklands and Swanlea Schools, are building on their shared success by coming together as the **Cambridge Heath Sixth Form** in order to provide a collaborative, co-located 16+ offer at the Wessex Centre site and the three school sites.

For the first stage the new post-16 provision is planned to open in **September 2009 for 175 year 12 learners**. That opening will extend choice and considerably improve the range and diversity of local learning options in the north of the borough.

For the second stage the capacity of the provision will be increased for **September 2010** to take a second intake of **175 year 12 learners and 175 year 13 learners (350 learners in total)**

The collaboration will optimise access to the specialised workforce and facilities in the 11-16 specialist schools and provide continuity and structured pastoral support for vulnerable young people moving into and through post-16 learning.

The capital improvements to the Wessex building will be fully completed by **July 2009**.

The capital improvement to the three schools sites to meet the post-16 recruitment will be completed in stages appropriate to the recruited numbers and developing curriculum offer by **July 2009, July 2010 and July 2011**.

### Objections and comments

3. A statement explaining the procedure for making representations, including—
- (a) the date by which objections or comments should be sent to the local education authority; and
  - (b) the address of the authority to which objections or comments should be sent.

The proposal has been subject of extensive consultation by the three Schools since 2006 when the schools first applied for the power to innovate. Since then they have consulted widely on the Cambridge Heath Sixth Form through a consultation plan based on 4 priority sets of stakeholders.

- **The Principal stakeholders** ; the governing bodies, the current pupils and their parents and carers and all teaching and ancillary staff and trade unions in the three schools. They have been involved in the planning process during 2007 and 2008 through meetings, surveys and open workshops.
- **The Partnership stakeholders**; the Tower Hamlets EIP Board (the 14-19 Hub). Tower Hamlets Local Authority and the Learning and Skills Council London East. A task group of the 14-19 Hub initially addressed these issues in February 2007 and proposals to meet the post-16 needs of learners in the North West have been a regular agenda item culminating in The Cambridge Heath proposals being fully endorsed by the 14-19 Hub in March 2008
- **The Community Stakeholders**; the representatives of the local communities, MPs and local councillors. All were written to in February- March 2008 and invited to comment.
- **The Operational stakeholders**; all Primary schools in Tower Hamlets and all Local Authorities and their 14-19 Forums in the neighbouring boroughs where is significant cross border movement including post-16 institutions in Hackney. These have been visited over March 2008 – April 2008 and invited to comment

There was no opposition to the proposal from any of the sets of stakeholders.

A formal notice has been published by the Chairs of Governors of each of the three schools with a deadline for formal objections of end of June 2008

On that formal notice, objections go to:

Carmel Littleton Service Head, Young People and Learning, London Borough of Tower Hamlets, Tower Hamlets Town Hall, Mulberry Place, 5 Clove Crescent, London E14 2BG.



### Alteration description

4. A description of the proposed alteration and in the case of special school proposals, a description of the current special needs provision.

The Wessex Centre is being completely refurbished by the Local Authority to create a Sixth Form Centre of 9 general teaching rooms, a health suite, a presentation suite, library, tutorial and ICT resource areas for 200 Learners with extensive social space and independent learning areas.

Morpeth school will enhance its facilities by adding 4 general teaching areas and make additional space to accommodate 2 tutor groups of 20 in 2009 and 3 groups of 20 in 2010

Swanlea will enhance its specialist facilities by adding 2 additional Business classrooms, 1 ICT room and 1 general teaching area and additional space to accommodate 2 tutor groups of 20 in 2009 and 3 groups of 20 in 2010

Oakland will enhance its specialist facilities by adding 1 additional science lab, 1 tutorial/independent study area and make additional space to accommodate 1 tutor groups of 20 in 2009 and 2 groups of 20 in 2010

### School capacity

5.—a) Where the alteration is an alteration falling within any of paragraphs 1 to 4, 8, 9 and 12-14 of Schedule 2 or paragraphs 1-4, 7, 8, 18, 19 and 21 of Schedule 4 to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007, the proposals must also include—

- (a) details of the current capacity of the school and where the proposals will alter the capacity of the school, the proposed capacity of the school after the alteration;

**Morpeth School** The current capacity of the school is 1200 and the proposed capacity will be 1352. The current admission number for the school is 240 and the proposed admission number will remain at 240.

**Swanlea School** The current capacity of the school is 1050 and the proposed capacity will be 1176. The current admission number for the school is 210 and the proposed admission number will remain at 210.

**Oaklands School.** The current capacity of the school is 600 and the proposed capacity will be 672. The current admission number for the school is 120 and the proposed admission number will remain at 120.

The table below summarises the capacity projections

School	Current Year 7 Admission number	Current Year 7-11 capacity	Proposed Year 7-11 capacity	Current Year 12 and 13 capacity	Proposed Year 12 and 13 capacity	Total school capacity Year 7 -13
Morpeth	240	1200	No change	0	152	<b>1352</b>
Swanlea	210	1050	No change	0	126	<b>1176</b>
Oaklands	120	600	No change	0	72	<b>672</b>

- (b) details of the current number of pupils admitted to the school in each relevant age group, and where this number is to change, the proposed number of pupils to be admitted in each relevant age group in the first school year in which the proposals will have been implemented;

The current number of pupils admitted to the school in each relevant age group, and where this number is to change, the proposed numbers of pupils to be admitted in each relevant age group in the first school year in which the proposals will have been implemented are set out in the table below.

School	Current Year 12 intake	2009 Year 12 intake
Morpeth	0	76
Swanlea	0	63
Oaklands	0	36

- (c) where it is intended that proposals should be implemented in stages, the number of pupils to be admitted to the school in the first school year in which each stage will have been implemented;

The numbers of pupils to be admitted to the school in the first school year in which each stage will have been implemented are set out in the table below.

School	Current	Stage1	Stage 2	
	Current Year 12 intake	2009 year 12 intake	2010 Year 12 intake	Proposed Year 12 and 13 intake by 2010
Morpeth	0	76	76	152
Swanlea	0	63	63	126
Oaklands	0	36	36	72

- (d) where the number of pupils in any relevant age group is lower than the indicated admission number for that relevant age group a statement to this effect and details of the indicated admission number in question.

NA

(2) Where the alteration is an alteration falling within any of paragraphs 1, 2, 9, 12 and 13 to 4, and 7 and 8 of Schedule 2 or paragraphs 1, 2, 8, 18 and 19 of Schedule 4 to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 a statement of the number of pupils at the school at the time of the publication of the proposals.

The numbers of pupils at the three schools at the time of the publication of the proposals are as set out in the table below.

School	Current number of pupils at the school at the time of the publication of the proposals.
Morpeth	1200
Swanlea	1050
Oaklands	600

### Implementation

6. Where the proposals relate to a foundation or voluntary controlled school a statement as to whether the proposals are to be implemented by the local education authority or by the governing body, and, if the proposals are to be implemented by both, a statement as to the extent to which they are to be implemented by each body.

N/A All 3 schools are community schools

### Additional Site

7.—b) A statement as to whether any new or additional site will be required if proposals are implemented and if so the location of the site if the school is to occupy a split site.

The Wessex Centre at Hadleigh Street London E2 0LD is being developed as a Tower Hamlets' flagship learning centre for 14-19 with a particular focus on 16-18 year-olds

(1) Where proposals relate to a foundation or voluntary school a statement as to who will provide any additional site required, together with details of the tenure (freehold or leasehold) on which the site of the school will be held, and if the site is to be held on a lease, details of the proposed lease.

N/A All 3 schools are community schools

The governing bodies of the three schools are also finalising a 5 Year tenancy agreement with the Tower Hamlets Local Authority to authorise their combined use of the Wessex Centre 2009 to 2014.

### Changes in boarding arrangements

8.—c) Where the proposals are for the introduction or removal of boarding provision, or the alteration of existing boarding provision such as is mentioned in paragraph 7 or 14 of Schedule 2 or 4 to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 —

- (a) the number of pupils for whom it is intended that boarding provision will be made if the proposals are approved;

NA

- (b) the arrangements for safeguarding the welfare of children at the school;

NA

- (c) the current number of pupils for whom boarding provision can be made and a description of the boarding provision;

NA

- (d) except where the proposals are to introduce boarding provision, a description of the existing boarding provision.

NA

(2) Where the proposals are for the removal of boarding provisions or an alteration to reduce boarding provision such as is mentioned in paragraph 7 or 14 of Schedule 2 or 4 to The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 —

- (a) the number of pupils for whom boarding provision will be removed if the proposals are approved;

NA

- (b) a statement as to the use to which the former boarding accommodation will be put if the proposals are approved.

NA

### Transfer to new site

9. Where the proposals are to transfer a school to a new site the following information—

- (a) the location of the proposed site (including details of whether the school is to occupy a single or split site), and including where appropriate the postal address;

The Cambridge Heath Sixth Form will have post-16 provision across the three school sites and the Wessex Centre.

As indicated above, the Wessex Centre at Hadleigh Street London E2 0LD is being developed as a Tower Hamlets' flagship learning centre for 14-19 with a particular focus on 16-18 year-olds.

The three schools are also allocating elements of their first phase BSF funding to the enhancement of additional facilities on their own sites.

- Morpeth School will offer primarily Performing and Visual Arts provision to the consortium
- Swanlea School will offer primarily Business Studies provision to the consortium
- Oaklands will offer primarily Science provision to the consortium

The postal addresses of the 4 teaching sites are:

- Morpeth School, Portman Place, Bethnal Green, London E20PX
- Swanlea School, 31 Brady Street, Bethnal Green, London E1 5DJ
- Oaklands School, Old Bethnal Green Road, Bethnal Green, London E2 6PR
- Wessex Centre, Hadleigh Street London E2 0LD

- (b) the distance between the proposed and current site;

The walking distances between the 3 school sites and the Wessex Centre are shown in the table below.

	Morpeth	Swanlea	Oaklands	Wessex Centre
Morpeth	0	1K	1.25K	<b>0.25K</b>
Swanlea	1.25K	0	1K	<b>0.75K</b>
Oaklands	1.25K	1K	0	<b>0.1K</b>

The proposals should not have the effect of unreasonably extending learner or staff journey times or increasing transport costs or use of car journeys. No learner should be required to travel unsustainably due to unsuitable transport requirements. The routes between sites for walking, cycling, etc are all within 10 minutes travel.

(c) the reason for the choice of proposed site;

The Wessex Centre is easily accessible from all the school sites. The Local Authority and the 14-19 Hub have identified a need to extend choice and enhance post-16 provision in the North West of the borough

(d) the accessibility of the proposed site or sites;

The Wessex Centre is easily accessible from all the school sites. All 3 schools are within 10 minutes walking distance of each other

(e) the proposed arrangements for transport of pupils to the school on its new site;

NA

(f) a statement about other sustainable transport alternatives where pupils are not using transport provided, and how car use in area will be discouraged.

The Local Authority's 14-19 Transport policy and protocols in development will actively encourage young people to be independent travellers making good use of public transport and sustainable alternatives.

## Objectives

10. The objectives of the proposals.

Tower Hamlets is a Beacon authority for school improvement. The proportion of young people gaining 5 A\*-C, to take one key indicator, has more than doubled over the last 10 years. The 5% increase in 2006 alone was more than double the national rate of improvement. Despite this record of improvement, 9% of our 16-18s are NEET and Level 2 achievement at 19 shows little advance on achievement at 16. We know that there is a need to make radical changes to the post-16 offer that builds on the strengths of delivery pre-16.

These issues are particularly sharp in the north of the borough. Each of the three applicant schools is a specialist provider where young people exceed well beyond the national expectation at KS4. Currently on 2007 results all of the three schools are now well above the national average for 5 or more A\*-C. Two of the schools are High Performing Specialist schools and one was amongst the 100 most improved secondaries in 2006. Value added scores

across the three schools are consistently high putting them in the top 5% of all schools. Despite the considerable success at KS4, the three schools still have a relatively high proportion of young people who become NEET at 16. In addition, the percentage of NEETs from the schools rising significantly at 17. This suggests that their original post-16 choices may have been inappropriate or there may have been insufficient support in the schools and colleges they chose. In 2007, 265 Year 11s (out of 510 leavers) from these three schools had to take up post-16 learning places out of the borough and there are concerns about sustainability of the transport and support systems.

The proposal would raise education standards by:

1. extending the contribution of effective 11-16 providers into the 16-18 offer
2. offering continuity of provision for those Year 11s who need high levels of personal support
3. increasing choice for those Year 11s who currently travel out of borough to access post-16 programmes
4. building on the specialist facilities and expertise of these 11-16 schools in preparation for the 2013 diploma entitlement
5. extending the Foundation Learning Tier and the range of well structured routes of level 2 and level 3 achievement

## Consultation

11. Evidence of the consultation before the proposals were published including—
- (a) a list of persons who were consulted;
  - (b) minutes of all public consultation meetings;
  - (c) the views of the persons consulted;
  - (d) a statement to the effect that all applicable statutory requirements in relation to the proposals to consult were complied with; and
  - (e) copies of all consultation documents and a statement on how these documents were made available.

As previously outlined in the response to Q 3 above, the proposal has been subject of extensive consultation by the three Schools since 2006 when the schools first applied for the power to innovate. Since then they have consulted widely on the Cambridge Heath Sixth Form through a consultation plan based on 4 priority sets of stakeholders.

- **The Principal stakeholders** ; the governing bodies, the current pupils and their parents and carers and all teaching and ancillary staff and trade unions in the three schools. They have been involved in the planning process during 2007 and 2008 through meetings, surveys and open workshops
- **The Partnership stakeholders**; the Tower Hamlets EIP Board (the 14-19 Hub). Tower Hamlets Local Authority and the Learning and Skills Council London East. A task group of the 14-19 Hub initially addressed these issues in February 2007 and proposals to meet the post-16 needs of learners in the North West have been a regular agenda item, culminating in the Cambridge Heath proposals being fully endorsed by the 14-19 Hub in March 2008

- **The Community Stakeholders;** the representatives of the local communities, MPs and local councillors. All were written to in February- March 2008 and invited to comment
- **The Operational stakeholders;** all Primary schools in Tower Hamlets and all Local Authorities and their 14-19 Forums in the neighbouring boroughs where is significant cross border movement including post-16 institutions in Hackney. These have been visited over March 2008 – April 2008 and invited to comment

The Joint Planning Group of the three Schools has completed a thorough consultation and assessment of learner need through an analysis of the current progression and performance data available on the leavers from the three schools from 2005 -2007. This confirms that the post-16 progress against KS4 projections and the post-17 staying on rates of the school leavers from the three schools are less than would be predicted.

The schools also completed in April 2008 a phase 2 consultation on the curriculum preferences and preferred destinations of the current year 10 and 11 pupils (1,000 pupils in total across the three schools) That consultation has formed the basis of the proposed curriculum offer

The schools have drawn heavily on the findings of the 2008 research paper on the learning needs of 16-18 year olds in North West Tower Hamlets commissioned by the Tower Hamlets Hub. The post-16 learning needs of pupils of Bethnal Green Technology College (BGTC) were fully included in this research and the three schools will maintain an active planning dialogue with BGTC to ensure that these needs are addressed

The schools also had regard to the 2008 DCSF statistics on level 2 and level 3 achievement at 19 of the learners in Tower Hamlets and the neighbouring boroughs. (*Statistical First Release DCSF: Level 2 and 3 Attainment by Young People in England Measured Using Matched Administrative Data: Attainment by Age 19 in 2007.*) All the research confirms there is a need for additional high quality 16 -19 provision across Tower Hamlets and the neighbouring boroughs

The members of Tower Hamlets 14-19 Hub are:

- 15 secondary schools (nine 11-16, six 11-19)
- 4 special schools with secondary pupils
- Tower Hamlets College
- Queen Mary University of London
- University of East London
- The local WBL partnership: Learning for Growth
- Tower Hamlets Education Business Partnership
- The Connexions Partnership
- Tower Hamlets Local Authority
- The Learning and Skills Council London East

Partner organisations are represented on the Board at Head Teacher, Principal, Chief Executive level and the Board operates under delegated powers from its member governing bodies.

It is the view of the Local Authority that all applicable statutory requirements in relation to the proposals to consult have been complied with. The LSC London East has also been fully involved at each stage.



## Project costs

**12.** A statement of the estimated total capital cost of the proposals and the breakdown of the costs that are to be met by the governing body, the local education authority, and any other party.

The capital costs of the proposal are those associated with the 2008 -2009 refurbishment of the Wessex Centre and the enhancements to facilities within the three schools 2008-2011

Those capital costs have already been budgeted for by the Local Authority and the schools within local BSF rules so that appropriate works will be complete by the summers of 2009, 2010 and 2011 as recruitment numbers build.

The breakdown of the capital costs is as follows

- Wessex Centre £2.5 LA,+ £1.5 school governing bodies = £4 million,
- An allocation from Morpeth's BSF funding will go towards the cost of developing the on-site post-16 learning and social environment in line with the school's 14-19 vision
- An allocation from Swanlea's BSF funding will go towards the cost of developing the on-site post-16 learning and social environment in line with the school's 14-19 vision
- An allocation from Oakland's BSF funding will go towards the cost of developing the on-site post-16 learning and social environment in line with the school's 14-19 vision

**13.** A copy of confirmation from the Secretary of State, local education authority and the Learning and Skills Council for England (as the case may be) that funds will be made available (including costs to cover any necessary site purchase).

N/A The Wessex Centre site is owned by Tower Hamlets LA

## Age range

**14.** Where the proposals relate to a change in age range, the current age range for the school.

The current age range for the three schools is shown below.

School	Current Age range
Morpeth	11-16
Swanlea	11-16
Oaklands	11-16

## Early years provision

**15.** Where the proposals are to alter the lower age limit of a mainstream school so that it provides for pupils aged between 2 and 5—

- (a) details of the early years provision, including the number of full-time and part-time pupils, the number and length of sessions in each week, and the services for disabled children that will be offered;

NA

- (b) how the school will integrate the early years provision with childcare services and how the proposals are consistent with the integration of early years provision for childcare;

NA

- (c) evidence of parental demand for additional provision of early years provision;

NA

- (d) assessment of capacity, quality and sustainability of provision in schools and in establishments other than schools who deliver the Early Years Foundation Stage within 3 miles of the school;

NA

- (e) reasons why such schools and establishments who have spare capacity cannot make provision for any forecast increase in the number of such provision.

NA

### **Changes to sixth form provision**

**16.** (1) Where the proposals are to alter the upper age limit of the school so that the school provides sixth form education or additional sixth form education, a statement of how the proposals will—

- (a) improve the educational or training achievements;
- (b) increase participation in education or training; and
- (c) expand the range of educational or training opportunities for 16-19 year olds in the area.

The 3 schools have a shared vision and a track record of improvement, added value and high achievement pre-16 which can translate into improved educational quality and performance post-16 for the young people in the north of the Borough.

This collaborative proposal is the culmination of 2 years joint consultation and preparation for change and additional delivery.

An innovative curriculum offer has been developed as the key to the success of the project. . It will expand the range of educational or training opportunities for 16-19 year olds in the area by delivering approximately 16 AS levels, 5 vocational sectors with level 2 or level 3 progression pathways and (subject to Gateway) 3 Diploma lines. It will also deliver a support curriculum of Entry and Level 1 provision for young people vulnerable to drop out at 16 or 17.

Discussions have begun with the London East LSC on the revenue funding required to support this level of post -16 delivery to 350 learners across the four sites.

The Curriculum offer will build on specialisms (Science, Business and Visual and Performing Arts) within the individual schools. For the majority of the curriculum areas the schools already have a proven record at KS4 as an effective provider with above average value added scores. Where “new” subjects such as Economics, Sociology and level 3 diplomas are offered the schools will draw on their shared success in providing a supportive and challenging learning environment which has enabled Year 11s at each of these schools to achieve beyond expectation.

The collaboration between the schools and the innovative curriculum will:

- improve participation post-16 of a) young people progressing from the three applicant schools b) all young people progressing from Year 11 in Tower Hamlets
- improve retention at 17 of young people accessing the collaborative post-16 offer at the three schools
- improve achievement at Levels 1, 2 and 3 of young people accessing the collaborative post-16 offer at the three schools
- improve progression to further study or sustainable employment of young people accessing the collaborative post-16 offer at the three schools
- enhance creation of 14-19 progression pathways in the School specialisms and in the Diplomas and vocational curriculum offer
- Enhance community perceptions of improved choice and progression opportunities measured by Learner and parental satisfaction surveys
- Improve the contribution of the three schools to collaboration and partnership across the Tower Hamlets Hub
- Pilot a on line common application system which gives automatic information to CCIS with early data offers and on potential NEET young people

(2) Where the proposals are to alter the upper age limit of the school so that the school will provide sixth form education, the proposed number of sixth form places to be provided.

The proposed numbers of sixth form places to be provided are as shown below.

School	Proposed number of sixth form places to be provided.
Morpeth	152
Swanlea	126
Oaklands	72

17. Where the proposals are to alter the upper age limit of the school so that the school ceases to provide sixth form education, a statement of the effect on the supply of 16-19 places in the area.

18. NA

### Special educational needs

19. Where the proposals are to establish or change provision for special educational needs—

- (a) a description of the proposed types of learning difficulties in respect of which education will be provided and, where provision for special educational needs already exists, the current type of provision;

The three schools have been commended by Ofsted for their exemplary provision for special needs learners pre-16 within their general delegated schools budget. The proposed Sixth Form provision will enable them to offer progression opportunities to their learners to the same high standard

The Wessex Centre refurbishment will fully meet all current standards for access and support.

Beyond that, no additional funds are being sought for special needs provision or additional LLDD specialist features.

- (b) any additional specialist features will be provided;

NA

- (c) the proposed numbers of pupils for which the provision is to be made;

NA

- (d) details of how the provision will be funded;

NA

- (e) a statement as to whether the education will be provided for children with special educational needs who are not registered pupils at the school to which the proposals relate;

NA

- (f) a statement as to whether the expenses of the provision will be met from the school's delegated budget;

NA

- (g) the location of the provision if it is not to be established on the existing site of the school;

NA

- (h) where the provision will replace existing educational provision for children with special educational needs, a statement as to how the local education authority believes that the new provision is likely to lead to improvement in the standard, quality and range of the educational provision for such children;

NA

- (i) the number of places reserved for children with special educational needs, and where this number is to change, the proposed number of such places.

NA

**20. Where the proposals are to discontinue provision for special educational needs—**

- (a) details of alternative provision for pupils for whom the provision is currently made;

NA

- (b) details of the number of pupils for whom provision is made that is recognised by the local education authority as reserved for children with special educational needs during each of the 4 school years preceding the current school year;

NA

- (c) details of provision made outside the area of the local education authority for pupils whose needs will not be able to be met in the area of the authority as a result of the discontinuance of the provision;

NA

- (d) a statement as to how the authority believe that the proposals are likely to lead to improvement in the standard, quality and range of the educational provision for such children.

NA

**21.** Where the proposals will lead to alternative provision for children with special educational needs, as a result of the establishment, alteration or discontinuance of existing provision, the specific educational benefits that will flow from the proposals in terms of—

- (a) improved access to education and associated services including the curriculum, wider school activities, facilities and equipment with reference to the local education authority's Accessibility Strategy;
- (b) improved access to specialist staff, both educational and other professionals, including any external support and outreach services;
- (c) improved access to suitable accommodation; and
- (d) improved supply of suitable places.

NA

### **Sex of pupils**

**22.** Where the proposals are to make an alteration to provide that a school which was an establishment which admitted pupils of one sex only becomes an establishment which admits pupils of both sexes—

- (a) details of the likely effect which the alteration will have on the balance of the provision of single sex education in the area;

NA

- (b) evidence of local demand for single-sex education;

NA

- (c) details of any transitional period which the body making the proposals wishes specified in a transitional exemption order (within the meaning of section 27 of the Sex Discrimination Act 1975).

NA

**23.** Where the proposals are to make an alteration to a school to provide that a school which was an establishment which admitted pupils of both sexes becomes an establishment which admits pupils of one sex only—

- (a) details of the likely effect which the alteration will have on the balance of the provision of single-sex education in the area;

NA

- (b) evidence of local demand for single-sex education.

NA

#### **Extended services**

**24.** If the proposed alterations affect the provision of the school's extended services, details of the current extended services the school is offering and details of any proposed change as a result of the alterations.

All three schools have current extended school experience and significant expertise developed through their KS3 and K4 teaching and pastoral care programmes. The proposed collaborative sixth form will enable them to offer continuity and structured pastoral support for vulnerable young people' 16 -18

#### **Need or demand for additional places**

**25.** If the proposals involve adding places—

- (a) a statement and supporting evidence of the need or demand for the particular places in the area;

The 3 schools and the Local Authority 14-19 Hub have already completed a detailed assessment of need through an analysis of the current progression and performance data across the borough. The schools also looked at data available on the leavers from the three schools from 2005 -2007. These studies confirm that there are gaps in the expected progress and post-17 staying on rates of the school leavers at all levels.

The schools have also consulted on the curriculum preferences and preferred destinations of the current year 10 and 11 pupils (1,000 pupils in total) and

The schools have also drawn heavily on the findings of the 2008 research paper on the learning needs of 16-18 year olds in North West Tower Hamlets commissioned by the Hub and on the 2008 DCSF statistics on level 2 and level 3 achievement at 19 which confirms continuing low performance across Tower Hamlets and the neighbouring boroughs

**The Key Statistics are as set out below**

**Destinations post-16**

- The number of learners in the north of Tower Hamlets staying on in full-time education has risen by 7% from 2005 to 2007 and is projected to rise to 600 by 2009
- By 2013 when the planned raising of the learning leaving age is in force there will be over 550 learners every year needing post -16 provision in the three schools forming the Cambridge Heath Sixth Form
- Currently 54% of the Year 11 learners in the North of the Borough go out Borough at 16+ compared to 27% of the post-16 learners in the rest of Tower Hamlets.
- In Oaklands alone 70% of the Year 11 learners went out-borough at 16+ in 2007

**Achievement rates post-16**

- DCSF published figures for level 2 and level 3 achievement at 19 show Tower Hamlets and the surrounding boroughs to be considerably below the London East, London and National averages.

2006-2007 statistics	Level 2	Level 3
Tower Hamlets	62%	37%
Hackney	56%	33%
Newham	65%	44%
Islington	62%	35%
London East	70%	40%
London	74%	50%
All England	74%	48%

- Retention and achievement rates of those who go out-borough into colleges are consistently lower than the college rates for all their learners.
- While the three schools now have a lower than average 16 year old NEET ratio their leavers continue to become NEET at 17 and 18 in higher than average proportions

**Achievement rates at KS4**



- The KS 4 achievement rates at the three schools have improved rapidly over the last 5 years. In 2007, 252 Year 11 pupils (47%) from the three schools achieved 5 or more GCSEs at A\*-C with E and M compared to a Tower Hamlets average of 38%. The national average was 46.7%.
- The level 1 (5 or more A\*-G) achievement rates in the three schools are even more impressive. In 2007 against a borough average of 91% and a national average of 92% the three schools' scores are at 97% Morpeth, 97% Oaklands and 96% Swanlea.
- The value added scores in the three schools are in the top 10% nationally. On the CVA measure based on progress between Key Stage 3 and Key Stage 4 Morpeth scores 1045.8 Swanlea 1027 and Oaklands 1026.7. The national average is centred on 1000 and the Tower Hamlets average is 1016.7.

#### **Curriculum needs post-16**

- On 2007 KS4 achievement statistics the Year 11 leavers from the three schools will require curriculum provision in the following proportions:
 

• Requiring level 3 provision	332	(63%)
• Requiring further level 2 provision	171	(32%)
• Requiring level 1 support provision	25	(5%)
- These are the approximate curriculum planning proportions used by the Cambridge Heath sixth form in devising its proposed curriculum for 2009.

- (b) where the school has a religious character, a statement and supporting evidence of the demand in the area for education in accordance with the tenets of the religion or religious denomination;

NA

- (c) where the school adheres to a particular philosophy, evidence of the demand for education in accordance with the philosophy in question and any associated change to the admission arrangements for the school.

The proposal involves no change to the current admission arrangements of the 3 schools involved in the Cambridge Heath Sixth Form.

#### **26. If the proposals involve removing places—**

- (a) a statement and supporting evidence of the reasons for the removal, including an assessment of the impact on parental choice;

NA

(b) a statement on the local capacity to accommodate displaced pupils.

NA

### **Expansion of successful and popular schools**

**25A.** (1) Proposals must include a statement of whether the proposer considers that the presumption for the expansion of successful and popular schools should apply, and where the governing body consider the presumption applies, evidence to support this.

(2) Sub-paragraph (1) applies to expansion proposals in respect of primary and secondary schools, (except for grammar schools), i.e. falling within:

(a) (for proposals published by the governing body) paragraphs 1 and 2 of Part 1 to Schedule 2 and paragraphs 12 and 13 of Part 2 to Schedule 2; ;

(b) (for proposals published by the LA) paragraphs 1 and 2 of Part 1 to Schedule 4.

of the Prescribed Alteration regulations.

The three schools are by all measures, extremely successful and popular schools.

As a result of their recent Ofsted Inspection Morpeth and Oaklands schools have been informed in writing by the DCSF in 2008 that they meet the revised presumption criteria for high performing specialist schools. Swanlea School's 2008 Inspection results are not fully confirmed but the school has achieved outstanding grades in previous Inspections and should do so again.

However, the three schools have a long-standing commitment to collaborative development of post-16 provision for the north west of the Borough and so have not built their strategy on individual presumption.

(3) Whilst not required by regulations to provide this information for any LA proposals to expand a voluntary or foundation school, it is desirable to provide this below.

NA

**Additional information in the case of special schools**

27. Where the proposals relate to a special school the following information must also be provided—

- (a) information as to the numbers, age range, sex and special educational needs of the pupils (distinguishing boarding and day pupils) for whom provision is made at the school;

NA

- (b) information on the predicted rise or fall (as the case may be) in the number of children with particular types of special educational needs requiring specific types of special educational provision;

NA

- (c) a statement about the alternative provision for pupils who may be displaced as a result of the alteration;

NA

- (d) where the proposals would result in the school being organised to make provision for pupils with a different type or types of special educational needs with the result that the provision which would be made for pupils currently at the school would be inappropriate to their needs, details of the other schools which such pupils may attend including any interim arrangements and transport arrangements to such schools;

NA

- (e) where the proposals relate to a foundation special school a statement as to whether the proposals are to be implemented by the local education authority or by the governing body, and if the proposals are to be implemented by both, a statement as to the extent to which they are to be implemented by each body.

NA

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# Agenda Item 7.3

<b>Report to:</b> Cabinet	<b>Date</b> 30 July 2008	<b>Classification</b> Unrestricted	<b>Report No</b>	<b>Agenda Item No</b>
<b>Report of</b> Corporate Director (Children's Services)		<b>Title</b> Constitution of the Schools Forum		
<b>Originating officer</b> Hania Franek – Head of Pupil & Student Services		Wards affected: all		

## 1. SUMMARY

- 1.1 This report provides information on the changes in membership of the Schools Forum (SF) as required by the Schools Forum (England) (Amendment) Regulations 2008.
- 1.2 A recommendation to amend the Schools Forum Terms of Reference to re-align the appointment of members to serve from the start of the academic year is also included.

## 2. RECOMMENDATIONS

Cabinet is recommended to:

- 2.1 Agree the reconstitution of the Schools Forum with the Terms of Reference and revised membership, as set out in Appendix 1, with effect from 31 August 2008.
- 2.2 Agree that in future appointments to the Schools Forum are made at the start of the academic year (September).
- 2.3 Approve the terms of reference at Appendix A and the Good Practice Guide at Appendix B, which have been drafted in consultation with Legal Services to reflect the new membership and requirements of the Schools Forum (England) (Amendment) Regulations 2008.

### **LOCAL GOVERNMENT ACT 1972 Section 100D (As Amended) LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT**

Brief description of "background paper"	Tick if copy supplied to register	If not supplied, name and telephone number of holder
- The Schools Forum Regulations 2002 and Amendment Regulations 2004, 2005 and 2008	<input type="checkbox"/>	Hania Franek 020 7364 4302
- Cabinet Report March 2006	<input type="checkbox"/>	

### 3 Background

- 3.1 The Schools Forum was established in December 2002 as required by Section 47A of the School Standards and Framework Act 1998 (and as amended by the Education Act 2002).
- 3.2 The purpose of the Schools Forum is to advise on matters relating to the authority's school budget and it must be consulted on:-
- Proposed changes to the school funding formula
  - Proposed contracts for certain supplies and services paid from the schools budget
  - Invitations to tender for these contracts
  - Annually on the schools budget
  - Other matters concerning the funding of schools.
- 3.3 Since September 2006 the SF has had a decision-making role with formal powers to approve proposals from the local authority (LA) to move away from the requirements of the school funding regulations in response to local circumstances.
- 3.4 The Schools Forum also acts as an advisory body to the Cabinet. The members of the Schools Forum are accountable for the decisions and advice they give to the local authority to the groups that they represent: schools, governing bodies and trades unions.
- 3.5 During 2005 a review was undertaken of the membership of the Forum. Following a consultation and approval by Cabinet in March 2006 the membership was reconstituted from September 2006. The current composition is:

**School members:** 5 Primary Headteachers  
3 Secondary Headteachers  
1 Special School Headteacher  
1 Nursery School Headteacher  
5 Primary Governors  
3 Secondary Governors  
1 Special School Governor  
1 Nursery School Governor

**Non-school members:** 1 Trades Union Rep from the Schools Trades Union Forum  
1 Rep from the RC Diocese  
1 Rep from the CE Diocese  
1 Rep from the Council of Mosques

**Total 24**

#### **4 The Schools Forum (England) (Amendment) Regulations 2008**

- 4.1 The 2008 Regulations require changes to be made to the Tower Hamlets SF:
- a. Representatives of the 14-19 partnership (The Hub) and of the private, voluntary and independent early years providers must be appointed by 1 September 2008;
  - b. Headteacher members may be represented by other senior school staff.
- 4.2 The Regulations allow substitutes for school members and offer clarification about representation of faith bodies. These provisions are already being complied with.

#### **5 Changes to the Membership and Constitution**

- 5.1 The draft Terms of Reference have been amended at Appendix A to reflect the new membership and changes to headteacher membership.
- 5.2 The Hub and Early Years Partnership have been informed to nominate representatives and are responsible for the method by which they do so. The Tower Hamlets guidance on the selection and nomination of representatives (Appendix B) was issued to both groups to assist them through this process. They have both advised that they are in the process of selecting their representatives. This guidance has been amended to reflect the impending changes described in this report.
- 5.3 At present the Terms of Reference allow for the election of school members every two years with representatives taking up office at the start of the financial year in April. The work of the Forum follows the academic year cycle and it is preferable that new members join the Forum when its annual programme of work begins in September. It is therefore proposed to alter the Terms of Reference accordingly (paragraph 12, Appendix A).
- 5.4 This proposal would affect the governors on the Forum whose terms of office were due to expire at the end of March 2009. They would now be asked to continue to serve until the end of August although it should be noted that the Forum does not usually meet between June and September. The positions left vacant by governors who prefer to step down in March would be filled in the interim.
- 5.5 The annual election of the Chair and Vice-chair should also be moved from April to September.

## **6 Equal Opportunities Implications**

- 6.1 There are no specific equalities considerations arising from the recommendations in the report.

## **7 Anti Poverty Implications**

- 7.1 There are no specific anti poverty implications arising from the recommendations in the report.

## **8 Risk Management Implications**

- 8.1 The Schools Forum is a statutory body and its Constitution must comply with Regulations. It has an important advisory role and some decision making powers. It is imperative that the Forum is properly constituted under law to avoid successful challenge to the legitimacy of its decisions.

## **9 Sustainable Action for a Greener Environment (SAGE)**

- 9.1 There are no SAGE implications.

## **10 Comments of the Chief Financial Officer**

- 10.1 This report asks Cabinet to approve the constitution of the Tower Hamlets Schools Forum. From 2006-07, the Local Authority has made provision for the costs of the forum (which include direct servicing costs, the costs of papers presented and apportioned overheads) which is charged to the Dedicated Schools Grant. Irrespective of this provision, there are no specific additional costs associated with the proposed reconstitution of the forum and, as such, no resource implications arising from this recommendation.
- 10.2 In conjunction with the reconstitution of the forum, amended terms of reference will be required to take account of the new provisions.

## **11 Concurrent Report of the Assistant Chief Executive (Legal Services)**

- 11.1 The Schools Forum (England) (Amendment) Regulations 2008 make changes to the procedural and membership arrangements established under Section 47A of the School Standards and Framework Act 1998 (as amended by Schedule 16 of the Education Act 2005). These new arrangements must be in place by 31st August 2008.
- 11.2 Members are asked to consider (i) the reconstitution of the Schools Forum by Cabinet in accordance with the amendment regulations and (ii) the terms of reference of the reconstituted forum revised in consultation with the Senior Lawyer for Education.



- 11.3 The Schools Forum will continue to function as an advisory body to Cabinet. The amendments contained within the new regulations are set out at section 4 of this report.

## **12 Conclusions**

- 12.1 The Schools Forum must be reconstituted to comply with the new regulations. The new members must be appointed by 1 September 2008 and the provision for headteachers to be represented by senior members of their staff needs to be added to the Terms of Reference.

## **13 Appendices**

**Appendix A:** Draft Terms of Reference 2008

**Appendix B:** Guidance on the Selection and Nomination of Schools Forum Representatives

**TOWER HAMLETS EDUCATION**

**Draft Schools Forum Terms of Reference 2008**

**General**

1. The London Borough of Tower Hamlets Schools Forum is established pursuant to The Education Act 2005 and The Schools Forums (England) (Amendment) Regulations 2005.
2. The purpose of a Schools Forum has been to advise on matters relating to the authority's schools budget. The Forum will function as (i) an advisory body to the cabinet and (ii) a decision making body in relation to budgetary arrangements and proposals put forward by the local authority to the schools forum. It can not initiate its own proposals.

**Specific**

**School Funding**

3. The purpose of the Schools Forum is to advise on matters relating to the authority's school budget and it must be consulted upon;
  - (i) Proposed changes to the school funding formula;
  - (ii) Proposed contracts for certain supplies and services paid from the schools budget;
  - (iii) Invitations to tender for these contracts;
  - (iv) Annually on the schools budget;
  - (v) Other matters concerning the funding of schools.

**Contracts**

4.
  - i) The forum shall be consulted on the terms of any proposed contracts for supplies and services, paid from the schools' budget, not less than £144,459 being the EU Public Procurement threshold for supplies and services.
  - (ii) LBTH will consult at least one month prior to the invitation of tenders for such contracts.

**Financial Issues**

5. The forum shall have formal powers to approve proposals from the local authority to move away from the requirements of the school funding regulations in response to local circumstances. In particular:
  - (i) To retain expenditure centrally within the Schools Budget on functions and activities not prescribed in regulations.
  - (ii) Vary or remove any limit or condition imposed on what authorities can retain centrally within the Schools Budget by regulations.
  - (iii) Vary the operation, method or rules set out in the school funding regulations which govern the calculation of school budget shares.

## **Information**

6. The Forum shall inform all governing bodies of the consultations and decisions carried out at the LBTH Schools Forum.

## **Quorum**

7. The Forum shall be quorate if at least 40% of the total membership is present at a meeting.

## **Membership**

8. School Members: 5 Primary head teachers  
3 Secondary head teachers  
1 Special School head teacher  
1 Special School Governor  
1 Nursery head teacher  
1 Nursery Governor  
5 Primary School Governors  
3 Secondary School Governors  
Non-School Members: 1 TU Rep appointed by STUF from all unions  
1 Rep nominated by the RC Diocese  
1 Rep nominated by the CE Diocese  
1 Rep from the Council of Mosques  
1 Rep from the 14-19 Partnership (The Hub)  
1 Rep from the private, voluntary and independent early years providers

### Note

Elected members who hold an executive role in a local authority (a lead member) are barred from being either a schools member or a non-schools member.

Officers employed by the local education authority/Children's Services Department who have a role in the strategic resource management of the authority are also barred from the membership of a Schools Forum.

## **Voting Procedure**

9. The forum must determine its own voting procedure within its constitution.

## **Election of Chair and Vice Chair**

10. The Chair and Vice Chair should be elected annually by the Forum at the first meeting after the start of the [academic](#) year.  
The term of office of the Chair or Vice Chair will be two years.  
The Chair or Vice Chair shall be elected from amongst its own members except that any non-executive elected member or eligible officer who is a member of a forum may not hold the office of chair.

## **Election of Members**

11. Each representative group will be responsible for the method by which they elect and nominate their representatives.

A member's term of office will lapse if they fail to attend 3 consecutive meetings or 4 meetings in an academic year without acceptable reasons agreed by the Forum.

Headteachers may be represented by senior members of staff (meaning a principal, deputy Headteacher, bursar or other person responsible for the financial management of a school).

Members may be substituted by a colleague eligible to serve in the same category as the member they are temporarily replacing. The Clerk to the Forum must be advised of the name of a substitute in advance of a meeting. In the case of schools members the Forum will be consulted annually at the first meeting of the academic year on these arrangements.

## **Tenure**

12. Elections and nominations will be held every two years for school members. Members will serve 2 years from 1<sup>st</sup> September. Headteachers and governors will be appointed in alternate years. The reconstituted Schools Forum will commence from 31 August 2008. Governors will serve from 1<sup>st</sup> September 2008.

Non-schools members will also serve 2 years from 1<sup>st</sup> September, as above. The CofE and RC Diocesan and Council of Mosques Representatives to be re-appointed one year and the Trades Union, 14-19 Partnership and PVI Early Years Providers Representatives to be re-appointed in the following year.

# Tower Hamlets **Children's Services**

## **THE SCHOOLS FORUM:** Guidance on the selection and nomination of representatives

July 2008

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### **INTRODUCTION**

This guidance is drawn from the Good Practice Guidance for Schools Forums issued by the Department for Education and Skills (DfES) in December 2005 and from advice promulgated by the LBTH Schools Forum.

### **SCHOOLS FORUM REGULATIONS**

National regulations govern the composition, constitution and procedures of Schools Forums. A copy of the regulations is available from the Clerk to the Schools Forum or they can be accessed at:

<http://www.teachernet.gov.uk/management/schoolfunding/quickindex/>

### **MEMBERSHIP**

Schools Forum members have a duty of fairness to all schools. They are not appointed to represent the interests of their own school. Members are normally appointed for 2 years from 1 April, in line with financial arrangements.

The local authority recommends that consideration is given by the groups on the Schools Forum to reflecting the community of Tower Hamlets in the membership.

## **Schools members**

The LBTH schools members are:

5 Primary Headteachers	5 Primary Governors
3 Secondary Headteachers	3 Secondary Governors
1 Special School Headteacher	1 Special School Governor
1 Nursery School Headteacher	1 Nursery School Governor

Schools members on the LBTH Schools Forum are representatives for their phase, not for the type of school, e.g. community, voluntary aided or voluntary controlled.

## **Election and nomination of schools members**

Each group is responsible for their election or nomination process. This must be determined by all the constituents, who should all have the opportunity to stand and vote in an election.

For example, a vacancy amongst a community primary school head teachers' group must be filled by a nominee elected according to a process that has been determined by all the community primary school head teachers and in which all community primary school head teachers had the opportunity to stand for election and/or vote in such an election.

The services of the Clerk to the Forum will be available, if requested, for the purposes of organising appointments to the Schools Forum. This could include the provision of advice and administrative support in organising elections.

Any scheme for appointing representatives must take these factors into account;

- a. the process for collecting names of those wishing to stand for election. All constituent members should be asked for nominations and allowed 10 working days to respond;
- b. the timescale for notifying all constituents of the election and those standing. 20 working days are recommended for ballots to be returned;
- c. the arrangements for dispatching and receiving ballots. The use of numbered ballot papers is recommended;
- d. the arrangements for counting and publicising the results. An impartial returning officer should be appointed. This could be an officer provided by the Council, which has resident expertise in this area.

- e. any arrangements for unusual circumstances, such as insufficient nominations being received. In this circumstance further nominations should be invited in 3 months time.
- f. whether existing members can stand for re-election. Providing a candidate remains eligible for election, allowing existing members to serve a further term on the Schools Forum can provide continuity and expertise.

### **Representation of Headteachers by senior school staff**

Headteachers may be represented by senior members of staff (meaning a principal, deputy Headteacher, bursar or other person responsible for the financial management of the school) on the Schools Forum.

### **Non-schools members**

The purpose of non-schools members is to bring greater breadth of discussion to Forum meetings and ensure that stakeholders and partners other than schools are represented.

The non-school members of the LBTH Schools Forum are:

- 1 Rep from the Schools Trade Union Forum
- 1 Rep from the Council of Mosques
- 1 Rep from the RC Diocese
- 1 Rep from the CE Diocese
- 1 Rep from the 14-19 Partnership (The Hub)
- 1 Rep from the Private, Voluntary and Independent (PVI) providers of the free entitlement to early years education.

### **Restrictions on membership**

There are two important restrictions placed on who can be a member of a Schools Forum.

- (i) Firstly, elected members who hold an executive role in a local authority (a lead member/portfolio holder) are barred from being either a schools member (by virtue of them being a governor) or a non-schools member.
- (ii) Secondly, officers employed by the local education authority/Children's Services Department who have a role in the strategic resource management of the authority are also barred from the membership of a forum.

However, non-executive elected members and those officers who are employed in their capacity as head teachers or teachers or are otherwise engaged to provide direct support to pupils are eligible to be members of Forums.



### **Nominated substitutes**

Members may be substituted by a colleague eligible to serve in the same category as the member they are temporarily replacing. The Clerk to the Forum must be advised of the name of a substitute in advance of a meeting. It is recommended that the groups on the Schools Forum should formally nominate substitutes.

### **MEETINGS AND TIME COMMITMENTS**

Because of the need to align meetings of the Forum with the flow of school funding business throughout the year, the scheduling of meetings is decided by the Authority, taking account of views expressed by the Forum.

Potential candidates are advised that meetings of one and a half hours may occur monthly during term time. Regular attendance is important to ensure that the Forum is quorate to conduct its business and that all groups are fully represented.

The agenda and papers, which are at times substantial, are circulated before meetings. Minutes of meetings are sent to all members and will be circulated to Chairs of Governing Bodies and through the Headteachers' Bulletin.

Representatives are responsible for liaising with their colleagues on Schools Forum matters.

### **Further Information**

Contact: Hania Franek  
Clerk to the Schools Forum  
Mulberry Place  
5 Clove Crescent  
London, E14 2BG  
020-7364 4302

Email: [hania.franek@towerhamlets.gov.uk](mailto:hania.franek@towerhamlets.gov.uk)

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# Agenda Item 8.1

<b>Committee:</b> Cabinet	<b>Date:</b> 30th July 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b> Corporate Director Adults Health and Wellbeing		<b>Title:</b> Tower Hamlets Homelessness Strategy 2008-13		
<b>Originating officer(s)</b> David Baker, Strategy Manager		<b>Wards Affected:</b> All		

## 1. SUMMARY

- 1.1 The Council has a statutory duty to conduct a review of homelessness in its area every five years and use that review to produce a homelessness strategy. The last strategy having been published in 2003, the timetable for the new strategy is July 2008. This report presents for members' consideration the new homelessness strategy at Appendix A and, at Appendix B, its associated action plan. The strategy has been developed through extensive partnership working and is the culmination of an extensive review of levels of homelessness and service provision. Appropriately, both the review and the production of the draft strategy relied on wide ranging consultation. This consultation reaffirmed the strategy's key messages that further improvements in the prevention and support of homelessness within Tower Hamlets requires commitment and involvement across the Council and Partnership; and that delivering improvements on homelessness will contribute across all five aims of the new draft Community Plan.

## 2. RECOMMENDATIONS

Cabinet is recommended to:-

- 2.1 Approve the Tower Hamlets Homelessness Strategy 2008-2013 and associated action plan attached at Appendix A and B respectively
- 2.2 Invite the Partnership Management Group of the Tower Hamlets Partnership to endorse the strategy as a homelessness strategy for the Partnership as a whole.

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### Local Government Act, 1972 Section 100D (As amended) List of "Background Papers" used in the preparation of this report

Brief description of "back ground papers"	Name and telephone number of holder and address where open to inspection.
Review of Homelessness and Strategy Consultation 2008	David Baker x7523

### 3. **BACKGROUND**

- 3.1 The Homelessness Act (2002) required local authorities to have in place a homelessness strategy by July 31 2003, and then to publish a new strategy within 5 years, based on a further review of both levels of homelessness and resources and services available locally.
- 3.2 Appreciating that the review of homelessness in the area is fundamental to the strategy's development, it is expected that the review must cover:
- levels and likely future levels of homelessness
  - the activities which are carried out to prevent homelessness; the securing of accommodation for those who are homeless; and the support available for those at risk of homelessness
  - The resources available for these activities / services
- 3.3 A full and comprehensive review was conducted over 2007-08, and is available separately. Extensive consultation on this review document with all relevant stakeholder groups, service user groups and wider partners has led to the establishment of five key aims for the strategy. These succeed in reflecting the national agenda, but, importantly, they specifically capture key issues and challenges for Tower Hamlets. They are:
- **Providing more support for families – preventing homelessness and meeting wider needs**
  - **Shaping services locally to support vulnerable people through to settled, sustainable options**
  - **Preventing overcrowding and homelessness by providing access to the right housing options at the right time**
  - **Delivering homelessness services as part of an integrated approach to employment and financial inclusion**
  - **Excellent services for local people, focussed around the needs of individuals and families**
- 3.4 Some of these themes have recently been considered by the Overview and Scrutiny Committee, in its review of Choice Based Lettings, and this strategy is in line with that Committee's recommendations.
- 3.5 It is important to stress that none of these issues can be addressed by the Homelessness Service in isolation. The strategy proposes building on significant partnership work already in place, working together to tackle the causes and consequences of homelessness. However, the enhancements proposed will have significant implications for, among others, the work of Children's Services, including the Youth Service; for lettings policy; for the Supporting People

programme and the development and allocation of supported accommodation; for adult social care services; for Community Safety Services and the Drug Action Team; and for employment services and the potential allocation of the Working Neighbourhoods Fund.

- 3.6 After initial consideration of the Review of Homelessness at Corporate Management Team, a cross Directorate senior officer group was established to support the final development of the strategy. The PCT was involved in this group, it having recently strengthened its involvement in homelessness by allocating some additional resources to related projects.
- 3.7 The statutory responsibility for agreeing a homelessness strategy rests with the Council. However, given that further radical improvements in both the prevention of homelessness and the support of homeless families and individuals can only be achieved through concerted action across the Local Strategic Partnership, it is recommended that the Council should seek support and endorsement for the strategy through the LSP. The recommendations of this report therefore reflect the key principle that it should be the Partnership's homelessness strategy, not just the Council's.

#### **4. BODY OF REPORT**

- 4.1 The main strategy document is attached as appendix A, and the action plans as Appendix B

#### **5. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 5.1 This report requests Cabinet to agree a new Homelessness Strategy together with an Action Plan.
- 5.2 The Strategy and Action Plan includes numerous proposals which include the re-prioritising of service provision.
- 5.3 The cost of the proposals will be met from existing budgets, which include the Supporting People grant (£15.4 million in 2008/09) and the Homeless Prevention grant (£880,000 in 2008/09).
- 5.4 One of the proposals, however, to redevelop the Daniel Gilbert House (see 3.3.3 in Action Plan) will be subject to external capital funding being made available.

#### **6. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)**

- 6.1 The Homelessness Act 2002 provides that a local housing authority should exercise its powers to ensure that a new homelessness strategy is published within 5 years of the last published strategy which was in July 2003.

- 6.2 The Homelessness Strategy Action Plan which follows from the strategy includes the involvement of voluntary sector agencies that have been consulted during the course of the review as required by the Act.
- 6.3 It is a statutory requirement that approval is given by a body contributing to the achievement of the objectives of the strategy.

## **7. EQUAL OPPORTUNITIES IMPLICATIONS**

- 7.1 An equality impact assessment has been conducted on the 'Review of Homelessness and Strategy Consultation' document, concluding that the recommendations would be likely to have a positive effect across most diversity strands and no negative impact on any. All issues raised through the EqIA process have been built into the strategy recommendations and action plan.

## **8. ANTI-POVERTY IMPLICATIONS**

- 8.1 An absolutely fundamental theme of the strategy is about delivering better services for some of the borough's most disadvantaged and vulnerable families and individuals. There are a number of specific recommendations about increasing access to employment and promoting financial inclusion, in addition to the main themes of supporting people into settled and sustainable housing options – a key basis for tackling poverty.

## **9. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 9.1 There are no specific implications arising from this report.

## **10. RISK MANAGEMENT IMPLICATIONS**

- 10.1 The strategy and action plan have been developed in wide consultation with all relevant partners and service user representatives. The action plan in particular has been finalised by an 'officers group' comprising representatives from Adults Health and Wellbeing, Development and Renewal, Communities Localities and Culture, Children's Services, Primary Care Trust and East London NHS Foundation Trust. Both strategy and action plan have also been audited by an external consultant, with any additional recommendations built into this final draft.
- 10.2 As stated in the final section of the strategy, while statutory responsibility rests with the Council, governance and monitoring will also take place through the Tower Hamlets Partnership, to embed the partnership approach described throughout the document. Annual progress updates will be provided both to Cabinet and the relevant partnership structures.

## **11. APPENDICES**

11.1 The Appendices included in this report are :-

Appendix A - **Tower Hamlets Homelessness Strategy 2008-13 [ Pages 6 – 22]**

Appendix B - **Tower Hamlets Homelessness Strategy 2008 ACTION PLAN  
[Pages 23 – 51]**

# Appendix A

## Tower Hamlets Homelessness Strategy 2008-13

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## Introduction and overview

**Finding somewhere to live is the basis for so much else – getting a job, staying healthy, being part of the community. Without a home, life can get put on hold. In our increasingly dynamic, crowded and popular borough of Tower Hamlets, the challenges of finding the right place to live are probably as great as anywhere else in the UK. As a local authority and partnership, we therefore owe it to all our communities and populations to do everything possible to make the process easier. Getting it right will help get many other important things right – improving health, helping children and young people do well, reducing re-offending and building stronger and more prosperous communities.**

No one sentence can ever capture everything that needs to be done in this area, but if we had to sum it up we might say that we want to:

*“Make finding and keeping a home easier; and in doing so improve health and well-being, education and employment, and community and family life”*

In the following pages, we describe the London Borough of Tower Hamlets’ approach to tackling homelessness, setting the direction and priorities for the next 3-5 years. In the simplest terms, this means showing how the Council, in partnership with a vast range of organisations will:

- Prevent homelessness
- Provide accommodation for those who are homeless
- Support those who are homeless or at risk of homelessness

We also show how we will meet a number of challenging targets set by central government:

- Reducing the number of households in temporary accommodation by half by 2010
- Providing supported housing for all homeless 16-17 year olds by 2010
- Keeping rough sleeping below one third of 1999 levels, and reducing it even further

### Progress since 2003

In 2003, the borough’s first homelessness strategy set the two main aims of preventing homelessness and improving services. Progress in both areas has been very significant. The Council now has a full range of homelessness prevention services in place including tenancy support, rent deposit schemes, housing advice and options, mediation, and a sanctuary scheme for women at risk of domestic violence. As a result the number of statutory homeless applications and acceptances fell by approximately 50% between 2003 and 2008. The number of households in temporary accommodation continues to fall steadily.

There have also been advances in service improvement. The Homeless Service has received accreditation, and recently re-accreditation, for the *Charter Mark* standard for excellent customer service, and the relocation of the service to Bethnal Green with a brand new reception area has dramatically improved customer satisfaction levels. Through the Supporting People programme we have improved the quality and local focus of commissioned services for homeless people and related groups. Extensive partnership working has improved the focus and coordination of all services, helping them to meet the needs of the borough more effectively – much of which is summarised in the following chapters.

## The present context and challenges

Despite a record of success, the pace of change in the borough and trends in the levels of need mean that there remains much to be done. Demand on services remains extremely high – at the Homeless Service alone, over 4000 households per year are presenting in some form of housing need. Statutory homelessness still disproportionately affects BME communities, younger families and young people, largely reflecting the challenges of household formation in overcrowded conditions<sup>1</sup>. Rapid economic development alongside persistently high levels of worklessness and deprivation mean that home ownership or the private rented sector is out of reach for many local residents.

Demand related to individual vulnerability remains high from a range of different sources including those undergoing transitions from the criminal justice system, young people leaving home, refugees, and women involved in prostitution. Levels of personal vulnerability are generally reported to be rising, including higher levels of mental health problems and complex needs.

As we look forward over the next 5 years, a number of factors are likely to increase the demand on housing and homelessness services in general:

- Significant projected increases in local population
- The continued influx of existing and new communities, including those who have no direct recourse to public funds
- The borough's 'young' age profile and rapidly increasing youth population
- Continued economic development in Canary Wharf and the City, as

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<sup>1</sup> Overcrowding is effectively the main cause of statutory homelessness locally – 60% of acceptances are due to ejection by family, relatives or friends

well as the Lea Valley Olympic site, keeping prices high in the private rented sector

- The Olympics, and the potential for problems associated with transient workforces

Present trends in the number of housing need presentations, and the wider number of clients in contact with services, support the view that overall demand on services is increasing.

## Direction and priorities for 2008-13

This present and emerging context, our in-depth review of levels of homelessness and service provision (available separately), and extensive consultation with people who use services and the wider sector, has led us to identify 5 central themes to form the basis of the 2008-13 strategy:

- **Providing more support for families – preventing homelessness and meeting wider needs**
- **Shaping services locally to support vulnerable people through to settled, sustainable options**
- **Preventing overcrowding and homelessness by providing access to the right housing options at the right time**
- **Delivering homelessness services as part of an integrated approach to employment and financial inclusion**
- **Excellent services for local people, focussed around the needs of individuals and families**

While reflecting national goals, these priorities specifically capture local Tower Hamlets issues and challenges. And while it is impossible to address each in isolation, we use them as a

basis for structuring the rest of this document.

Taken together however, and running through each, is the view that we have now reached a point where we both can, and need, to make a step change in service delivery. Much of this is about increased partnership working and integration to deliver more early intervention and prevention, and improving the support we provide to homeless households – some of the most disadvantaged in our community. It is also about getting access routes to housing right, so that we are able to take a more coordinated approach to helping people into jobs, tackle social exclusion and promote community cohesion.

**The Tower Hamlets Partnership, Community Plan and Local Area Agreement**

As we've already said, it is absolutely fundamental that success in these areas can only be delivered in partnership: among statutory agencies – Adults Health and Wellbeing, Children's Services, Housing, health services and the criminal justice system; between public, private and third sectors; between service users and providers; between local communities and local authority. As much as in any area, it will therefore be necessary to deliver this strategy through the Tower Hamlets Partnership structures, with the full involvement of all partners.

While based within the *Safer and Supportive* block of the new draft Community Plan, this strategy shows how making progress on homelessness will contribute across all 5 themes, and to a significant number of Local Area Agreement targets. This includes:

- Increasing employment rates among disadvantaged groups
- Reducing child poverty

- Keeping young people safe, healthy and engaged with services
- Reducing crime and re-offending
- Improving health outcomes
- Tackling inequality, and promoting cohesion through a fair and transparent allocation of social housing

**Draft Community Plan 2020 aims and Homelessness Strategy priorities**

**One Tower Hamlets**

Preventing overcrowding and homelessness by providing access to the right housing options at the right time

**A Great Place to Live**

Excellent services for local people, focussed around the needs of individuals and families

**Prosperous Communities**

Delivering homelessness services as part of an integrated approach to employment and financial inclusion

**Safe and Supportive Communities**

Shaping services locally to support vulnerable people through to settled, sustainable options

**Healthy Communities**

Providing more support for families – preventing homelessness and meeting wider needs

We now turn to the five themes of the strategy in more detail.

## Children, young people and families

*Our vision is: providing more support for families – preventing homelessness and meeting wider needs*

**1 in 12 children in Tower Hamlets live in homeless households. Young people leaving home feature disproportionately high amongst homelessness presentations. Both figures show that families in Tower Hamlets face some very considerable challenges - particularly around transitions to new household formation in the context of overcrowded housing and a lack of affordable options.**

Families and young people in housing need are also overwhelmingly from the more disadvantaged parts of the community. Approximately 60% of 16-17 year olds in housing need are not in education, employment or training (NEET), compared to 8% in Tower Hamlets as a whole, and are also very likely to have additional support needs. 90% of households in temporary accommodation are on low income means-tested benefits<sup>2</sup>. The potential risks and further disadvantage caused by homelessness are well-documented – from a lack of contact with services, to disrupted schooling, to increased debt and worklessness, to poorer health.

About 85% of statutory homelessness acceptances involve, in some way, families – either directly, or through pregnancy or 16-17 year olds leaving home. Given local demographic trends, investing in children and young people is ever more critical for the borough's future prosperity and well-being.

### Progress since 2003

Over the last five years a number of important achievements have improved the situation for families facing housing problems. We have ended the long-term use of B&B accommodation. A range of prevention services including housing advice, debt advice and rent deposit options in the private sector have reduced the number of families accepted as homeless and driven down the numbers in temporary accommodation. The quality of temporary accommodation has been significantly improved by re-commissioning within a quality assurance framework. Most homeless households are now accommodated in the borough, reducing the potential for disrupted links with schools, GPs and other services.

For young people, mediation services enable the majority of 16-17 year olds presenting as homeless to return home. There is a range of supported accommodation in the borough, including a foyer and some specialist provision including for teenage parents – although overall capacity is much smaller than some other comparable boroughs. There is some excellent partnership working in place, particularly around supporting and accommodating care leavers. We are delivering a schools-based peer education programme with local young people's agency *Step Forward* about the risks and realities of leaving home.

More widely, the borough's Children and Young People's plan, developing partnership on integrated youth support with a diverse third sector, encompasses a vast range of services for children and young people.

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<sup>2</sup> As a general comparison 67% of children in Tower Hamlets as a whole are living in income deprived households, (2007 IDACI) the most deprived borough in England for this indicator.

**Despite these achievements, we know that there is a long way to go to better meet the needs of children, young people and families. Our focus for the next 3-5 years for children and families will be:**

**Getting the right partnerships in place at strategic level to shape services around the needs of families, including:**

- Increasingly locating work with homeless families and young people within the *Every Child Matters* framework to deliver improved outcomes across the five key areas of: be healthy; stay safe; enjoy and achieve; make a positive contribution; and achieve economic well-being. More specifically, this will involve better shaping services around the needs of homeless families through the *Family Support and Parental Engagement Strategy* and the newly established *Think Family Strategy Group*.
- Placing work with young people in housing need firmly within the framework of integrated and targeted youth support, and all related best practice and development e.g. in the roll out of the lead professional role and more personalised packages of support.
- Exploring options for aligning budgets and joint commissioning with Children's Services particularly around mediation, family and parenting support services; and supported housing for 16-21 year olds and wider youth support.

**Working within the broad multi-agency approach of early intervention and prevention, including:**

- Introducing the use of the Common Assessment Framework and Family Assessment Framework in the Homeless Service - intervening before problems have a chance to escalate and making the right links to all other services, for both families and young people
- Developing our approach to early intervention for young people as part of an integrated range of youth, family, parenting and community support; and with an additional focus on schools work and peer support
- Coordinating work on prevention with a review of the allocations policy to better meet the needs of overcrowded households (see section 5)

**Providing better and more comprehensive support for parents, families and young people who are homeless:**

- For households in temporary accommodation, strengthening links with all relevant mainstream, targeted and specialist services on the basis of improved needs assessment through the CAF. In line with the Children and Young People's Plan, a particular focus will be on families with children under 5. In partnership with the PCT we are funding two health visitors to be based at Children's Centres and conduct outreach work with families in temporary accommodation.
- Providing on-going support to the parents of young people presenting as homeless, to foster longer-term resolutions and improved outcomes for the whole family
- Placing all homeless 16-17 years olds in supported housing, and developing supported housing

services on an assessment centre and pathway approach, with effective routes onto a range of independent living options, facilitated by the Housing Options and Support Team (HOST).

- Providing targeted and sustained support to teenage parents, either through placement in supported housing, or links to mainstream or specialist services (e.g. Family Nurse Partnership)
- Exploring options for extending mainstream tenancy support services to cover households in temporary accommodation

**Playing a key role in wider strategic aims on children, young people and families, including**

- Being a key part of efforts to reduce child poverty, in line with the LAA target
- Working within the localisation agenda, with geographically based information about homelessness and homeless households feeding into local planning e.g. Extended Schools Service planning in LAP area clusters.

**Over the next 1-2 years our priorities will be to:**

*Reduce the number of households in temporary accommodation by half (of 2005 levels) by 2010*

*Link all families, young people and teenage parents experiencing homelessness to the full range of mainstream services across health, employment, parenting and tenancy support*

*Place all homeless 16-17 year olds (where returns home are not possible) in supported accommodation by 2010*

*Work in partnership to reduce levels of child poverty in homeless households.*

## Supporting vulnerable people

*Our vision is: Shaping services locally to support vulnerable people through to settled, sustainable options.*

**The East End has a long and famous history of providing a refuge for those who are homeless or destitute. In Tower Hamlets today, demand on services from those with various kinds of individual vulnerability is extremely high. The range and levels of needs are extensive. The Homeless Service alone sees approximately 1500-2000 single homeless<sup>3</sup> people per year, about 30% with some form of support or more complex need. Up to 1000 people per year undergo transitions from the criminal justice system and return to the local area – many of whom have housing and support needs. Over the course of a year about 200 different individuals are contacted sleeping rough, although the numbers on any given night are likely to be below 10. The borough has one of the most significant street-based prostitution areas in London. The number of women presenting as homeless with needs relating to domestic violence is a key local concern.**

The range of needs in the borough has led to a correspondingly vast array of services on offer, many provided by a very diverse third sector. With approximately 1000 hostel bed-spaces locally, day centres and outreach services, prison exit and diversion schemes, women's refuges and refugee advice services, and some

nationally recognised skills and employment services for the homeless, Tower Hamlets is a match for any other area in its efforts over the years to assist those in housing need.

### **Progress since 2003**

Over the last 5 years, the combined impact of the Homelessness Act (2002) and Supporting People (from 2003) has meant the local authority taking on a greater strategic responsibility in this area. This has led to improved coordination between services, improved standards for services contract-managed through the Supporting People framework, a better focus on local needs, and better outcomes for groups not previously well-served by homelessness legislation.

More specifically, some of the positive changes have included:

- The redevelopment of Riverside House, Hopetown Hostel and the Dellow Centre, producing some of the highest quality hostel accommodation in London
- The new Housing Options and Support Team (HOST) in the Homeless Service providing an integrated access point to hostels, supported housing and move-on accommodation, on the basis of individual needs. Significantly, the service is also focussing local services on local needs.
- More focussed and proactive partnership working on rough sleeping, improving the local management of the situation
- Increased provision for women at Hopetown hostel, including specific provision for women exiting prostitution
- The development of a sanctuary scheme and other specialist provision for women at risk of domestic violence
- Targeted advice, support, and prison exit schemes for ex-offenders, which played a key part in the borough being awarded

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<sup>3</sup> 'Single homeless' is a very general term which does not do justice to the complexities of many clients' situations. Here it is used basically to describe people who are presenting as homeless not as part of a family or not specifically with dependent children

- Beacon Status for reducing re-offending.
- Improved service standards in hostels leading to a reduction in the number of evictions and abandonments

**Over the next 3-5 years our priorities will be:**

**Developing services as a targeted and accessible resource for those with housing and support needs from all our local communities and populations, including:**

- Through coordination and joint-working between HOST, outreach services and day centres, and operation of a reconnections policy, increasingly focussing access to hostel accommodation on local needs through an integrated access point, with a much more structured management of remaining cross-authority provision
- Gaining a greater understanding of the culturally specific needs of women from local communities
- Increasing our focus on using single homeless services for local people leaving the criminal justice system, including young offenders. This will be coordinated by a specific criminal justice worker within HOST
- Redeveloping services in need of physical infrastructure improvement, in line with the *Places of Change* agenda

**Meeting the needs of the most vulnerable, including:**

- Placing single homeless people in priority need categories in supported housing where this would be a better option than unsupported self-contained accommodation, and making greater use of longer-term move-

on quotas to provide permanent accommodation at the right time. This will allow a greater degree of integration with Adult Social Care and health services around routes into housing for those with mental health needs.

- Ending rough sleeping as an enduring local problem, providing targeted, proactive services able to engage both with new rough sleepers and those with enduring and complex needs
- Developing partnership working with statutory agencies including the DAAT and East London NHS Foundation Trust, particularly around the provision of outreach and co-located services.
- Providing more support for women in temporary accommodation, particularly where they have needs related to Domestic Violence
- Focussing on women with complex needs, including those leaving prison or involved in prostitution. More specifically, this will include, in partnership with the PCT, DAAT and DV Team, developing a pilot project for women with complex needs around substance misuse and DV

**Improving pathways through accommodation and increasing move-on options**

- Developing more of a pathway approach through hostels and supported housing, including for those with mental health needs, drug needs and / or exiting the criminal justice system; and a more flexible approach on moves between hostels to better meet individual needs, coordinated by HOST
- Providing more long-term options for women, including through



cross-authority protocols and  
move-on facilitated by HOST

- Facilitating more direct transitions between prison and supported housing, reducing the loss of housing for those entering prison and focussing on mediation work, where appropriate, to facilitate moves back home after prison

**Over the next 1-2 years our priorities will be to:**

*Shape services more specifically on local, Tower Hamlets needs.*

*End rough sleeping as an enduring local problem*

*Place single people in priority need categories in supported housing, where this would be the best option for them*

*Provide more support for women experiencing homelessness*

## Access to housing

*Our vision is: preventing overcrowding and homelessness by providing access to the right housing options at the right time*

Over the last 20 years the number of homes in Tower Hamlets has increased by 50% from 62,000 in 1985 to 92,000 in 2005, with a huge amount of private and public sector housing investment in the borough. Demand, however, continues to out-pace supply. The number of households on the Common Housing Register is now over 20,000, but every year only about 2000 social housing lets become available, only 13% of which are family size homes (3-beds or more). While excellent service provision for families and vulnerable people has been the theme of the first two sections, this strategy would be only half complete without talking about the obvious - the need for more housing, and the right access routes into it.

Increasing housing supply locally is obviously a key aim for the borough. In 2007-08 Tower Hamlets delivered over 1000 new affordable homes. The borough has the second highest annual new homes target in the capital – 3,150 per year. Despite these increasing levels of new supply, the issues for homeless households remain about access to affordable housing, and getting the balance right with other community needs. Overcrowding in particular remains a key local issue, despite considerable achievements in this area. Over the last ten years the number of households lacking 2 bedrooms has decreased from 1,496 to 358, and the number lacking 1 bedroom from 2,549 to 1,177.

Work on overcrowding, measures to prevent homelessness and the potential to review the borough's

lettings policy mean that we now have the opportunity to develop a more integrated and strategic approach to social housing, as well as wider options and alternatives.

**Over the next 3-5 years our approach will include:**

**Reviewing and developing access routes to social housing, enabling integrated and strategic use to tackle underlying problems, including:**

- Considering whether priority should continue to be given to homeless families above others with a 'reasonable preference' and whether to increase the priority given to overcrowded households. Whatever the outcome, a key aim will be to increase information and transparency on waiting times.
- Developing a different approach to lettings for single person households – with potentially a greater use of supported housing and longer-term move-on quotas to meet overall needs in a more holistic way than the priority need test (as currently applied) allows.
- Developing proposals for increasing the proportion of 1-bed lettings to go to homeless / vulnerable single people moving on from supported housing, on the basis that access to supported housing will be focussed exclusively on local people.

**Increasing social housing supply by making best use of existing stock, further:**

- Increasing mobility, through Capital Moves, East London Housing Partnership and use of Seaside and Country Homes.
- Reducing under-occupancy through further incentives and assistance with moves

- Bringing empty homes back into use in the private sector through the continuing use of targeted grants and incentives
- Finalising a temporary to permanent scheme<sup>4</sup> to contribute towards the 2010 target to reduce the number of households in temporary accommodation by half

**Increasing access to the private rented sector and making it a more attractive option:**

- As a prevention option, through increased incentives and choice
- Developing a more proactive and assertive options service for households in temporary accommodation
- Facilitating more move-on from hostels into the private rented sector through a pilot project with Look Ahead Housing and Care and Westminster City Council
- Providing more tenancy support for households in private rented sector

**Over the next 1-2 years our priorities will be to:**

*Review the allocations policy to meet overall need in a more strategic way, recognising that overcrowding and new household formation are the main cause of homelessness locally*

*Review our approach to the allocation of permanent housing for single people, to provide the right housing options at the right time, and resolve the move-on problem from supported housing*

*Develop a temporary to permanent scheme*

*Make the private rented sector a better option*

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<sup>4</sup> Cabinet agreed in March 2007 to the development of proposals for a 'temporary to permanent' scheme. This would involve entering into a partnership with a social housing provider whereby properties would be acquired and made available as temporary accommodation for homeless families; the rents (paid by Housing Benefit) would go to pay off the debt incurred through this purchase; and the properties would become permanent social rented housing once they were debt free. The financial modelling also assumes a contribution from the Council of up to 200 existing non secure tenancy properties to the scheme.

## Employment and economic well-being

*Our vision is: delivering homelessness services as part of an integrated approach to employment and financial inclusion*

**Homelessness and worklessness are heavily correlated. While unemployment or financial difficulties can cause homelessness, arguably of more significance is the long-term economic impact on homeless households, often in a situation where the barriers – either personal or financial – of moving into employment seem too great. People living in temporary accommodation or hostels often tell us that they want to work. Most have worked at some point in their lives and many would like to work again. We want to capitalise on these aspirations and closely link work with those in housing need to measures to increase employment and financial inclusion.**

The figures on homelessness, worklessness and financial exclusion in Tower Hamlets are clear:

- Over 90% of households living in temporary accommodation in Tower Hamlets are in receipt of housing benefit – the vast majority are on low incomes or workless
- In a recent survey 84% of households in temporary accommodation said they would like to receive information about employment opportunities
- Only about 8% of the borough's hostel residents are in full or part-time employment, although about half are involved in some form of education, training or personal development course<sup>5</sup>

In Tower Hamlets there are a wide range of training and skills development, employment and financial inclusion services, many with a considerable focus on homeless people (see review of homelessness for full details). Local centres such as *Crisis Skylight* and *Turnaround E1* provide widely recognised expertise in these areas.

Our approach for the next 3-5 years will be about taking a more integrated approach in the whole area of housing, employment and financial inclusion, making accommodation solutions a good platform for employment and inclusion. This will include:

### **Targeting and linking mainstream employment provision with homeless households – both those in temporary accommodation and hostels**

- Providing better and more targeted information provision, signposting and advice and developing co-located work with Job Centre Plus and *Skillsmatch* through the City Strategy Pilot.
- Through the Single Point of Access programme, targeting advice and support on homeless households according to geographical area, through links to community hubs, extended schools services and Children's Centres.

### **Developing a financial inclusion strategy for households in temporary accommodation, both around reducing arrears, and removing the financial disincentives to employment**

- Exploring options for extending mainstream tenancy support over households in temporary accommodation to focus on reducing rent arrears

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<sup>5</sup> Jan 2006 figure

- Providing targeted advice on benefits, tax credits etc., and using the opportunity of presentation around housing need to engage on issues such as debt and worklessness
- Developing a financial incentives scheme / subsidised rent scheme in partnership with relevant agencies for those moving into employment, providing specific support and planning where required
- Playing a key role in wider partnership in the borough to reduce levels of child poverty, in line with the LAA target

**Developing a more integrated approach to skills development in services for single homeless people**

- Establishing a skills development forum.

**Developing more links between employers and homeless people**

- Supporting and developing social enterprises and work placements in partnership with local businesses and service providers, building on existing placement schemes run by Skillsmatch, ELBA and others.

**Over the next 1-2 years our priorities will be to:**

*Focus on getting people into employment*

*Reduce the impact of debt, arrears and the benefit trap of homelessness*

## Excellent public services

*Our vision is: excellent services for local people, focussed around the needs of individuals and families*

**Delivering excellent public services means delivering services which are easy to access, value for money, targeted at needs and shaped locally. It also means constantly challenging and improving the way we do things. Significantly, of course, those in housing need are some of the borough's most vulnerable and disadvantaged people – making it all the more essential, and sometimes challenging, to deliver excellence. We want the homelessness sector's existing strengths to allow it to develop into a leading example for all sectors, able to meet the increasingly complex demands of the next 5-10 years.**

Over the last few years a number of developments have taken the excellent public services agenda forward:

- The Supporting People Commissioning Body provides an integrated governance structure, and joint commissioning and working between Supporting People, the Homeless Service and Community Safety is leading to integrated front-line delivery in the Housing Options and Support Team (HOST)
- Recent joint working with the PCT has led to a range of short-term projects being commissioned to benefit children in homeless families, women with complex need, rough sleepers and households with occupational therapy needs
- The development of more personalised and flexible packages of support for individuals through HOST and a multi-agency case

- conference approach for rough sleepers with complex needs
- Service user involvement through our Skylight Group for hostel residents, and user group for residents of temporary accommodation. Skylight Group members have joined the strategy team on work placements, and temporary accommodation residents have conducted 'mystery shopping' exercises.
- The development of a broader and more integrated outcomes framework through the Supporting People national framework
- The Homeless Service's accreditation, and recent re-accreditation for the Charter Mark standard for excellent customer service
- The development of a large number of partnership meetings and forums where homelessness is a key interest.

Despite these developments, we know that there is a long way to go to deliver truly excellent services. Over the next 3-5 years we will focus on the following four areas:

### **Developing leadership, integration and partnership working:**

- Building in interagency working at all levels: governance (through the right senior level partnerships); strategy (through working towards broad outcomes as part of the LAA); processes (e.g. through use of CAF and lead professionals); and delivery (e.g. HOST, Children's Centres, integrated youth services)
- Developing a stronger and more integrated commissioning platform for homeless and socially excluded people – with a foundation of rigorous needs analysis, planning, target setting and performance information. This should reflect commissioning structures in other

areas of Adults Health and Well-being and Children's Services.

options; and make the sector a great place to work

- Moving towards an integrated contract management and review framework for all local authority funded homelessness and related services – hostels and other support housing, day centres, outreach and additional preventative services. This will include a fully comprehensive approach to diversity monitoring.
- Exploring the integration of relevant assessment frameworks, potentially allowing health, social care and housing support needs to be assessed at the same time.

**Taking forward the themes of personalisation, choice, independence and opportunity, making services for homeless people a leading example**

- Based on the existing homeless prevention fund administered by HOST, consider developing a pilot programme to take forward an approach to using individual budgets in the homelessness sector
- Significantly improve approach to assessment of children's and families needs through use of Common Assessment Framework, making links to other services as appropriate
- Offer more work placements and employment opportunities to existing or former service users, particularly to lead on consultation projects

**Producing a workforce development strategy**

- Improving homelessness services across both local authority and third sector by developing a strategy to reflect the community; increase capacity, skills and career

## Delivering the strategy and summary of main proposals

### Resources

This strategy is based on the assumption that all actions and improvements will be delivered within existing resources. Current spending on homelessness is about £14m, comprising approximately:

- £3-3.5m – Homeless Service net budget
- £880,000 – Homelessness Prevention Grant
- £10m – Supporting People spending on homeless and related client groups (e.g. young people, ex-offenders etc.)

Partnership working will lever in additional resources, as has already been the case with funding from the PCT and Community Safety directed towards homeless clients. Re-aligning of budgets and in some cases joint commissioning (e.g. potentially with Children's Services) will also bring improved efficiencies and outcomes. The strategy's priorities, particularly around employment, are also closely aligned with the focus of the new Working Neighbourhoods Fund, bringing considerable potential for increased partnership working in these areas.

### Governance and monitoring

While statutory responsibility for the homelessness strategy rests with the Council, governance and monitoring will also take place through the Tower Hamlets Partnership, to embed the partnership approach described throughout the document. Annual progress updates will be provided both to Cabinet and the relevant partnership structures.

### Summary of main proposals

*Reduce the number of households in temporary accommodation by half (of 2005 levels) by 2010*

*Review the allocations policy to stop overcrowding and new household formation being the main cause of homelessness locally*

*Link all families, young people and teenage parents experiencing homelessness to the full range of mainstream services across health, employment, parenting and tenancy support*

*Place all homeless 16-17 year olds (where returns home are not possible) in supported accommodation by 2010*

*Shape Tower Hamlets services according to Tower Hamlets needs.*

*End rough sleeping as an enduring local problem*

*Place single people in priority need categories in supported housing, where this would be the best option for them*

*Provide more support for women experiencing homelessness*

*Change our approach to the allocation of permanent housing for single people, to provide the right housing options at the right time, and resolve the move-on problem from supported housing*

*Develop a temporary to permanent scheme*

*Make the private rented sector a better option*

*Reduce the impact of debt, arrears and the benefit trap of homelessness, getting more people into employment*

*Work in partnership to reduce levels of child poverty in homeless households*



## **Tower Hamlets Homelessness Strategy 2008-13 Action Plan**

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**Tower Hamlets Homelessness Strategy**

**Action Plan 1: Children and Families**

**Priority 1.1: Improve approach within the broad multi-agency approach of early intervention and prevention**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
1.1.1	Introduce use of the Common Assessment Framework and Family Assessment Framework for families presenting to the Homeless Service to support early intervention and prevention, making links (whatever homelessness decision) to community, mainstream or more specialist services	HHAS, Children's Services		Training on use of CAF to be provided to all relevant HHAS staff by March 2009. Full use by Sept 2009
1.1.2	Involve more community groups working with families in homelessness prevention, potentially developing their role in mediation and conflict resolution	HHAS	Voluntary sector agencies, Children's Service parental engagement strategy	Establish a number of key community group partners to work with by March 2009
1.1.3	Review overall approach to intentionally homeless households, with increased involvement of Family Intervention Project and ASB service	HHAS	Children's Services, Community Safety	Review by March 09 Implement recommendations by March 2010
1.1.4	Explore options for creative use of discretionary funds across homelessness / HB and children's services to prevent homelessness	HHAS		Viability of options determined by March 2009

**Tower Hamlets Homelessness Strategy**

**Action Plan 1: Children and Families**

**Priority 1.2: Provide better and more comprehensive support for parents and families**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
1.2.1	Develop pilot project to fund two health visitors based at Children's Centres to conduct outreach with all families in temporary accommodation and refugees with children under 5 years, pregnant women and teenage parents	Children's Services, PCT HHAS	Children's Centres	Workers in place by Oct 2008 500 visits by March 2009 Assessment of outcomes by July 2009
1.2.2.	Support needs assessments / CAF to be carried out for all households accepted as homeless	HHAS, Children's Services		Training by March 2009
1.2.3	Exploring opportunities to extend mainstream tenancy support services to households in temporary accommodation	SP, HHAS	HHAS	By March 2009
1.2.4	Ensure vulnerable young mothers are linked to the Family Nurse Partnership, where appropriate or to other targeted midwifery services provided by the PCT and DAAT	HHAS	PCT, DAAT	Referral procedure in place by Dec 2008
1.2.5	Ensure that the planned development of health visiting services is suitably focussed and targeted on the needs of homeless families. Establish health visitor appointments for homeless families with children aged 0-5 years within one week of placement	HHAS, PCT		Suitable referral arrangements in place by July 2009, with process for on-going monitoring and review
1.2.6	Ensure that children living in homeless families are able to access appropriate support to promote their mental and emotional health, either through community, mainstream or more specialist services.	HHAS, Children's Services		Training on use of CAF to be provided to all relevant HHAS staff by March 2009.

**Tower Hamlets Homelessness Strategy**

**Action Plan 1: Children and Families**

**Priority 1.2: Provide better and more comprehensive support for parents and families**

	Action	Lead Agency	Key Partners	Milestone
1.2.7	Ensure that children in families affected by domestic violence are identified, assessed and offered appropriate protection and support at earliest opportunity.	HHAS, DV Team		Full use by Sept 2009
1.2.8	Identify families with multiple needs and make appropriate links to protect children from risk of harm and neglect - for example to the multi-agency CAMHS service and to social care and health teams supporting the most at risk children and their families.	HHAS	Children's Services	Specialist assessment protocol developed by DV Team to be used in HHAS from March 2009  Suitable links and referral procedures in place by March 2009
1.2.9	Review system for identifying the needs of families placed by other boroughs in Tower Hamlets, and for Tower Hamlets families placed in other boroughs	HHAS		Review by March 2009
1.2.10	Develop system to further reduce number of school moves for children when families move into temporary accommodation, by better placements according to preferred locations wherever possible	HHAS	Children's Services	Viability of improved system established by March 2009
1.2.11	Use geographical information about local concentrations of families in temporary accommodation to feed into local area planning of extended schools services	HHAS	Children's Services	Geographical information a part of the planning process by October 2009

<b>Tower Hamlets Homelessness Strategy</b>
<b>Children and Families</b>
<b>Targets</b>

<b>Children and families – Headline Targets: 2008-09</b>
1 Reduce the number of households living in temporary accommodation by half (of 2005) levels by 2010
2 Ensure 100% of homeless teenage parents are accommodated in supported housing, or in contact with at least one related support agency (e.g. family nurse partnership.)
3 80% of households in temporary accommodation to have health visitor appointment within 1 week of placement
4 50% of families approaching homeless service, and 90% of those accepted, to be assessed using CAF by March 2010

<b>Children and families – Supporting Indicators</b>
1 100% of households in temporary accommodation with children under 5 to be in contact with local Children’s Centre by July 2010
2 Increase number of referrals to Family Nurse Partnership
3 Increase number of referrals to child, adolescent or adult mental health services for households approaching homeless service [quantify – baseline needed]
4 Increase annual take up of Rent Deposit Scheme from 2006-07 baseline (128)
5 Reduce number of school moves due to temporary accommodation placements by 5% from 2008-09 baseline, through 2009-10

**Tower Hamlets Homelessness Strategy**

**Action Plan 2: Young People**

**Priority 2.1: Develop early intervention and prevention services as part of an integrated range of youth, family, parenting and community support**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
2.1.1	Continue to develop peer-led homeless prevention work in schools	Step Forward, HHAS	Youth Services	Full programme delivered in local schools by March 2009
2.1.2	Develop / re-commission mediation services for young people as part of the broader Family Support and Parental Engagement agenda, and in context of improved links and joint working with all relevant community organisations	HHAS, Children's Services	Community organisations / voluntary sector	Process to begin Nov 2008, with new service structure in place July 2009
2.1.3	Develop options, mediation and joint working for 18-25 years olds through partnership between HOST, East End Focus / Kipper Project and other agencies, potentially moving towards an individual budget approach for young people in housing need coordinated by a lead professional	HHAS	East End Focus Crisis	Initial development from Jul 2008 to Apr 2009. Determine options for further development by Apr 2009
2.1.4	Coordinate and link access points to homelessness services for young people, and localised integrated and targeted youth support services	Youth and Community Services, HHAS		From Apr 2009
2.1.5	Conduct an audit of protocols and information sharing with all key statutory agencies – YOT, LCS, Children's Social Care, CAMHS, Connexions, drug services etc., potentially developing into one overall joint protocol between Adults Health and Wellbeing and Children's Services on provision for 16-17 year olds	HHAS		Review complete by March 09 Full set of best practice protocols in place by July 09

**Tower Hamlets Homelessness Strategy**

**Action Plan 2: Young People**

**Priority 2.2: Develop supported accommodation services for young people aged 16-21 according to local needs, with clear pathways on to independent living**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
2.2.1	Develop two first stage assessment centres at White's Row (One Support – for women) and Mile End Road (Kipper Project – for men and women). As initial stage of accommodation pathway, services will provide intensive mediation and family support and / or moves onto other supported housing.	Supporting People, HHAS	Supported housing providers	Process to begin Jul 2008, with new services in place by July 2009 [?]
2.2.2	Support the development of a new foyer service, to increase supported housing capacity in the borough and to meet needs of local community including 16-17 year olds, teenage parents and young offenders	Supporting People, Children's Services, HHAS, Development		On-going long-term development. New service in place by 2011?
2.2.3	By providing the right supported housing for all young people in housing need, and where returns home are not possible, change system of allocation of social housing from priority need assessment to longer-term move on quota based on individual need.	HHAS, Lettings, SP		New allocation system in place by March 2009
2.2.4	Ensure all young people resettled from the homeless process / supported housing into permanent self-contained accommodation receive mainstream or specialist floating support	Supporting People	HHAS, RSLs / THHF	SP review process to determine need for mainstream and / or specialist service to cater for young people by Nov 08  All resettled young people to receive floating support for at least first 6 months by March

**Tower Hamlets Homelessness Strategy**

**Action Plan 2: Young People**

**Priority 2.2: Develop supported accommodation services for young people aged 16-21 according to local needs, with clear pathways on to independent living**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
2.2.5	Develop a supported lodgings scheme, potentially based on existing foster care arrangements, to provide an alternative to supported housing.	SP, HHAS		2009 Determine whether lodging scheme is viable by March 2009
2.2.6	Develop a flat share schemes in private rented sector to provide an affordable move-on option in addition to social housing.	HHAS, SP		Determine whether private rented scheme is viable by March 2009



**Tower Hamlets Homelessness Strategy**

**Action Plan 2: Young People**

**Priority 2.3: Link young people in housing need to the full range of services and opportunities required to achieve the 5 key outcomes: be health, stay safe, enjoy and achieve, make a positive contribution, achieve economic well-being.**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
2.3.1	Introduce the young people's Common Assessment Framework for all 16 – 19 year olds in housing need, and develop stronger links to Social Inclusion Panel	Youth and Community Services, HHAS, SP	Supported housing providers, voluntary sector	Training to be provided for HOST, supported housing providers and wider voluntary sector by Dec 08
2.3.2	All young people presenting in housing need to any services be linked to suitable education, employment or training services, coordinated through Youth Services provision – potentially through lead professional role and package based on assessment of needs through CAF	HHAS, SP, Youth and Community Services		All links in place by Apr 2009
2.3.3	For young people with complex needs, provide appropriate social care through Children's Service mainstream provision	Children's Services, HHAS		Agreements / protocols on provision of social care for 16-19 year olds in place by Mar 2009

<b>Tower Hamlets Homelessness Strategy</b>
<b>Young People</b>
<b>Targets</b>

<b>Young People – Headline Targets: 2008-09</b>
1 All homeless 16-17 year olds to be placed in supported accommodation by March 2009
2 Reduce the proportion of homeless young people receiving on-going service provision who are NEET by 10% from 2007-2008 baseline of 58% (16-17 year olds) and 60% (18-21 year olds)
3 Increase proportion of successful mediations (i.e. returns home) for young people presenting to Homeless Service by 5% year-on-year from 2007-08 baseline of 47%
4 98% of long-term resettlements of young people into permanent self-contained accommodation to result in a successful tenancy after 1 year
5 All homeless teenage parents (aged 16-19) to be accommodated in supported accommodation, or in contact with at least one support service (e.g. family nurse partnership) by March 2009
6 Through early intervention work, decrease number of presentations of 16-17 year olds to Homeless Service by 5% year on year from 2007-08 baseline of 300

<b>Young People – Supporting Indicators</b>
1 95% of homeless young people receiving on-going service provision to register a positive outcome in at least one area of the Common Assessment Framework
2 Increase the number of young people and parents in housing need situations receiving family and parenting support services (2007-08 figures n/a)
3 Increase the number of 18-25 year olds with homelessness resolved through advice, mediation and alternative options (i.e. not supported housing) [baseline needed – currently not broken down by age]
4 Increase the number of referrals of young people in housing need to mainstream youth and community services provision; and education, employment and training services
5 Increase the number of young people presenting as homeless with complex needs gaining positive outcomes through mainstream social care provision
6 Number of referrals of 18-25 year olds to education, employment and training services
7 % of homeless young people reporting positive improvement in health or mental health issue

**Tower Hamlets Homelessness Strategy**

**Action Plan 3: Single homelessness and rough sleeping**

**Priority 1: Continue to develop services for single homeless people as excellent public services, and as a targeted and accessible resource for those with housing and support needs from all our local communities and populations**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
3.1.1	Promote and make more effective use of reconnection protocols where appropriate for clients new to the area.	HHAS,	Day centres, Outreach	Protocol in place and fully operation by Oct 08
3.1.2	Reduce levels of evictions and abandonments in hostels through excellent needs assessment and support planning in hostels, and the development of creative and innovative ways to work with people on chaotic behaviour at locations such as day centres.	SP	HHAS, Day Centres, Outreach	Day centre support in place by July 2009
3.1.3	Work in partnership with the City of London the <i>Barka Foundation</i> on the provision of services for A10 service users	HHAS		On-going
3.1.4	Continue and develop joint working between HOST and local outreach services to provide a fully integrated approach to local people in housing need – both single homeless and rough sleepers	HHAS, Outreach	HHAS	Consider viability for integration by March 2009
3.1.5	Undertake further research to understand the cultural issues and perceptions of single homeless services among local BME communities, allowing increasing focus on local needs	Tbc – external?		Research project completed by July 2009
3.1.6	Work in partnership with Look Ahead Housing and Care to develop proposals for the physical improvement and / or redevelopment of Aldgate Hostel	SP, Look Ahead		Development plan in place by July 2009

**Tower Hamlets Homelessness Strategy**

**Action Plan 3: Single homelessness and rough sleeping**

**Priority 2: Develop our capacity to support the most vulnerable**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
3.2.1	Incorporate the 'homeless route' for those with mental health needs into an overall mental health accommodation pathway, to provide more support at the right times, and more long-term resettlement at the right times.	SP, Mental Health Trust, Adult Social Care, HHAS	PCT	Plan in place by Dec 08
3.2.2	Take forward our multi-agency case-conference approach to local rough sleepers and hostels residents with complex needs, involving outreach, day centres, HOST and Health E1, which has recently had additional resources allocated by the PCT	HHAS / rough sleeper coordinator	DAAT, PCT / Health E1, Outreach, Day Centres	10 complex needs multi-agency meetings by March 2009
3.2.3	Carry out needs / issues analysis project for rough sleepers and single homeless people with complex needs around substance misuse and / or mental health and either: <ul style="list-style-type: none"> <li>○ Using multiple services inappropriately (e.g. regularly seen at A&amp;E)</li> <li>○ In hostel accommodation but not in contact with right specialist services</li> <li>○ In need of specialist outreach services</li> <li>○ In need of specialist health services</li> </ul>	PCT, DAAT, Vulnerable Adults Team, Mental Health Trust	HHAS, SP	Report identifying system changes and commissioning options by autumn 2008, to feed into PCT commissioning process [resources funded by SP one-off monies?]
3.2.4	Develop and re-define the role of the Dellow Day Centre to work in a more focussed way with local rough sleepers, support the hidden homeless; provide meaningful activity and support for others in accommodation in line with the <i>places of change</i> agenda; and work with outreach agencies to help focus access to accommodation on the most vulnerable.	HHAS	Outreach	New service structure in place by March 2009

**Tower Hamlets Homelessness Strategy**

**Action Plan 3: Single homelessness and rough sleeping**

**Priority 2: Develop our capacity to support the most vulnerable**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
3.2.5	Working closely with the Safer Neighbourhood Teams, develop a multi-agency approach to street drinking and begging in the Whitechapel area, based on enforcement and support – identifying clients and ensuring engagement with services.	HHAS, Community Safety		Approach formalised by Aug 2008
3.2.6	Develop full range of discharge and referral policies with local hospitals, with care plans covering accommodation and support needs.	HHAS	PCT	By July 2009
3.2.7	Work with Housing Benefit, to block-fund the housing costs of hostels, to remove barriers to entry for those with no identification, or other benefit problems	SP, HHAS	HB	Assess viability by March 2009

**Tower Hamlets Homelessness Strategy**

**Action Plan 3: Single homelessness and rough sleeping**

**Priority 3: Improving pathways through accommodation and increasing move-on options**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
3.3.1	Encourage more moves into the private rented sector through pilot project with Look Ahead / CLG / NHF / Westminster	HHAS, Look Ahead		Completion of pilot project by April 09
3.3.2	Ensure that increased numbers of moves into the private rented sector are accompanied by adequate support services and if necessary, Discretionary Housing Payments to cover benefit shortfalls, and with all the necessary procedures and safeguards in place	SP, HHAS		Processes in place by March 2009
3.3.3	Redevelop Daniel Gilbert House as purely self-contained accommodation	PRHA, SP		Tbc
3.3.4	Redevelop Fidelis House as permanent self-contained accommodation	PRHA, SP		Tbc
3.3.5	Develop a drugs and criminal justice pathway involving Hackney Road and Riverside House	SP, HHAS		Plan in place by March 2010
3.3.6	Review local use of RSI accommodation, in context of national CLG review	SP, HHAS		By March 2010

<b>Tower Hamlets Homelessness Strategy</b>
<b>Single homelessness and rough sleeping</b>
<b>Targets</b>

	<b>Single homelessness and rough sleeping – Headline Targets: 2008-09</b>
1	6 monthly rough sleeper count numbers at 3 or lower by Nov 2008
2	75% of HOST placements successful after 6 months by April 09 (starting Oct 08)
3	Planned move-on as a percentage of total moves to increase by 5% year-on-year from 2006-07 baseline
4	95% of moves into permanent tenancies in social housing or private rented through HOST successful after 1 year.
5	98% of permanent resettlement after priority need acceptance to result in successful tenancy after 1 year
6	20 clients with complex needs to have improved outcomes in stability of housing placements by March 2009

	<b>Single homelessness and rough sleeping – Supporting Indicators</b>
1	Number of hostel residents in drug treatment / in contact with drug services
2	Number of hostel residents in contact with mental health agencies
3	Proportion of people with mental health needs in appropriate housing
4	100% of moves in the private rented sector with appropriate support

**Tower Hamlets Homelessness Strategy**

**Action Plan 4: Ex-offenders**

**Priority 1: Increase our focus on using single homeless services for local people leaving the criminal justice system**

<b>Action</b>		<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
4.1.1	Develop HOST's role in working with CJS agencies by establishing a CJS-funded post, coordinating all work with ex-offenders	HHAS, Community Safety	DIP, Probation, Looking Out	Worker in post Sept 08 Processes fully in place by Dec 08
4.1.2	Ensure that young offenders are suitably provided for within the development of young people's services	HHAS, SP, YOT	Children's Services, Youth Services	Review and analysis by March 2009
4.1.3	Make better local use of Hackney Road and Riverside House through HOST, potentially as part of a drugs and criminal justice system housing pathway.	SP, HHAS and HOST	DAAT / DIP	Plan by March 2010
4.1.4	Developing commissioning strategy for ex-offenders potentially to re-focus some single homeless provision towards ex-offender client group.	SP, HHAS, Community Safety	DAAT	Plan by March 2010
4.1.5	Review long-term move-on options for ex-offenders as part of broader move-on options linked to training and employment. Develop plans for specific provision (e.g. rent deposit scheme) if / where appropriate	HHAS, Community Safety		Review by March 2010



**Tower Hamlets Homelessness Strategy**

**Action Plan 4: Ex-offenders**

**Priority 2: Focus more on pre-release work, allowing smooth transitions into accommodation on release**

<b>Action</b>		<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
4.2.1	Encourage hostels and other supported housing providers to allow pre-release interviews or assessment and/or prisons to allow day release to attend accommodation appointments	HHAS, SP	PRHA, Looking Out, Prison Exit Team	Procure for pre-release interviews in place by March 09
4.2.2	Reduce the loss of housing for those with stable arrangement on entry to the prison system by: <ul style="list-style-type: none"> <li>o Better use of the Housing Benefit for those on remand or short-term sentences</li> <li>o Effective suspension / ending of local authority and RSL tenancies, preventing arrears, with potential to take up again on release.</li> </ul>	HOST CJS worker TH Homes, THHF	HHAS, Community Safety, Housing Benefit	Options and viability of ideas determined by Oct 09
4.2.3	Provide training for hostel staff on managing ex-offenders and preventing returns to re-offending	Probation, SP	DAAT / DIP, HOST CJS worker	Training programme in place by Jul 2009, and delivered by Dec 2009
4.2.4	Focus on meeting wider family needs through development of Looking Out service, and links to family support services, mediation and children's centres, facilitating wherever possible returns home and / or longer-term family resolutions	Community Safety	HHAS	Wider links in place by Jul 2009
4.2.5	Review provision of health-related services for ex-offenders in housing need	DAAT, Community Safety	HHAS	Review by July 2010

**Tower Hamlets Homelessness Strategy**

**Action Plan 4: Ex-offenders**

**Targets**

<b>Ex-offenders – Headline Targets: 2008-09</b>	
1	33% of HOST's placements into hostels and supported housing to come from CJS referrals (subject to review based on on-going needs assessment)
2	Increase in homelessness prevention for ex-offenders through housing advice, options and mediation
3	Number of ex-offenders resettled into permanent accommodation by HOST

<b>Ex-offenders – Supporting Indicators</b>	
1	Contributing to NI 143 monitoring – number of offenders living in settled and sustainable accommodation at the end of their order or licence

**Tower Hamlets Homelessness Strategy**

**Action Plan 5: Women**

**Priority 1: Providing the right options and support for women with needs relating to Domestic Violence**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
5.1.1	<p>Ensure all women in temporary accommodation receive mainstream or specialist floating support, especially where they have experienced domestic violence by:</p> <ul style="list-style-type: none"> <li>• Developing a floating support service for women fleeing DV in TA</li> <li>• Trial a 6-month automatic referral process for Asian women to THAWA floating support</li> <li>• Develop an information pack for women fleeing DV accessing temporary accommodation in the borough</li> </ul>	Supporting People, HHAS	DV Unit, Gateway	<p>New service specification in place by Mar 09</p> <p>Trial referral process to THAWA in place by September 08</p> <p>Information pack in place by March 09</p>
5.1.2	<p>Increase move-on options from refugees for women through the supported housing quota and through HOST, including move-on into PRS where appropriate</p>	HHAS, SP	Lettings	Procedures in place by Nov 08
5.1.3	<p>Support sub-regional working on DV protocol and negotiate agreements with RSLs in the borough to pay for Sanctuary provision for their tenants</p>	Domestic Violence Team (DV)	HHAS, RSLs, East London Housing Partnership	DV protocol is an on-going development. Work to develop an SLA agreement with RSLs to be negotiated in 2008/09
5.1.4	<p>Review the safety and security of TA for women fleeing DV and allocate a specific accommodation officer to all DV cases to link into the multi-agency network that is established around the Sanctuary scheme to ensure risk assessments, safety planning, and the appropriateness of the location have been considered.</p>	HHAS	DV Unit	Review by Dec 08. Multi-agency working in place by Mar 09
5.1.5	<p>Provide practical support to women considering out-of-borough moves</p>	HHAS	RSLs	Negotiate arrangements as part of ELHP protocol by March 2010

**Tower Hamlets Homelessness Strategy**

**Action Plan 5: Women**

**Priority 2: Improve early intervention and prevention work to avoid the escalation of support needs**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
5.2.1	Ensure that women with low support needs – especially those in temporary accommodation – are accessing mainstream support provision and that mainstream organisations are up-to-date on the range of services provided for those in housing need – including tenancy support, debt advice, employment and training and support related to domestic violence.	HHAS		Develop a programme to contact and update key agencies / services women access in place by July 08
5.2.2	Develop links with local BME advice agencies and faith communities to ensure they are linked to support services for women, and to ensure that services are designed and targeted more appropriately	HHAS	SP	All links in place by Mar 09

**Tower Hamlets Homelessness Strategy**

**Action Plan 5: Women**

**Priority 3: Developing joint working for women with complex needs and / or in complex situations**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
5.3.1	Fund a specialist DV and Substance Misuse Advocate to work with homeless women or those at risk of homelessness, DV and with substance misuse problems. The worker will link to key agencies and increase women's access and engagement with services (including drug / alcohol services) as well as providing tenancy support to avoid repeat homelessness.	DV Team DAAT	HHAS	DV Unit to lead on the recruitment of this one-year post. Appointment made by Sept 08
5.3.2	Review hostel provision for women, including the need for drug free second stage accommodation. The review should also consider the on-going needs of women involved in or exiting prostitution, women ex-offenders leaving prison and those with drug and alcohol and mental health needs	SP	DAAT, HHAS	Needs analysis and plans by Mar 09.

**Tower Hamlets Homelessness Strategy**

**Action Plan 5: Women**

**Targets**

**Women – Headline Targets**

Increase the number of referrals to THAWA floating support service by 10%

Increase number of women in hostels and refuges engaged with drug, alcohol and mental health services by 5% year-on-year

Increase stability of housing for 25 homeless women that have experience of DV and substance mis-use

Increase stability of housing for 25 homeless women that have experience of substance mis-use

95% of women in TA to be in contact with appropriate support services

25% of HOST facilitated and supported housing quota move-on for women from refuges and hostels

**Tower Hamlets Homelessness Strategy**

**Action Plan 6: Employment and Economic Wellbeing**

**Priority 1: Target and link mainstream employment provision on homeless households (both those in temporary accommodation and hostels), by better information provision, assessment and joint working.**

	Action	Lead Agency	Key Partners	Milestone
6.1.1	Provide more early sign-posting to training, education and job brokerage services for those presenting to the homeless service and / or being assessed by HOST – including an assessment of skills / qualification level	HHAS	JCP, Children's Centres	Full range of sign-posting options to be in place by Dec 08. Skills assessment process to be in place by Mar 09
6.1.2	Install internet access in the Homeless Service reception, to provide links to employment services such as the JCP	HHAS		Access installed by March 09
6.1.3	JCP and Toynbee Hall financial inclusion services to conduct outreach work / sessions at Homeless Service and Crisis Skylight to target both families and single homeless	HHAS, JCP Toynbee Hall	Crisis	Regular sessions in place by Dec 08
6.1.4	Provide information packs on jobs and training to all those presenting at HHAS, HOST and those in TA. Consider distributing existing employment / training directories (produced by partner agencies) before evaluating the need for an in-house produced guide	HHAS		Set of information complete by March 09
6.1.5	HOST staff to provide 'better off in work' calculations at assessment interviews, including advice on benefits and tax credits	HHAS, JCP		Training to be provided for HOST staff by Mar 09
6.1.6	All TA residents to receive regular information focused on learning and skill development	HHAS		To be built into the existing quarterly newsletter for residents of TA by July

**Tower Hamlets Homelessness Strategy**

**Action Plan 6: Employment and Economic Wellbeing**

**Priority 2: Develop a financial inclusion strategy for households in temporary accommodation, both around reducing arrears and removing the disincentives to employment**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
6.2.1	Explore opportunities to extend mainstream tenancy support over homeless households to increase capacity to reduce arrears and financial problems	SP, HHAS		Viability and plan in place by Mar 09
6.2.2	Provide geographically based information on homeless households to the City Strategy single point of access pilot, to allow the targeting of workless families; and explore options for outreach work.	HHAS	D&R Access to Employment	Provision of information by Dec 08. Assess options for outreach work by Sep 08
6.2.3	Consider financial incentives to encourage people in high cost rented accommodation to find employment, including designing a pilot scheme to reduce rent for people in TA that are in employment, or want to move into employment, as part of the broader City Strategy approach	HHAS, D&R Access to Employment	Working Future	Propose case for Working Neighbourhood Funding by Aug 08 Assess the viability of the 'Working Future' model for Tower Hamlets by Dec 2008 Design and pilot an approach to overcome the 'poverty trap' by Dec 2009
6.2.4	Ensure people living in TA have access to simple, timely advice on the benefits system, Family Tax Credits and Discretionary Housing Payment, and 'better off in work' calculation. Consider options for developing an outreach post to lead on employment and benefit advice, or	HHAS, SP	Children's Centres	Options to be assessed by Dec 08.



**Tower Hamlets Homelessness Strategy**  
**Action Plan 6: Employment and Economic Wellbeing**  
**Priority 2: Develop a financial inclusion strategy for households in temporary accommodation, both around reducing arrears and removing the disincentives to employment**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
	alternatively, strengthening existing tenancy support for TA residents to include benefit advice and employment issues.			
6.2.5	Ensure homelessness and the cost of temporary accommodation is a key issue in the borough's efforts to reduce child poverty	HHAS		Homelessness established as a key part of 'Think Family' and child poverty work in borough
6.2.6	Develop a scheme to allow charges paid for rented furniture and appliances to go towards long term purchase of these goods.	HHAS		Scheme in place by July 2009

**Tower Hamlets Homelessness Strategy**

**Action Plan 6: Employment and Economic Wellbeing**

**Priority 3: Develop a more integrated approach to skills development in services for single homeless people, including more links with employers**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
6.3.1	Establish a skills development forum to co-ordinate advice on training / employment for single homeless people; service user work placement opportunities will also be a focus of this group.	HHAS	Crisis	Identify membership by September 08. 2 meetings by March 09
6.3.2	Support existing social enterprises and develop one or more new ones in partnership with local businesses, charities, and service providers	HHAS		Establish viability of options by Dec 08, including a meeting of existing social enterprises to consider options for homeless clients
6.3.3	Develop a link programme with local hostels to encourage job ready clients into work placements with Business Action on Homelessness. Ensure service users have work place opportunities with a range of employers, providing support to develop skills and enable progression	HHAS	Business in the Community, Skillsmatch	This will be a focus of the Skill Development Forum. Ensure a plan is in place which identifies job ready service users for work placement by April 09

**Tower Hamlets Homelessness Strategy**

**Action Plan 6: Employment and Economic Wellbeing**

**Targets**

<b>Employment and economic well-being – Headline Targets</b>
Increase participation among hostel residents in training and education by 5% (from 2006 baseline of 50%)
Increase full or part-time employment in hostels by 2% year on year from 2006 baseline of 8%
25% of HOST assessments to include a skills assessment
10 service users in work placements by March 2010
100 households in TA helped into employment by March 2010
Increasing the number of families in TA with rent arrears instalment plans by 5% by June 2009

**Tower Hamlets Homelessness Strategy**

**Action Plan 7: Homelessness Prevention General**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
7.1	Develop closer links between the Homeless Service and mainstream tenancy support services, so that they are fully shaped according to the homelessness prevention agenda including where 'emergency' tenancy support (i.e. within 72 hours) may be required to prevent homelessness	HHAS, SP		General and emergency referrals procedures in place by March 2009
7.2	Develop a coordinated and potentially unified approach to the procurement of private rented sector accommodation across both rent deposit schemes and temporary accommodation.	HHAS		Tbc
7.3	Develop a more comprehensive options service for households in temporary accommodation	HHAS		Plan in place by March 2009
7.4	Further develop the prevention agenda and joint working on homelessness with all local RSLs and work with RSLs on incorporating homelessness prevention into their procedures for dealing with rent arrears, ASB, DV and harassment	HHAS / RSLs		On-going, and initial homelessness prevention presentation at THHF by Dec 2008
7.5	Ensure that a full range of referral protocols are in place between the Enquiry and Prevention Team and / or HOST and adult social care, drug services and the Royal London Hospital, building on protocols with housing management, Children's Services, Probation and Mile End (mental health) hospital	HHAS		By March 2009
7.6	Develop more joint working with Housing Benefit in the following areas: <ul style="list-style-type: none"> <li>Establish fast track arrangements, including a dedicated HB officer post to take urgent</li> </ul>	HHAS	HB	tbc

**Tower Hamlets Homelessness Strategy**

**Action Plan 7: Homelessness Prevention General**

	<b>Action</b>	<b>Lead Agency</b>	<b>Key Partners</b>	<b>Milestone</b>
	<p>homelessness prevention referrals from RSLs and other partner organisations</p> <ul style="list-style-type: none"> <li>• All teams to have read-only access to the HB system, including EPOs, housing advice, options and rent deposit scheme staff.</li> <li>• HHAS to take control of some or all of the DHP budget (as is the practice in some other authorities), using this as a key prevention measure. It may be necessary to develop a protocol for use of DHP for homelessness prevention.</li> </ul>			
7.7	Provide training for a wide range of agencies on preventing homelessness – both statutory and voluntary sector	HHAS	Voluntary sector agencies	<p>Devise programme of training and agencies by Dec 2008</p> <p>Programme delivered by July 2009</p>
7.8	Increase the number of households taking the rent deposit option through on-going work with landlords.	HHAS		On-going promotion and partnership working with landlords

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# Agenda Item 8.2

<b>Committee:</b> Cabinet	<b>Date:</b> 30 July 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b> Corporate Director, Adults Health and Well Being.  <b>Originating officer(s)</b> Carrie Kilpatrick Supporting People Manager		<b>Title:</b> Strategic Review of Supporting People Floating Support Services  <b>Wards Affected:</b> All		

## 1. SUMMARY

- 1.1 This report sets out the findings of a strategic review of floating support services funded by Supporting People, and makes recommendations for the strategic reconfiguration of those services.

## 2. RECOMMENDATIONS

Cabinet is recommended to:

- 2.1 Agree that the services identified in para. 4.2 of this report be decommissioned as set out in section 5 with effect from 1<sup>st</sup> June 2009
- 2.2 Agree that a competitive tendering process be conducted to procure a new pattern of services as set out in section 6 of this report
- 2.3 Agree to Authorise the Corporate Director Adult Health and Wellbeing to enter into contracts arising from the procurement process recommended in 2.2 above, after consultation with the Supporting People Commissioning Body and the Lead Member, Health and Wellbeing; subject to the availability of resources following the review of Area Based Grant.

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**Local Government Act, 1972 Section 100D (As amended)**  
**List of "Background Papers" used in the preparation of this report**

Brief description of “back ground papers”

Name and telephone number of holder and address where open to inspection.

**None**

**none**



### **3. BACKGROUND TO SUPPORTING PEOPLE**

- 3.1 Supporting People is a national programme that aims to promote the quality of life and independence of vulnerable people. The programme does this by funding housing-related support services to allow people to live independently in their own accommodation.
- 3.2 Supporting People came into existence in April 2003. Services funded by Supporting People grant at this time were pre-established and pre-funded with a whole range of different funding streams, generally outside of the Local Authority contracting regime. The reasons it was introduced include:
- Housing Benefit was being used to fund staff and support services.
  - The supported housing sector was developing in unstructured ways, often led by providers, with little strategic direction. Many services were established without the involvement of Local Authorities.
  - The sector was under commissioned and inadequately monitored with service quality costs and safety often variable
  - Too much provision was linked to buildings rather than individuals.
- 3.3 The programme has a very wide scope, incorporating many vulnerable groups specified by the Department of Communities and Local Government as:
- People who have been homeless or rough sleepers
  - People with drug or alcohol needs
  - Older people or frail elderly
  - People with mental health needs
  - Women fleeing domestic violence
  - People with a physical or sensory disability
  - People with a learning disability
  - People with HIV and AIDS
  - Offenders, and people at risk of offending
  - Refugees
  - Young people leaving care or at risk
  - Homeless Families
  - Teenage Parents
  - Mentally disordered offenders
  - Older people with mental health problems / dementia
  - Travellers
  - Generic needs
- 3.4 In line with Government guidance, the Supporting People programme is overseen by a multi-agency Commissioning Body, bring together senior representatives of the Council, the PCT, and the Probation Service. In February 2005, Cabinet delegated authority to enter into Supporting People contracts on behalf of the Commissioning Body and the Council as the administering Authority to the Chair of the Supporting

People Commissioning Body. This is currently the Corporate Director, Adults Health and Wellbeing. The Supporting People Team is responsible for administering the Supporting People programme for the Borough, which involves:

- Managing a Supporting People grant of £15,384,899 for 2008-2009.
- Contracting with, monitoring and reviewing 126 supported housing services in the Borough.
- Working in partnership with 47 providers of housing support services, delivering support to over 6000 people.

3.5 Since the inception of Supporting People, local authorities have been required to review all services 'inherited' as part of the programme, to ensure quality, strategic relevance, value for money, and eligibility for Supporting People funding. A strategic review of floating support services has been carried out in this context.

3.6 Supporting People services can be broadly categorised as either 'accommodation based' – where the service is provided on site in a specific place (e.g. a hostel) to people who live in that particular accommodation – or as 'Floating Support'. This is defined as "...a support service which is not tied to accommodation' – it 'floats off', in that the support moves to another service user, when the support is no longer required. It follows the individual, as the service user moves through different types of accommodation".<sup>1</sup>

3.7 The key objectives of the strategic review were:

- To evaluate current need for floating support in the Borough.
- To assess arrangements for service provision to meet this need.
- To establish value for money of existing services.
- To make recommendations on how the services could be improved, and reconfigured.
- To identify the mechanisms for implementing the reconfiguration.

3.8 The review has been exhaustively considered by the Commissioning Body on a number of occasions. There has been extensive consultation over a period of a year with existing providers and other stakeholders.

#### **4. FINDINGS OF THE REVIEW**

4.1 Floating support provision covers a broad range of different types of service provision to a broad range of different client group areas. It includes both a number of generic services, providing low intensity support to people who are not generally eligible for support from other statutory services such as adult social

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<sup>1</sup> Research into the effectiveness of floating support services for the Supporting People programme, Communities and Local Government (CLG), April 2008).

care, and a number of services providing more intensive support to people with more complex needs.

4.2 This type of provision is currently provided by 7 Organisations contracted to deliver 11 services or **403** units of support.<sup>2</sup> The total funding amounts to **£1,010,105**.

Service Name and/ or Provider	No of contracted units	Total SP funding	Primary client group
1 East Living (2 services)	12 (4+8)	£40,834	Older people
2 Heritage Care (2 services)	9 (8+1)	£95,199	People with mental health needs
3 Karin Tenancy Support	21	£29,504	Somali – generic needs
4 LBTH Tenancy Support Team	220	£527,213	Generic
5 Look Ahead Floating Support	42	£101,304	Generic
6 Providence Row (3 services in 1 contract)	87	£170,070	Drug and Alcohol &/or complex multiple needs
7 NACRO – substance misuse	12	£45, 981	Drug & Alcohol
<b>Totals</b>	<b>403</b>	<b>£1,010,105</b>	

4.3 A number of floating support services have not been included in the review, where the Commissioning Body have been satisfied that they are meeting a discrete and specialist need, with formalised referral arrangements with statutory agencies and often funded from a number of different partnership funding streams.

4.4 Many of the services identified in para. 4.2 above provide high quality services, considered in isolation. However, the overall characteristics of the floating support system, considered as a system, were found to be:

- Duplication – there is significant overlap between a number of the services. The distinction between the type of support service delivered by services is often unclear and analysis indicates almost 70% of these providers are delivering the same support activities. It is often unclear who should be most appropriately referred to which service.
- Gaps - there is not adequate provision for a number of the groups identified in para. 3.3 above - for example, people with a learning disability, women fleeing

<sup>2</sup> A unit is defined in this context to mean a person in receipt of support

domestic violence, families in temporary accommodation, and offenders. Others are only partially served by the current range of services (e.g. refugees, where a service exists for the Somali community, but not other refugee groups). There is also limited capacity in many of the specialist services.

- Inconsistent Value for Money (VFM) -Evidence indicates that VFM is variable across provision. Most services do not meet the agreed benchmark of delivering 23 hours per week of direct support to service users for each full time post.

There is also no clear approach to service user to key worker ratios or caseloads. Caseloads range between 1:15 and 1:25 (key worker to service user), and whilst workers targeting those with complex or higher needs may require a lower caseload, there appears to be no uniformity in how this is approached across provision. There is also significant disparity in the range of average unit costs per week and staff costs per hour.

- Poor coverage of all housing situations and service user access – Reconfiguration is required to improve equality with regard to service user access - particularly to ensure that services are accessible to all, are not restricted to individual landlords, and can be accessed by individuals in temporary and private accommodation as required.

Currently there is no demonstrable equality of access for service users irrespective of tenure type. Many services are restricted to particular RSL's; with a snap shot of usage indicating 29% of service users were linked to specific RSLs compared to the RSL stock in LBTH at 22%. Many RSLs did not access the service at all.

The snap shot also demonstrates the under-representation and accessibility of owner occupiers with only 2% of current service users being owner occupiers compared to a proportion in the wider housing stock of 21.3%. A similar picture emerges linked to the Private Rented Sector (PRS) – the survey indicates 4% of current users are in the PRS, whilst the dwelling stock data for LBTH indicates that 41.1% live in the PRS.

- Under-utilised Capacity – Analysis of existing contracted provision against capacity, utilisation and service user ratios indicates there is unused capacity within existing services.

## **5. PROPOSALS**

- 5.1 To address all these issues, and to make best use of the resource available, it is proposed to decommission those services identified in para. 4.2, and to reinvest

those resources in two new services to be commissioned following a competitive tendering process. The two new floating support services will be:

- i. One service will offer support to those with a relatively low level of needs – on average between 1 – 3 hours of support a week.
- ii. One service will be commissioned to offer support to those with more complex needs, requiring a higher level of support - on average between 3 and 10 hours a week).

Both services will be inclusive, working with all client groups and all tenures, and will include a focus on people in temporary accommodation provided by the Homelessness and Housing Advice Service.

5.3 It is expected that the elimination of duplication and fragmentation will release efficiency savings. Subject to the outcome of the Area Based Grant Review, officers would propose that these are targeted for re-investment in areas identified as gaps. A key identified gap is the provision of a floating support service for women fleeing domestic violence. Given the specialist nature of this type of provision a separate service will be commissioned to address the needs of women at risk of homelessness as a result of domestic violence. Evidence suggests this will

- Ensure timely crisis intervention, at a time of most danger and vulnerability for women - homelessness or potential homelessness
- Help support early intervention.
- Build on and develop working relationships between existing DV services, Children's Services and Homelessness and Housing Advice Services, including their dedicated DV workers.

5.5 Preliminary modelling of the parameters within which the services will be commissioned includes the following assumptions:

- Average key worker:service user ratios to be set at 1:23 in the low intensity support service and 1:15 in the high intensity service
- Recent cost profiles and benchmarking research indicate a target of £22.50 per staff hour as an appropriate initial maximum against which tenders should be invited.
- Management hours have been included at manager:staff ratio of 1:6

The table below details outline predicted costs, increased capacity and unit costs of a newly reconfigured service based on benchmark costs for comparable services and local analysis of service costs carried out as part of the strategic review. These will to be refined prior to the final service specification being agreed and tender documents formulated.

## Low Intensity Service

Key worker caseload	No. of frontline staff	No of managers	No of full time workers	Total annual hours	£ Indicative funding	Capacity in unit numbers
1:22	13.4	2.5	15.9	28,983	£651,105	295

## High Intensity Service

Key worker caseload	No. of frontline staff	No of managers	No of full time workers	Total annual hours	£ Indicative funding	Capacity in unit numbers
1:15	6.7	1.5	8.2	14,924	£335,790	100units

## 6. PROCUREMENT

- 6.1 Both new services should be procured through a competitive tendering process. The Commissioning Body does not believe that there are any grounds to recommend exemption from normal competition requirements.
- 6.2 Existing providers will of course be encouraged to submit bids, either alone or in consortia. For the Council, it should be noted that there are particular implications for the Tenancy Sustainment Team. This is currently an in house service managed within Housing Management / Directorate and Renewal. At the time of writing this report, Tower Hamlets Homes is due to be launched on 7<sup>th</sup> July. The Tenancy Sustainment Team will become part of Tower Hamlets Homes on its inception. The view of the Commissioning Body is that, if Tower Hamlets Homes wishes to continue to provide floating support services' open to all housing tenures, it should be invited to bid for those services alongside other providers.
- 6.3 Both costs and quality will be key considerations in the award of the contracts. The requirements of the tendering process are such that officers estimate that the earliest date on which the newly commissioned services could come into operation is 1 June 2009.
- 6.4 The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) apply in situations where service provision transfers to an alternative provider as part of a tendering process
- 6.5 As noted in para. 3.8 above, the review has already been the subject of wide ranging consultation. Detailed service user feedback will be sought once the process and timescales have been agreed and has been included as a key part of the draft implementation plan. Service users will be involved in the evaluation of the bids. It will also be key to ensure continuity of support to existing vulnerable people during the tendering process and the establishment of new

services. Consideration of this will be an integral part of the tender specification and evaluation processes.

## **7. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 7.1 This report proposes to decommission some Supporting People services, with effect from 1<sup>st</sup> June 2009, and to enter into a competitive tendering process to procure a new pattern of services.
- 7.2 The costs of the current services are met from the Supporting People grant which totals £15,384,899 in 2008/09.
- 7.3 The Supporting People grant, which in 2008/09 is allocated as a specific grant, will be allocated by the government to the Council's Area Based Grant pool from 2009/10. The element of the Area Based Grant relating to the Supporting People grant in 2009/10 totals £15,384,899. It is proposed that the costs of the newly procured services are met from this sum.

## **8. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)**

- 8.1 The Council has a power and/or duty to provide the services under these contracts pursuant to Section 46 of the National Health Service & Community Care Act 1990 and supporting legislation.
- 8.2 The contracts envisioned in this Report are for 'Part B' contracts for the purposes of the EU public procurement regime and so the full requirements of the regime do not apply. However, there remains the requirement to obtain Best Value in each case, and also to consider whether any of the contracts might be of interest to companies in other EU states, in which event the contracts must be advertised in an appropriate forum (trade magazine, national/local press and/or website) regardless of value. Given the nature of the contracts, there is not likely to be any interest from undertakings in other EU member states.

## **9. EQUAL OPPORTUNITIES IMPLICATIONS**

- 9.1 Ensuring that services meet the need of a diverse community and enable equality of access for all is one of the Supporting People Strategy's key aims. This is particularly emphasised in relation to ensuring equality in the pattern of referral, access and service provision, giving specific consideration to the needs of the local black and minority ethnic communities, women, people with disabilities and other groups who can be under-represented amongst current service users for some services. The Supporting People strategy aims to ensure that local people are able to access services quickly and according to need,

facing no disadvantage because of vulnerability or any other factor. It also aims to ensure that take up of services reflects the Borough's ethnic composition.

- 9.2 A key aim of the reconfiguration proposals is to address inequality in key areas as listed above, so ensuring floating support services better address the needs of the local population.
- 9.3 The service specification, monitoring and contract compliance processes will ensure that all equal opportunities requirements and targets are met within service provision.

## **10. ANTI-POVERTY IMPLICATIONS**

- 10.1 The Supporting People Programme has significant anti-poverty implications. Supporting People services work with many of the most vulnerable and disadvantaged groups in society – those who are most at risk of poverty and social exclusion. Supporting People is also intended to play a key role in making links between social inclusion, neighbourhood renewal, housing, community safety, health and social care.
- 10.2 The housing related support offered by supporting people services can reduce poverty by:
- maximising welfare benefits take up amongst service users
  - ensuring service users receive appropriate support to manage their finances and avoid unmanageable levels of debt
  - increasing support for individuals to access employment and training.
  - Ensuring the provision of value for money services
- 10.3 The service providers will be required to actively seek to employ local people whenever possible and thus contribute to the local economy.

## **11. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 11.1 There are no specific implications arising from this report.

## **12. RISK MANAGEMENT IMPLICATIONS**

- 12.1 The scale and complexities of the Supporting People Programme require a thorough assessment of risk to ensure protection for vulnerable residents. The potential impact on service users and staff in services, communities or the Council require that all potential risks are identified and mitigating action taken in response.
- 12.2 The potential risks associated with a tendering process of this kind have been considered. The market for floating support services is considered to be highly



developed and professionalised so minimising concerns associated with a re-tendering process of this scale and overall maintaining or improving service delivery.

- 12.4 The supporting People monitoring framework is highly developed and will ensure that service quality and the service user experience are considered at all times. Once awarded the contract/s will be closely monitored in order to minimise the risks inherent in any contractual arrangement.

13. **EFFICIENCY STATEMENT**

The budget and spend has been analysed, and efficiencies made by the proposal to rationalise the number of services and contracted providers. The reconfiguration of contracts in this area will result in savings for re-investment whilst maintaining and improving service quality and equity of access arrangements.

The contractual agreements and monitoring arrangements will ensure ongoing efficiencies and focus on funding locally identified needs. Investment in this core prevention agenda will continue to reduce further costs associated with homelessness and use of higher care services.

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# Agenda Item 8.3

<b>Committee</b> Cabinet	<b>Date</b> 30 July 2008	<b>Classification</b> Unrestricted	<b>Report No.</b>	<b>Agenda Item No.</b>
<b>Report Of</b> Corporate Director, Adults Health & Wellbeing		<b>Title:</b>  <b>The Future of Telecare in Tower Hamlets.</b>		
<b>Originating Officer (s)</b> John Roog – Service Head, Older People and Homelessness		<b>Ward(s) Affected: All</b>		

## 1. SUMMARY

- 1.1 'Telecare' describes a range of alarms, sensors, etc which can be installed in people's homes to help them continue to manage independently. The expansion of telecare is a major Government priority. The report describes the implementation of the telecare programme in Tower Hamlets to date, and makes recommendations for its future development.

## RECOMMENDATIONS

Cabinet is recommended to::

- 2.1 Agree that Telecare services should in future be available as a preventive service to people with low or moderate needs for care and support, rather than one restricted to those with substantial or critical needs as defined by the Council's eligibility criteria for community care services;
- 2.2 Agree that Telecare (including the existing Care Alarm service) should be a free service
- 2.3 Agree that the policy changes referred to in recommendations 2.1 and 2.1 above be effective from 1<sup>st</sup> October 2008

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Local Government Act 1972 (as amended) Section 100D  
List of "Background Papers" used in the preparation of this Report

Brief description of "back ground papers"

Working papers

Name and telephone number of holder  
and address where open to inspection.

John Roog, ext 2281

### **3 BACKGROUND**

#### **3.1 National Policy Context**

- 3.1.1 'Telecare' describes a range of alarms, sensors, etc which can be installed in people's homes to help them continue to manage independently – for example, a movement sensor which will sound an alarm at the Call Centre if somebody gets out of bed in the night and does not return within a certain time. An appropriate response will then be triggered, which, depending on the response plan agreed for that individual, might include a telephone call to check on the person's safety, a call to a carer or a named key holder, a support worker going out to visit, or an immediate alarm to the emergency services.
- 3.1.2 There is also an increasing range of technology available to support what is described as 'telehealth' or 'telemedicine' – for example, devices which would detect a sudden change in blood pressure, body temperature, or blood sugar, and transmit an alert to a Call Centre or equivalent from where an appropriate response could be triggered.
- 3.1.3 The expansion of telecare is strongly supported by Government. The number of people requiring community-based health and social care support is expected to rise considerably over the next decade and the levels of need and the complexity of those needs are also expected to increase. The Department of Health Guidance, 'Building Telecare in England' (July 2005), expects that Telecare will make a substantial contribution to managing this increased demand for services, and to doing so in a way that meets the preference of the vast majority of service users to retain their homes and independence for as long as they are able.
- 3.1.4 The expected benefits from the Telecare programme include:
- (i) Better outcomes and customer satisfaction for service users – safer and more independent lives; more choice and personal control;
  - (ii) Reduced use of institutional care;
  - (iii) Prevention of unnecessary admissions to hospital;
  - (iv) Improved speed and quality of hospitals discharge arrangements;
  - (v) Improved support for carers; and
  - (vi) More effective use of limited resources.
- 3.1.5 To support the development of telecare, the Government made available to all local authorities a two year Preventative Technology Grant (2006 -2008). This has now come to an end. Tower Hamlets' allocation was £432,000 over the two years.

#### **3.2 Our local context**

- 3.2.1 Telecare in Tower Hamlets has built on the infrastructure already in place to support the existing Care Alarm service. This is essentially a 'falls alert' service, where an alarm is triggered by a pendant or hard wired alarm to the Customer Contact Centre and an appropriate response made. Staffing for the Care Alarm service includes a team of Support Workers who are able to go out to the site of an alert and deal with the problem on site, either directly through the provision of care

and support or by mobilising other services. The service is available 24 hours a day, 365 days a year. The Care Alarm service is essentially a simple form of telecare.

- 3.2.2 Preventative Technology Grant funding has been used for development work, to fund some necessary enhancements to this infrastructure, for staff training, and to make available on a pilot basis an extended range of equipment – smoke detectors, flood detectors, gas detectors / CO<sub>2</sub> detectors, bogus caller alarms, and wandering monitors. These are all devices which can trigger a pre-programmed response rather than requiring sophisticated analysis of the information transmitted, and were chosen for the pilot for this reason. It would however be possible in the future to expand into more sophisticated devices, including telehealth and telemedicine. Telecare referrals have been accepted from social care staff, for people who meet the Council's eligibility criteria for social care services, and from NHS staff who identify health care benefits from the provision of telecare. As a service largely provided to people whose independence would otherwise be at substantial or critical risk, the pilot service, in common with other community care services provided under the Council's eligibility criteria, has been free of charge.
- 3.2.3 Numbers of people taking up this service have grown steadily. However, we have not achieved the targets for the expansion of telecare which were agreed with the Commission for Social Care Inspection. The target for 2006/7 was 250 new telecare service users over 65 (including new users of the existing Care Alarm service). The outturn was 200. For 2007/8 the target was 520, and the outturn was 344. In addition, there were 71 new service users under 65, but the targets agreed with CSCI only relate to people over 65.
- 3.2.4 Service user satisfaction is extremely high. 10% of new service users were surveyed at the end of 2007/8, with a 94% response rate. 92% were satisfied or very satisfied with the service received from Telecare, with the remaining 8% fairly satisfied. 58% of service users have used their devices between 1 and 5 times since installation, with 38% never having used them and 4% using them between 6 and 10 times. 83% of service users feel safer or much safer in their home with telecare, 13% a bit safer and 4% no safer. 75% felt more or much more independent in their home. 84% of the family members surveyed felt reassured or very reassured as a result of the telecare installation, and 13% felt fairly reassured.
- 3.2.5 The primary reason for the slower than planned growth of telecare is that it is more difficult than had been expected to persuade service users and carers of the benefits and to reassure them about issues like ease of use, particularly once people have developed quite high level care needs. We have had some success in addressing this through making greater use of familiar front line staff, like home carers and health staff, to promote take up. The multi-agency Board which has overseen the development of telecare in Tower Hamlets remains convinced that telecare has huge potential in supporting more people more effectively in the community, and in the long term reducing demand for more expensive forms of support, including institutional care. The Board believes, however, that the main potential is in expanding the availability of telecare as a preventive service for people whose needs have not yet reached substantial or critical levels, rather than in providing it as an assessed service for people who already have high levels of need which meet the Council's eligibility criteria for community care services.

- 3.2.6 The recommendation, therefore, is to expand and mainstream the pilot telecare service as a preventive service for people who currently have low or moderate needs for support, as well as continuing to offer it where appropriate to people with higher levels of need. However this will bring to a head the anomaly which currently exists between the access and charging arrangements for the current Care Alarm service and the wider Telecare Service of which it will become a part.
- 3.2.7 Building telecare on the existing Care Alarm infrastructure has delivered significant efficiencies. Not only has it minimised the need for new infrastructure investment, it has also made very good use of the spare capacity within Care Alarm which is the consequence of running a service which has to have the capacity to respond on a 24/7 basis but which only has to respond intermittently, leading to significant amounts of downtime. However, if telecare is to become a mainstream rather than a pilot service, the charging arrangements for the current Care Alarm service and the wider telecare service of which it becomes part need to be aligned.
- 3.2.8 A charge was introduced for the Care Alarm service about 10 years ago. It was at that time a service only available through social work assessment. In the immediate aftermath of the introduction of charges, service user numbers fell significantly. It was then decided that, in order to make better use of the capacity, the service should become an open access service, open to anybody wishing to use it who was willing to pay the charge. This is the current position. The charge is currently £100 a year.
- 3.2.9 However, it is not viable to continue to charge £100 a year for a basic service and to continue to offer an enhanced service for free. Officers have come to the conclusion that the only viable options are either for all telecare services (including Care Alarm) to be charged for, or for all telecare services to be free. A system which attempted to distinguish between different telecare users and whether they should be charged or not depending on their level of need would be cumbersome, inefficient, and not justified by the amount of income generated.
- 3.2.10 The recommendation is that telecare, including the current Care Alarm service, should become a free service. There will be a loss of income to the Care Alarm budget, held within the Resources Directorate. This is estimated, based on 2007/8 outturn, as approximately £60,000 in a full year. As a result of successful negotiations with the Primary Care Trust over the appropriate sharing or distribution of costs in a number of very complex cases of people receiving very high levels of support, capacity exists within the Adults Health and Wellbeing budget to make good this loss of income.
- 3.2.11 Officers have assessed the risk of opening up access to the service in this way. The main risk would be one of capacity being overwhelmed by demand. This is assessed as minimal for two reasons. Firstly, experience over a number of years is that there are many obstacles to take up which are not related either to the requirement for assessment or to charging, but rather to cultural issues in the broadest sense which are about resistance to technological interventions, concerns about links to a remote Call Centre, privacy, and similar issues. The assessment is that the recommendations in this report are likely to significantly increase take up but not to threaten to overwhelm capacity. And secondly, there is considerable spare capacity in any case within the existing response service, for the reasons outlined in para. 3.2.7 above.

- 3.2.12 In terms of the ongoing funding of an enhanced telecare service, £358,000 of the Preventative Technologies Grant remains unspent, as a result of the approach taken to its use which has maximised efficiencies, and has rolled forward to 2008/9. This is considered more than adequate to fund continued and expanded provision through to at least the end of 2010/11 (see 3.2.13 and 3.2.14 below). It will be necessary to monitor very closely any ongoing financial implications of service expansion. There is a risk to be acknowledged that additional funding could be required in the future to sustain this expansion. However this risk is assessed as low on two grounds: first, because the marginal costs of each additional telecare user are extremely low, once the infrastructure is in place; and secondly, because in the medium term investment of this kind in preventive services can confidently be expected to pay for itself in reduced costs of high level care and support in the system as a whole, across both social care and the NHS. The Audit Commission, in their 2004 report 'Older People, Independence and Wellbeing', estimated that 'telecare supported home care could replace the need for hospital admission in 5% to 15% of patients aged 70 years and over. The average length of stay in hospital could be reduced by between 20% and 40%'.
- 3.2.13 Details of estimated projected costs for the service for 2008 - 2011 are given at Appendix 1. In summary, if the current targets of 580 extra Telecare users in 2008/9 and a (provisional) target of 500 more users in 2009/10 are achieved, the estimated spend on equipment will be £255,760, leaving £102,240 of the grant to carry forward into 2010/11. Discussions with the Care Alarm Team within the Resources Directorate confirm that they have enough staffing capacity to support this increase in service and that it is not necessary to include additional staffing costs in these projections. In addition it should be noted that these projections of service take up are likely to be an overestimate rather than underestimate. Demand has been slow to date and whilst officers predict an acceleration of service take up as a result of the changes proposed in this report demand is then also expected to level off again. Once Telecare has been offered to, and taken up by the main body of existing potential users, further growth will be limited to much smaller incremental increases in demand which can be contained within existing resources.
- 3.2.14 The Grant has been allocated on the assumption that the Council and its service users will gain cost-effective service improvements and that the Council will therefore be able to develop plans for sustaining the service into the future. This sustainability appears to be achievable given that the Telecare service is expected to offset the need for more expensive alternative care arrangements (see 3.2.12) and given also that future cost projections for year three and ongoing are relatively low. For example, in the (relatively unlikely) event that yet another 500 users take up Telecare in 2010/11 the effect would be a cost of £82,000 set against a residual grant rollover of £102,240 with a resulting underspend of the grant of £20,240 for further rollover into 2011/12. If, by way of comparison, a more realistic figure of 250 additional users is modelled for 2010/11 this would result in a higher underspend on the grant and consequent rollover into 2011/12 of £76,240. The existing Care Alarm equipment budget of £30,000 p.a. will supplement these resources.
- 3.2.15 The Directorate is therefore confident that expenditure going forward can be contained within its existing budget and that future growth bids against Council

funds will not be required, even with the upper estimates of service growth and cost used in the modelling.

- 3.2.16 As current charges are levied on a quarterly basis, it is suggested that the recommendations contained in this report be implemented at the end of the second quarter – i.e. with effect from 1.10.08

#### **4. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 4.1 This report proposes to mainstream and expand the telecare pilot service as a preventative service for people who currently have low or moderate needs for support, as well as continuing to offer it, where appropriate, to people with higher levels of need. It proposes to make this service free of charge.
- 4.2 In light of the proposal to make the telecare service free of charge, the report also recommends to cease charging for the existing Care Alarm service – a service which is essentially a simple form of telecare.
- 4.3 Currently the Resources Directorate collects approximately £60,000 income (2007/08 outturn) in respect of Care Alarm charges. It is proposed to meet this loss of income from the Adults Health and Wellbeing (AHWB) budget, where capacity exists as a result of successful negotiations with the Primary Care Trust (PCT) over the appropriate sharing or distribution of costs in a number of complex cases of people receiving very high levels of support. It will be necessary to vire £60,000 on a permanent basis from the AHWB Directorate budget to the Resources Directorate budget.
- 4.4 As referred to in the report (see Para 3.2.7, 3.2.11 and 3.2.13) it is considered that there is considerable capacity in the Care Alarm service to cope with the additional anticipated demand from the proposal to mainstream the telecare pilot.
- 4.5 In terms of funding for costs associated with an enhanced telecare service e.g. telehealth and telemedicine (see Para 3.2.2), as a result of the approach to maximise efficiencies (e.g. using the Care Alarm infrastructure), there remains £358,000 unspent of a £432,000 Preventative Technology Grant which was allocated to Tower Hamlets (2006/07 – 2007/8) to support the development of telecare. As a result of the Council being a high performing authority, it can carry forward this underspend into 2008/09. It is considered that the £358,000 will be more than adequate to fund additional costs this year, 2009/10 and 2010/11 (and indeed probably 2011/12 if demand in 2010/11 is at the more realistic level of 250 (see Para 3.2.14) as opposed to the 500 take up figure which has been prudently used in the financial model in Appendix 1). However, it will be necessary to monitor very closely any ongoing financial implications of service expansion because it is difficult to estimate demand and cost. There is a risk to be acknowledged that additional funding may be required, however this risk is assessed as being low for the reasons stated in Paragraph 3.2.12, namely that the marginal cost of each additional telecare user are low once the infrastructure is in place; and because in the medium term investment of this kind in preventative services can confidently be expected to pay for itself in reduced costs of high level care and support in the system as a whole. Officers will monitor the situation very closely and if necessary will submit a report to Cabinet for further consideration. However, for the reasons stated in the body of the report, officers are confident that expenditure going forward can be contained within existing budget and that future growth bids against



Council funds will not be required, even with the upper estimates of service growth and cost used in the modelling.

- 4.6 As stated in the report (Para 3.2.5) the multi-agency Board believe that telecare has significant potential in the long term in reducing demand for more expensive forms of support, including institutional care, where the average cost of place for an elderly person is £24,000 per annum. By 2011/12 when the grant balance is anticipated to be almost used up, officers will be in a better position to review the financial impact of telecare.

## **5 CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL )**

- 5.1 Section 46 of the National Health Service and Community Care Act (1990) provides that a Local Authority shall prepare, publish and keep under review a plan for the provision of community care services in the area.

Telecare services are community care services within the meaning of the National Health Service and community Care Act (1990), being services which a Local Authority may provide under

- Part iii of the National Assistance Act 1948
- Section 45 of the Health Services and Public Health Act 1968
- Section 21 of Schedule 8 to the National Health Service Act 1977 or
- Section 117 of the Mental Health Act 1983

The Local Authority may recover a reasonable charge for the provision of such services pursuant to Health And Social Services And Social Security Adjudications Act (1983), however there is not duty to recover such charge and it is within the power of the Local Authority to offer that service without charge.

## **6. EQUAL OPPORTUNITY IMPLICATIONS**

- 6.1 Historically, there has been very low take up of Care Alarm and now wider telecare services by black and minority ethnic communities. 92% of current service users are of White UK origin. It must be a priority within the next phase of service development to ensure that BME communities' take-up of the service is significantly improved. This will require our communication strategy to proactively target the promotion of the service for under represented groups. We will also look to the network of community based services, contacts and advocates within the LinkAge Plus programme to promote the service to potential BME service users

## **7. ANTI-POVERTY IMPLICATIONS**

The removal of charges to a group of largely vulnerable and financially disadvantaged people has clear anti-poverty implications.

## **8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

There are no specific SAGE implications

## **9. RISK MANAGEMENT IMPLICATIONS**

These are addressed in the body of the report, particularly in paras. 3.2.11 and 3.2.12.

## **10. EFFICIENCY STATEMENT**

The efficiency implications are addressed in the body of the report.

**APPENDICES**

**Appendix 1 – Telecare Equipment Costs**

## Telecare Equipment Costs

The Preventative Technology Grant will be used for the purchase of Telecare equipment over the next three years.. We will have a large outlay this year to enable us to upgrade our existing Care Alarm service users with Telecare devices, and a predicted additional 580 telecare service users this year.

<b>Preventative Technology Grant carry over to 2008/09</b>	<b>£ 358,000.00</b>
Upgrade for existing Care Alarm Service Users (750) with telecare <sup>*2</sup> (40 already in stock)	£ 73,840.00
Basic alarm equipment £120 per user x 580 potential new clients in 08/09	£ 69,600.00
Telecare equipment (2 items <sup>*1</sup> ) £104 per user x 580 potential new clients in 08/09	£ 60,320.00
Existing Budget for Care Alarm Base Units	-£ 30,000.00
<b>Total expenditure 2008/09</b>	<b>£ 173,760.00</b>
<b>Preventative Technology Grant carry over to 2009/10</b>	<b>£ 184,240.00</b>
Basic alarm equipment £120 per user x 500 potential new clients in 09/10	£ 60,000.00
Telecare equipment (2 items) £104 per users x 500 potential new clients in 09/10	£ 52,000.00
Existing Budget for Care Alarm Base Units	-£30,000
<b>Total expenditure 2009 / 2010</b>	<b>£ 82,000.00</b>
<b>Preventative Technology Grant carry over to 2010/2011</b>	<b>£ 102,240.00</b>
Basic alarm equipment £120 per user x 500 potential new clients in 10/11	£ 60,000.00
Telecare equipment (2 items) £104 per users x 500 potential new clients in 10/11	£ 52,000.00
Existing Budget for Care Alarm Base Units	-£30,000
<b>Total expenditure 2010 / 2011</b>	<b>£ 82,000.00</b>
<b>Preventative Technology Grant carry over to 2011/12</b>	<b>£ 20,240.00</b>

### Note

<sup>\*1</sup> - £52 average cost per device x 2 average pieces of equipment = £104

<sup>\*2</sup> - Number of devices already in stock for upgrades

Care Alarm has a total of 14 staff members working within the team. The service have confirmed that they would be able to absorb the planned growth within existing resources. There will be a depreciation and replacement cost on existing equipment but also a compensatory recycling of equipment no longer needed. It is difficult to confidently predict these figures but both sums are expected to be relatively low and any net balance to be very small.



# Agenda Item 9.1

<b>Committee:</b> Cabinet	<b>Date:</b> 30 <sup>th</sup> July 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b> Corporate Director Children's Services <b>Originating officer(s)</b> Natalie Parish Service Head Strategy Partnerships and Performance		<b>Title:</b> Extension to Lifeline Contract for Substance Misuse Services for Children and Young People  <b>Wards Affected:</b> All		

## 1. SUMMARY

- 1.1 Our contract to deliver support and treatment for young people with substance misuse problems has been delivered successfully by Lifeline since September 2005. This paper seeks permission from Members to roll over the contract for a further 6 months until the end of March 2009 to align recommissioning with the second and third year of the Area Based Grant funding, and with other contract for substance misuse related support.

## 2. RECOMMENDATIONS

Cabinet is recommended :-

- 2.1 Pursuant to Procurement Procedures paragraph 2.1.1 (b) to authorise an exception to the general provisions of paragraphs 2.5.1 (requirement for 6 tenders) and 2.5.2 (requirement for public notice) of the Procedures in respect of the proposed contract extension
- 2.2 To authorise the Corporate Director Children's Services to extend the contract with Lifeline for the provision of support and treatment for young people suffering from substance misuse for six months, subject to satisfactory performance against the objectives set out in the existing contract.

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**Local Government Act, 1972 Section 100D (As amended)**  
**List of "Background Papers" used in the preparation of this report**

Brief description of “back ground papers”

Name and telephone number of holder  
and address where open to inspection.

Lifeline: Young People’s Substance  
Misuse Service Specification – reviewed  
May 2007.

Natalie Parish: 020 7364 4187  
3<sup>rd</sup> Floor Mulberry Place

### **3. BACKGROUND**

- 3.1 In 2005 a fundamental commissioning exercise was undertaken to award a contract for the delivery of substance misuse treatment and support, at tiers 1-3, for children and young people in Tower Hamlets. Following a successful tender the contract was awarded to Lifeline for a period of 3 years.
- 3.2 The contract was originally due to end in September 2008 and our intention was to put the service back out to competitive tender at this point. However, the bulk of the funding for this contract has been subsumed within the Area Based Grant. Due to the late notification of the grant sum, plus agreement with members that only in exceptional circumstances would commitments be made on the Area Based Grant beyond the first year of available funding, it has not been possible to go out to tender for the substance misuse services for children and young people on a timescale that would enable a new contract to begin in October 2008. The consequence of not extending the existing service for a short period is that vital substance misuse treatment and support for young people would cease.

### **4. BODY OF REPORT**

- 4.1 Lifeline have been successful in delivering a comprehensive and well regarded substance misuse service for children and young people in the borough. Whilst there were some initial issues to address in terms of ensuring that the service was strongly aligned with existing Children's Service provision, for example the Youth Service, the YOT and Children's Social Care these issues have been resolved under the current management of the Lifeline Service. The commitment to working effectively in partnership with the borough is evidenced by the rapid improvements in the number of young people receiving effective treatment for substance misuse in recent years, rising from 313 in 2005 to 771 in 2007-08, exceeding our targets. A full analysis of performance in 2007-08 has been included as a separate annex.
- 4.2 Given Lifeline's good performance against their targets, and the constraints around timing of the commissioning process outlined above, the partnership based Young People's Substance Misuse Commissioning Group determined that, subject to Members' approval, the contract with Lifeline should be extended for a period of 6 months until 31<sup>st</sup> March 2008. This is within the original terms of the Service Level Agreement which state that the SLA may be extended with the written agreement of both parties. The purpose of extending the contract for a 6 month period is to ensure that essential services continue whilst a full re-commissioning process takes place. The recommissioning process will start immediately with a thorough analysis of the proposed service specification based on discussion with service users, community groups, commissioning partners, and members. We will then follow the statutory procurement stages with a view to bringing a paper on the preferred provider to the January Cabinet for decision.

- 4.3 The Lifeline contract is currently worth £642,493 per annum, so extension for a six month period would cost Children's Services £321,247. This cost would be covered within the Substance Misuse allocation of the Area Based Grant which is subsumed within Children's Services base budgets this year, and the children and young people's allocation of the PCT pooled treatment budget. The total substance misuse allocation for children and young people's services for 2008-09 is £844,307.
- 4.4 The proposition to extend the contract for an additional six months has a number of benefits over and above the constraints on commissioning timescales outlined above. In addition to the Lifeline contract we commission a number of smaller organisations to deliver substance misuse support for specific vulnerable groups, for example Somali young people, as well as treatment for specialist and complex cases. These smaller contracts are currently due to come to an end in April 2009. By extending the Lifeline contract for six months it will enable us to recommission all substance misuse related services at the same time, thereby increasing efficiency and achieving better value for money.
- 4.5 In addition the national substance misuse performance framework is going through a period of transition, and it is not yet clear how the substance misuse targets in the National Indicator Set will be measured. Commissioning in the latter half of this financial year in order to commence new contracts in April 2009 will enable us to ensure that we are fully reflecting the new performance regime in what we commission.
- 4.6 Finally, realigning the commissioning process with the end of the financial year will deliver an easier read across to years two and three of the Area Based Grant.

## **5. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 5.1 This report requests approval for the Corporate Director Children's Services to extend the contract with Lifeline for the provision of support and treatment for young people suffering from substance misuse for six months.
- 5.2 The cost of which would be covered within the funding available to Tower Hamlets to reduce Young People's Substance Misuse (2008-09: £843,931). This funding will be allocated to local areas via the Area Based Grant, to PCTs through the Pooled Budget treatment Budget and to YOTs through the Youth Justice Board.
- 5.3 The Area Based Grant element (£331,163), whilst non-ringfenced, will be allocated to the Children's Services Directorate and is sufficient to solely support the extension of the Lifeline contract for 6 months.



- 5.4 Any further extension, as a consequence of the proposed recommissioning of all substance misuse relate services, will be subject to the implementation of effective mechanisms to ensure that the funding currently allocated to the local area PCT and YOT will be available to support the full recommissioned provision in the borough.

## **6. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)**

- 6.1 Health and Social Services are Part B Services under the Public Contracts Regulations 2006 and accordingly there is no requirement to place a notice in the Official Journal of the European Union seeking expressions of interest. However guidance provided by the European Commissioners states that there is still a requirement to follow a competitive tendering process and this should be started as soon as possible
- 6.2 LBTH Procurement procedures provide that at least 6 tenders should be sought for services in excess of £50,000 (2.5.1) following the placement of a public notice (2.5.2)
- 6.3 However procurement procedure 2.1.1 (b) states that Cabinet can authorise an exception to the requirement to seek competitive tenders for services costing over £250,000. Accordingly Members are asked to authorise the exception in this instance.
- 6.4 The Contract should be extended for 6 months on the same terms and conditions providing that it provides value for money for the Council and the Service Provider has adhered to the terms and conditions.

## **7. EFFICIENCY STATEMENT**

Over the course of the last three years Lifeline have more than doubled the number of young people accessing substance misuse treatment within the fixed contract price. This represents a considerable improvement in value for money over the course of the contract. In the latest National Treatment Agency ratings we receive a green rating for the per-capita cost of our specialist substance misuse treatment compared to other London boroughs.

Extending the existing contract for a further six months will provide us with the time required to go through a full, transparent and competitive tendering exercise for the substance misuse treatment service which will further improve efficiency and value for money in the long term as we will have had the opportunity to test the market fully.

## **8. EQUAL OPPORTUNITIES IMPLICATIONS**

8.1 Our current substance misuse provision is successful at targeting services to children and young people who are particularly vulnerable, including young offenders and young people known to social care.

**9. ANTI-POVERTY IMPLICATIONS**

9.1 There is a strong correlation between substance misuse and crime, and certain forms of substance misuse have a negative impact on both education and employability. Work to intervene early with young people at risk of prolonged and damaging substance misuse is a critical element in breaking the cycle of poverty.

**10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

10.1 Not applicable.

**11. RISK MANAGEMENT IMPLICATIONS**

11.1 Risks associated with the continued operation of the contract will be addressed through the quarterly performance monitoring regime, as well as tracking of performance against KPIs.

**APPENDICES**

Annex A – Analysis of Performance in 2007/08

## **Annex A: Performance Report**

### **Recommissioning Young People's Substance Misuse Service**

At Leader's Advisory Board on Wednesday 9<sup>th</sup> July Members considered a paper requesting permission to extend the contract for substance misuse prevention and treatment for 6 months to allow a full recommissioning of the service to take place. A copy of this paper is attached at Annex A for reference.

To inform this decision members have requested a fuller analysis of the performance of the current provider. Performance of the service is overseen by the Young People's Substance Misuse Commissioning Group which includes representatives from Youth Services, the YOT, Children's Social Care, the DAAT, the PCT, the East London Foundation Trust, and the National Treatment Agency (NTA). The service provided by Lifeline, and the broader context of substance misuse commissioning in Tower Hamlets, are very well regarded by both the NTA and Government Office London.

#### **What the service comprises**

The service specification was revised in May 2007. The current SLA, which will come to an end on 30<sup>th</sup> September 2008, requires the provider (Lifeline) to deliver the following services:

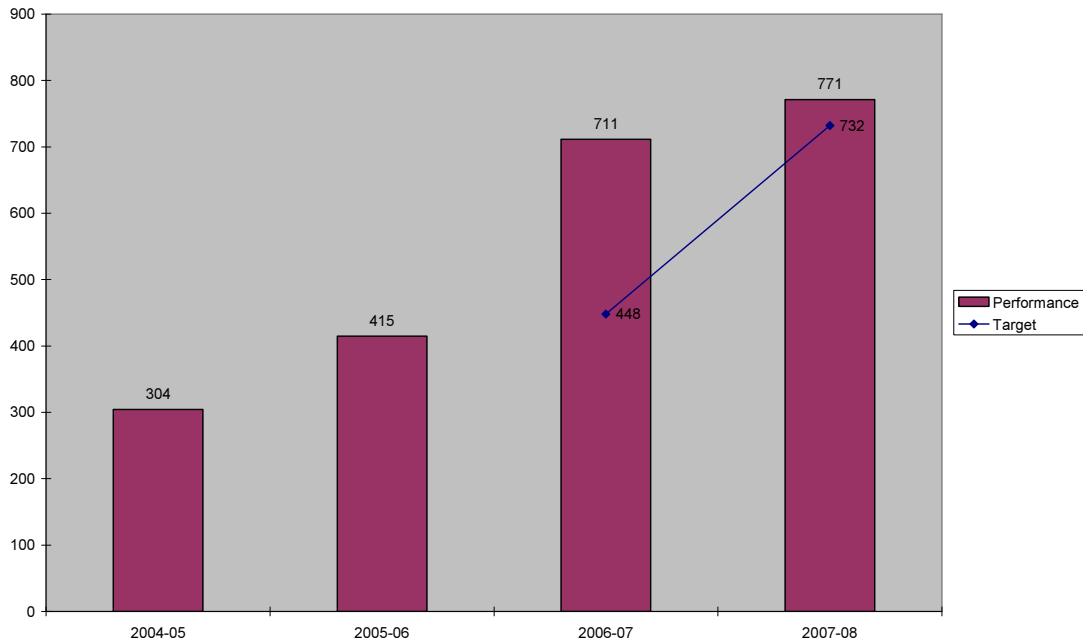
- Universal Provider Training, Advice and Support
- Prevention and Early Intervention services in Schools and
- Targeted Education, Prevention, Early Intervention and Satellite Services for target agencies.
- Dedicated link services for young people attending Pupil Referral Units
- Dedicated link services for young people in contact with Youth Offending Services.
- Dedicated link services for Looked After Children
- Dedicated link services for children and young people from BME communities
- Parent and Family Support Work
- Specialist intervention and treatment services.
- Highly specialist substance misuse intervention for young people through its in house CAMHS provision.

Outcomes against these requirements are monitored on a bi-monthly basis. The main end of year out-turn figures for 2007-08 are presented in the section below against the 10 service areas.

#### **Overall performance**

Over the last three years of the Lifeline contract we have seen a considerable year on year rise in the number of young people accessing drugs treatment at tiers 2 and 3. The figures below include all commissioned drugs treatment provision, of which Lifeline is the main, but not the sole, contractor. This is the key indicator against which the performance of the service is measured, and Lifeline have contributed to the authority exceeding its targets 2 years running, as the graph below makes clear. Lifeline were awarded the substance misuse contract in September 2005 and the increase in performance since then is evident.

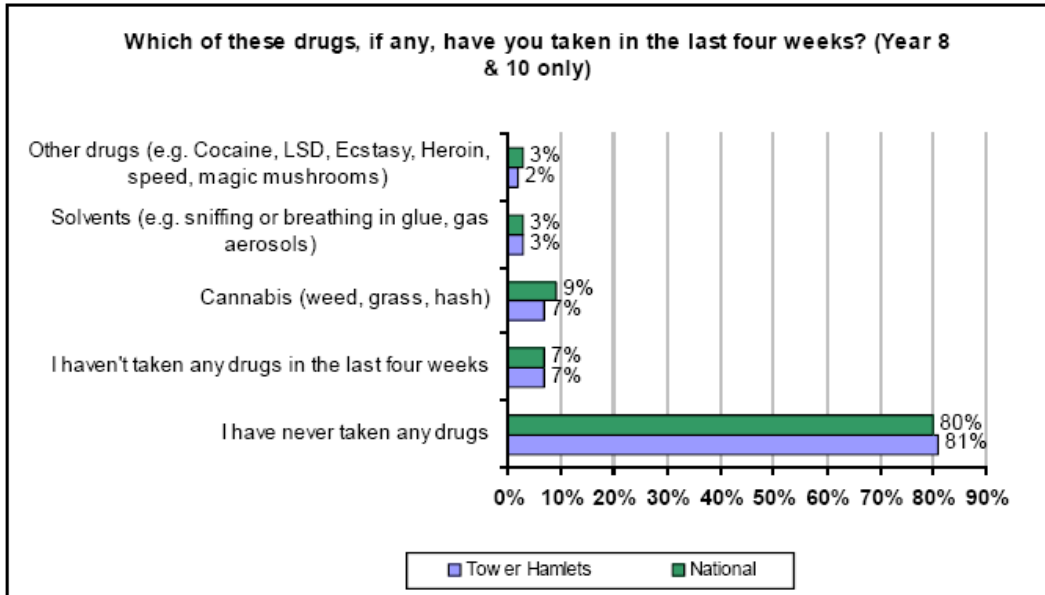
### Numbers of under 18s accessing drugs treatment at tiers 2, 3 and 4



NB: Final 2008 figure has been subject to audit. Final figure reported here does not include those young people in treatment at year end March 31<sup>st</sup> 2007 which were included in previous year's returns.

### Levels of substance misuse

We also know from the Tell-US survey conducted with 1300 young people across years 6, 8 and 10 that the percentage of young people saying that they have taken drugs is very similar to the national average. This reflects good performance given that substance misuse tends to be positively correlated with deprivation and other associated risk factors. The table below provides the detailed data:

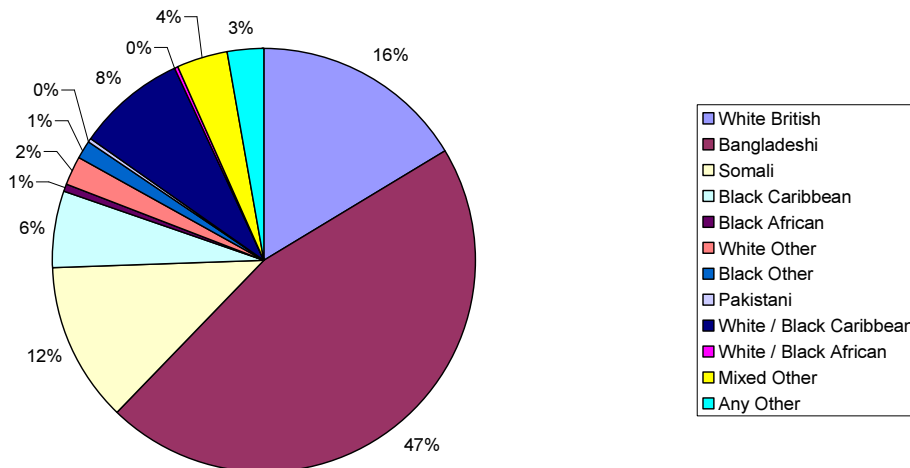


Source: TellUs2 Questionnaire, Tower Hamlets, September 2007

### Diversity

We have analysed the percentage of Tier 2 referrals received by Lifeline in 2007-08 and this shows a broad and inclusive ethnic balance:

**Tier 2 referrals 2007-08 by ethnicity**



### Service activity data

Lifeline submits bi-monthly monitoring reports that show the level of contact and engagement made with young people and other professionals in each of the areas specified in the service level agreement. The following tables show a selection of key performance indicators under each of the ten contracted service areas for 2007-08. Broadly this demonstrates that in a number of key areas, in particular targeted education and intervention programmes, Lifeline are meeting and often exceeding their targets. In areas where performance has not been as strong Lifeline have robust

improvement plans in place. This reflects the approach Lifeline has to continuous improvement in service delivery which is reflected in their improved performance over a three year period.

<b>Service Area 1: Generic Provider Training, Advice &amp; Support</b>			
<b>Outputs</b>	<b>Annual target</b>	<b>Annual Performance</b>	<b>RAG status</b>
Training of 300 professionals in drug awareness, screening and referral as part of rolling programme to include Youth Workers, Connexions PA's, Social Workers (LAC), voluntary sector young people's workers, YOT officers, workers in BME & community groups.	<b>300</b>	<b>303</b>	<b>Green</b>
<b>Expected Outcomes:</b>			
<ol style="list-style-type: none"> <li>1. Increased referrals to Service from recipients of training by 50% from 04/05 baseline.</li> <li>2. Facilitate more appropriate referrals to Service</li> </ol>			
<b>Narrative:</b> Target Achieved			

<b>Service Area 2: Specialist substance misuse training advice support and consultation to be available to all young peoples service providers</b>			
<b>Outputs</b>	<b>Annual target</b>	<b>Annual Performance</b>	<b>RAG status</b>
A minimum of 20 professionals trained in 2007/08.	<b>20</b>	<b>75</b>	<b>Green</b>
<b>Expected outcomes:</b>			
<i>Lifeline to work in partnership with all relevant Children Service Managers to ensure that identified members of staff receive enhanced substance misuse training to ensure co-ordinated referrals for targeted intervention and treatment services.</i>			
<b>Narrative:</b> Targets exceeded			

<b>Service Area 3: YOT Target – YOT Substance Misuse Link Worker: To be achieved in partnership with YOT Substance Misuse Worker (Managed by LBTH)</b>			
<b>Outputs</b>	<b>Annual target</b>	<b>Annual Performance</b>	<b>RAG status</b>
Targeted prevention and early intervention programmes for 50 young people.	<b>50</b>	<b>21</b>	<b>Red</b>
<b>Expected outcomes:</b>			
<ol style="list-style-type: none"> <li>1. Reduction in drug-related offending by young people on YOT caseload by 10% from 04/05 baseline.</li> <li>2. Reduction in re-offending rates by 10% from 04/05 baseline, amongst those that receive targeted intervention and treatment support from Service.</li> <li>3. Working in partnership with YOT Substance Misuse Worker to ensure that all young people entering YOT caseload screened within 5 working days and receive</li> </ol>			
<b>Narrative:</b> This target has not been met, however 100% of young people known to the YOT have been screened and the YOT manager is convinced that the level of referrals and support is appropriate. At Lifeline's initiation a joint referring protocol has now been agreed between Lifeline and the YOT.			

<b>Service Area 4: Early intervention and targeted prevention – Children in care of LBTH (KPI 2)</b>			
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Outputs	Annual target	Year to date	RAG status
Targeted prevention programmes with at least 50 young people looked after by LBTH	50	23	Red
<b>Expected outcomes:</b> 1. Increase drug awareness amongst young people looked after by LBTH (user survey) 2. Increase number of young people in care of LBTH entering treatment to 25.			
<b>Narrative:</b> This target has not been met, however all young people looked after by Tower Hamlets over the age of 11 are screened for substance misuse and we are working actively to raise the profile of Lifeline with referrers in social care teams this year.			

<b>Service Area 5: Early intervention and targeted prevention – Young People in Pupil Referral Unit (KPI 2)</b>			
Outputs	Annual target	Year to date	RAG status
Targeted prevention programmes with at least 100 young people in the PRU.	100	131	Green
<b>Expected outcomes:</b> 1. Increase drug awareness amongst young people in PRU (user survey) 2. Increase number of young people in PRU entering treatment to 25 3. Screening 50% young people in the PRU 4. Drug education, information and advice to 80% young people in PRU screened by Service			
<b>Narrative:</b> Target has been met and exceeded			

<b>Service Area 6: Early intervention and targeted prevention – Young People in schools/excluded from school</b>			
Outputs	Annual target	Annual Performance	RAG status
Targeted prevention programmes with at least 150 young people in schools/excluded from school	150	242	Green
<b>Expected outcomes:</b> 1. Increase drug awareness amongst young people in schools/excluded from schools (user survey) 2. Screening 100% young people referred by schools in line with Drug Incident Management Policies 3. Drug education, information and advice to 80% young people screened by Service			
<b>Narrative:</b> Target has been exceeded			

<b>Service Area 7: Assertive outreach, early intervention and targeted prevention – other vulnerable groups of young people (See 2.5.2 – except LAC and PRU young people)</b>			
Outputs	Annual target	Year to date	RAG status
Service contacting and engaging 1,000 vulnerable young people in Tower Hamlets	1000	1907	Green
Provide drug education, information and	400	807	Green

advice to 400 young people screened by Service			
Targeted prevention programmes with at least 100 vulnerable young people	<b>100</b>	<b>489</b>	<b>Green</b>
Engage 75 young people in initial assessment and targeted intervention programme following screening.	<b>75</b>	<b>9</b>	<b>Red</b>
<p><b>Expected outcomes:</b></p> <ol style="list-style-type: none"> <li>1. Increased number of young people from Bangladeshi, Somali and other BME communities receiving targeted interventions and treatment.</li> <li>2. Ensure that services provided are more culturally, gender and age specific in meeting the needs of population in Tower Hamlets</li> <li>3. Ensure ease of access to services through the delivery of delivered in satellite locations to meet young people in local area</li> <li>4. Satellite services offered in all 8 LAP areas on a rotational basis and in accordance with local demand</li> </ol>			
<p><b>Narrative:</b> The majority of these targets have been exceeded. Lifeline is aware of the need to improve the number of young people in targeted intervention post screening and are prioritising this. Despite this the number of young people entering specialist (tier 3) treatment remains good (see below).</p>			

<b>Service Area 8: Young People entering treatment, sustained in treatment and planned discharge (KPI3)</b>			
<b>Outputs</b>	<b>Annual target</b>	<b>Annual Performance</b>	<b>RAG status</b>
Service completing a minimum of 150 comprehensive assessments with young people	<b>150</b>	<b>122</b>	<b>Amber</b>
130 care plans completed and agreed with young people.	<b>130</b>	<b>70</b>	<b>Red</b>
A minimum of 110 young people sustained in Tier 3 treatment for minimum period of 6 weeks or with prior planned discharge.	<b>110</b>	<b>99</b>	<b>Amber</b>
<p><b>Expected outcomes:</b></p> <ol style="list-style-type: none"> <li>1. Increase in number of young people entering treatment and receiving holistic treatment and support that is tailored to their needs <b>LAA 104 TARGET: 732</b></li> <li>2. All young people with comprehensive assessment to be monitored and reviewed periodically to ensure their needs are met.</li> </ol>			
<p><b>Narrative:</b></p> <p>Total numbers in treatment exceed 150 for the year 2007 – 2008 (NDTMS figures).</p>			

<b>Service Area 9: Parents, carers and family receiving information, advice and support</b>			
<b>Outputs</b>	<b>Annual target</b>	<b>Year to date</b>	<b>RAG status</b>
60 parents/carers/family members offered an assessment	<b>60</b>	<b>18</b>	<b>Red</b>
<p><b>Expected outcomes:</b></p> <ol style="list-style-type: none"> <li>1. Increased awareness amongst parents/carers around substance misuse and appropriate parental responses (user survey)</li> </ol>			



2. Increased support for young people with substance misuse problems in context of family

**Narrative:**

This service is currently being reviewed and refreshed with a view to developing a specific hidden harm service to work explicitly with children of substance misusing parents, who are highly vulnerable. This will revitalise work with families.

<b>Service Area 10: Communication and publicity</b>			
<b>Outputs</b>	<b>Annual target</b>	<b>Year to date</b>	<b>RAG status</b>
Communications with professionals in Tower Hamlets to be published and distributed at least once a year, with 1000 professionals in all appropriate settings	<b>1000</b>	<b>1515 (3560 Lifeline Publications)</b>	<b>Green</b>
<b>Expected outcomes:</b>			
<p>1. Raised awareness amongst young people, parents/carers and professionals about the service and ways to access credible and reliable information on substance misuse and drugs</p> <p>2. Age and culturally appropriate information and publicity to be available for all young people in the Borough via all schools, youth clubs, specialist young people's services, social services</p> <p>3. Involvement of young people, service users and parents/carers in development of service in meaningful way</p>			
<b>Narrative:</b> Target exceeded			

In addition to the bi-monthly performance reports during 2007-08 the substance misuse commissioner provided quarterly self-evaluation reports to the National Treatment Agency. The final quarter self assessment for 2007-08 as submitted to the National Treatment agency is set out below:

<b>1. Reforming the delivery chain and strengthening accountability</b>	<b>Delivery Status</b>
<p><b>Local Delivery Plans/local accountability:</b> Priorities and targets for substance misuse are included in the Crime and Drug Strategy document. Targets and outputs for reduction of smoking, alcohol and drug consumption also agreed and included in the 'Be Healthy' section of Children and Young People's Plan 2007/08. The CYPP is due for refresh at the beginning of 2008/09 and in accordance with this, the young person's substance misuse commissioner is currently resetting the delivery actions and milestones of objective 4 of the Be Healthy Plan</p>	<b>GREEN</b>
<p><b>Commissioning arrangements:</b> The substance misuse commissioning role will continue in 2008/09 with the DAAT funding the post three days a week and Children Services two. Consequently there will be some added dimensions and focus to the role in line with the broader Children Services Integrated Commissioning Strategy [specifically around commissioning services to meet the needs of all vulnerable young people] which will add future value and weight to the young people's substance misuse agenda in the coming years. The grading of the Commissioners post is currently being reappraised by the Children Services Human Resources and it is planned to advertise in the New Year with view to having an appointee in post by March 2008.</p> <p>From March 2008, the young people's substance misuse commissioner will be managed through and will sit full time in the</p>	<b>GREEN</b>

<p>Children Services Integrated Commissioning and Contracting Team. The post will also link back into the DAAT and it is envisaged that the commissioner will give one full day week [or variants of this in terms of hours] to this team leading upon the specialist treatment element of young people's substance misuse delivery. Transitional arrangements for this type of arrangement have been in place and have been tested out since July 2007.</p> <p>The DAAT Young People's Joint Commissioning Group has multi agency representation and meets on bi monthly basis and is accountable to the Young People's Strategic Partnership Boards via the Be Healthy and Staying Safe subgroups.</p>	
<p><b>Data systems in place:</b> All agencies engaged with young people's substance misuse work [Lifeline, ASATS, YOT] have in place robust data collection and reporting systems and produce quarterly monitoring data, monthly LPSA returns and monthly NDTMS returns [Lifeline and ASATS only]. Lifeline did experience some difficulty in reporting into NDTMS in the last quarter although this has now been resolved without any significant data loss.</p>	GREEN
<p><b>Screening tool and referral protocols in place with data sharing protocol:</b> Lifeline London has operational arrangements in place with its core partner agencies these being:</p> <ul style="list-style-type: none"> <li>• <b>Child &amp; Adolescent Mental Health Services:</b> via the Lifeline /CAMHS Specialist Substance Misuse Service [CSSS] interface.</li> <li>• <b>Youth Offending Service:</b> Tier 2, 3 and 4 pathways are in place.</li> <li>• <b>Looked After Children:</b> Lifeline London has a dedicated link worker for Looked After Children services taking tier 2 and 3 referrals directly and signposting tier 4 referrals to CSSS.</li> <li>• <b>Education/Pupil Referral Units:</b> An operational agreement is in place and PRU services have the facility of a full time substance misuse worker taking tier 2 and 3 referrals directly and signposting tier 4 referrals to CSSS.</li> <li>• <b>Youth Services/Youth Participation Team:</b> A Memorandum of Understanding between DAAT, Lifeline London and the Youth Participation Team has been agreed and Youth Services and Lifeline are working collaboratively to refresh and further build up the membership of the Youth Advisory Group.</li> </ul> <p>These operational arrangements will be reviewed by service leads at the beginning of 2008/09.</p> <p>Lifeline/ CSSS will also seek to develop an operational protocol and treatment referral pathway with statutory and third sector young people's housing providers in 2008/09.</p>	GREEN
<p><b>Involvement of young people in planning:</b> As an update to information provided in the Q3 report:</p> <ul style="list-style-type: none"> <li>• An evening consultation event was held on 16.01.08 as part of the young people's substance misuse treatment planning process. The event was well attended and provided a valuable opportunity for service providers to meet and talk about the future shape and development of young people's substance</li> </ul>	GREEN

<p>misuse services in 2008/09.</p> <ul style="list-style-type: none"> <li>• The young person's commissioner sent a personal letter of thanks to the young people's advisory group members who participated in the event.</li> <li>• The Youth Participation Team have been asked to provide an end of year summary for the March meeting of the Joint Commissioning Group.</li> </ul>	
<p><b>Diversity:</b> Lifeline has dedicated workers for the Bangladeshi and Somali Communities offering targeted assessment and intervention services for young people within these communities who are vulnerable to problematic substance misuse. These services will be extended to include more specialist assessment and treatment interventions in Q2 and once trained to do so by the Tower Hamlets CAMHS Clinical Nurse Specialist in Substance Misuse. The Young People's Commissioner is also monitoring the uptake of the Lifeline London Service by young women.</p>	<b>GREEN</b>
<b>% under spend YPSMPG 2005/06</b>	<b>NIL</b>
<b>% under spend YPSMPG end 2006/07</b>	<b>NIL</b>

<b>2. Building Provision around the needs of young people Universal education, information and advice</b>	<b>Delivery Status</b>
<p><b>National Healthy School's target:</b> We remain on track to meet the Healthy Schools Target of 75% of schools accredited by March 2009 is met.</p> <ul style="list-style-type: none"> <li>• 61% by April 2008</li> <li>• 71% by December 2008 [61% national target figure]</li> <li>• 75% by April 2009</li> </ul>	<b>GREEN</b>
<p><b>Systems in schools for identification and onward referral:</b> Active identification and onward referral system in place between Lifeline and local secondary schools. Lifeline London continues to collaborate with the Health in Education Team in ensuring that local secondary schools Drug Incident Management Protocols are in place to reduce drug related exclusions. Targeted intervention programmes are offered to all young people identified and who are at risk problematic substance misuse.</p>	<b>GREEN</b>
<p><b>Communications strategy including FRANK:</b> Tower Hamlet's DAAT has a social marketing campaign linked to FRANK targeting children and young people. It is also planned to run service promotion and advertising campaigns via the TV screen at the main Connexions office in Bow.</p>	<b>GREEN</b>
<p><b>Social Inclusion Projects:</b> Tower Hamlet's has a range of Social Inclusion Projects that address the needs of substance misusing young people. Both YOT and Lifeline London are actively represented on the borough's Social Inclusion Panel.</p>	<b>GREEN</b>

<b>3. Early identification and interventions targeting Vulnerable Groups</b>	<b>Delivery Status</b>
<p><b>Local estimate of population of vulnerable young people:</b> LAA 104: Number of young people accessing treatment [tier 2, 3&amp;4] * LPSA target for year 2007/08 = 732: <b>Numbers to date as of end January 2008.</b></p> <p>As a result of the delivery target being met and exceeded in December 2007 the partnership have recalculated the year end estimate and now project that at the current rate of access, in excess of 900 young people will have been seen by the end of March 2008.</p>	<b>876 (figure reported prior to end year audit)</b>

<p>A decision will need to be taken locally as to whether or not LAA104 is retained as a local measure to better inform the new National Indicator 115 for young people's substance misuse in 2008/09. The young people's commissioner has recently completed the first draft of the Local Delivery Plan for young people substance misuse – Universal and Targeted that will be circulated for consultation at the end of February 2008 with the intention of it being put before the March meeting of the Joint Commissioning Group.</p>	
<p><b>Children of drug misusing parents:</b> Lifeline has a dedicated Parenting Support worker who provides practical support and information and advice to parents whose children are misusing substances. The role is currently under review and is being re-profiled to strengthen delivery accountability in relation to Hidden Harm and provide assessment information advice to substance misusing parents and signposting to treatment and Children in Need services as appropriate. Children Social Care are also in the process of reviewing arrangements for safeguarding children of drug misusing parents that will include:</p> <ul style="list-style-type: none"> <li>• An operational protocol to be approved by the Safeguarding Children Board</li> <li>• The establishment of a multi agency Hidden Harm Steering Group to drive the agenda</li> </ul> <p>Children Services have recently appointed a Child Protection Advisor with specialist responsibility for substance misuse, who will work with the Breaking The Cycle Coordinator to develop and roll out a training programme for social workers regarding the early identification and assessment of parental substance misuse and assessing parental capacity in relation to this.</p> <p>The commissioner is part of the membership of a multi agency steering group tasked with developing a local response to the needs of children caught up in domestic violence and through research it is acknowledged that substance misuse is one of a number of driving/aggravating factors behind this this. The DAAT is seeking to commission a new therapeutic treatment service specifically for drug misusing parents in 2008/09 as part of adult drug service developments.</p>	<b>GREEN</b>
<p><b>Connexions:</b> Lifeline has established links with Youth Services and provides substance misuse support, consultation and direct work with identified Connexions clients. Connexions workers screen all young people for substance misuse as part of their core assessment process. The local Connexions service is currently being managed in house and is being remodelled in order to further improve access and improve ETE delivery for young people.</p>	<b>GREEN</b>
<p><b>Truants:</b> Lifeline has a dedicated Substance Misuse Worker in Education to work with truants, excludes and young people attending Pupil Referral Units. The worker provides ongoing substance misuse training for teachers and other professionals working in the Special Education Needs sector. Local data regarding numbers of young people seen and numbers of professionals trained is available on a quarterly basis from Lifeline.</p>	<b>GREEN</b>
<p><b>Excludees:</b> Lifeline offers Targeted Intervention Programmes to all young people who are subject to drug related exclusions. Lifeline has a dedicated Substance Misuse Worker in Education to work with truant's, excludes and young people attending Pupil Referral Units. The worker provides ongoing substance misuse training for teachers and other professionals working in the Special Education Needs</p>	<b>GREEN</b>

sector. Local data regarding numbers of young people seen and numbers of professionals trained is available on a quarterly basis from Lifeline.	
<b>Looked after Children:</b> Lifeline London has a dedicated Children Services Substance Misuse Worker who specifically targets referrals for Looked After Children [LAC] and who works in partnership with the LAC nurses to ensure that all LAC clients aged 11 years and over are routinely screened for substance misuse through the annual LAC health review process and are referred appropriately for specialist substance misuse assessment, intervention and treatment. Specialist substance misuse treatment programmes for LAC clients are provided through the established CAMHS Specialist Substance Misuse/ Lifeline London Service treatment pathway.	<b>GREEN</b>
<b>(1) All young people supported by the Youth Offending Team are screened for substance misuse - 100% Q3 2007/08</b>	<b>GREEN</b>
<b>(2) Of Young offenders screened those with identified needs receive appropriate assessment within 5 days: 100% Q3 2007/08</b>	<b>GREEN</b>
<b>(3) Following the assessment access the early intervention services and treatment services they require within 10 working days: 100% Q3 2007/08</b>	<b>GREEN</b>

<b>4. Specialist Treatment</b>	<b>Delivery Status</b>
<b>Number of under 18s receiving treatment:</b> Numbers in treatment to date [ tiers 3& 4] September 2007	Enter number <b>102</b>
<b>% of treatment population under 18:</b> The ongoing local data reporting problems at Lifeline London have now been resolved and NDTMS data was reported centrally through the DAMS for the first time since July 2007 in January 2008. Unfortunately the number of young people as a percentage of the adult treatment population has not picked up as anticipated and remains static and slowing at 7%. This will be addressed directly with the providers to ensure that: <ul style="list-style-type: none"> <li>a. All young people receiving treatment are being robustly reported through NDTMS.</li> <li>b. They contact their children and young people's service partners and referring agents with the intention of generating increased activity in this area.</li> </ul> <p>The situation does however need to be put in context as activities at the Targeted end of young people's substance misuse intervention are burgeoning [see 3.1.] and consequently fewer young people are consequently progressing to formal treatment.</p> <p>The young people's specialist substance misuse treatment plan 2008/09 and accompanying Needs Assessment report was submitted to the NTA on 25.01.08 for scrutiny by a regional panel and we await feedback and comments from the NTA regarding this.</p>	<b>AMBER</b>
<ul style="list-style-type: none"> <li>• <b>% YP treated in adult system:</b> % - 0% of young people were reported through NDTMS as being treated in young people's services.</li> </ul>	<b>GREEN</b>

<p><b>Comprehensive range of services:</b> The Tower Hamlets Young Peoples Substance Misuse Plan describes and specifies the comprehensive range of substance misuse provision that has been deployed to meet the needs of young people who are vulnerable to problematic substance misuse. The Lifeline London Service, our principal substance misuse provider is signed up and adheres to ACPC/LCSB guidelines.</p> <p>There appear to be no significant or major gaps in our local treatment system and that sufficient infra structure is in place to meet local demand. That said a number of modifications and expansions in young people's substance misuse treatment are planned for 2008/09 such as:</p> <ul style="list-style-type: none"> <li>• The development of more robust transitional arrangements with adult substance misuse services</li> <li>• Greater utilisation of Primary Care services in the treatment of young substance misusers.</li> <li>• Greater access to supported accommodation and specialist treatment fostering programmes.</li> </ul>	<b>GREEN</b>
<p><b>Quality:</b> All children and young people's substance misuse services in the borough are built upon and delivered in adherence with the 10 Child Focused standards.</p> <p>All Lifeline London personnel have or are in the process of receiving Common Assessment Framework [CAF] training to ensure full compliance with established Children Services assessment referral and reporting mechanisms. From January 2008, Lifeline will be using CAF as its principle referral tool and will undertake all assessments in accordance with this framework. Once established this should greatly increase the rates of referral and levels of interagency work between Children and Young People's Services and Lifeline London.</p>	<b>GREEN</b>
<b>5. Building Capacity</b>	<b>Delivery Status</b>
<p><b>Workforce:</b> The Lifeline London service delivers substance misuse identification and awareness training to all agencies engaged in working with children and young people on a rolling basis. The DAAT and Lifeline are working to ensure that referral protocols and pathway agreements are in place with all of the core agencies that are highlighted in the Young People's substance Misuse Plan 2007/08.</p> <p>In the first two months of quarter 4 2007/08 Lifeline London training services has delivered 5 training sessions 3 within the context of multi agency substance misuse awareness training, 1 to young people's housing services and 1 to the Ocean Somali Community Association</p> <p>The current cohort of Community Interactor trainees will complete their training in March 2008 and of the 12 delegates who started the training in November 2007 6 will graduate.</p>	<b>GREEN</b>

**External evaluation**

Our substance misuse support services were reviewed as part of our recent Joint Area Review of children's services. The final JAR report is not published until 22<sup>nd</sup> July, however the draft report states:

*"An excellent, integrated drugs treatment service for children and young people offers very timely and effective interventions to young offenders. Lifeline provides specialist Tier 3 interventions and treatment and a CAMHS clinical nurse provides specialist support to individuals with serious dual diagnosis problems. Lifeline also supports targeted work with young people at risk of substance misuse, which has led to a marked increase in the number of referrals to specialist substance misuse services and in those accessing drug treatments."*

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# Agenda Item 9.2

<b>Committee:</b> <b>Cabinet</b>	<b>Date:</b> <b>30 July 2008</b>	<b>Classification</b> <b>Unrestricted</b>	<b>Report No.</b>	<b>Agenda Item No.</b>
<b>Report of:</b>  Michael Keating, Acting Assistant Chief Executive  <b>Originating Officer(s):</b>  Shanara Matin, Scrutiny Policy Officer		<b>Title:</b>  <b>Responses to the recommendations of the Health Scrutiny Panel Working Group: Tobacco Cessation</b>  <b>Wards Affected: All</b>		

## 1. Summary

- 1.1 This report submits the responses and action plan to the Health Scrutiny Panel Working Group on Tobacco Cessation.

## 2. Recommendations

It is recommended that Members:

- 2.1 Approve the Action Plan attached at Appendix A in response to the recommendations from the Health Scrutiny Panel Working Group on Tobacco Cessation.
- 2.2 Consider the report of the Health Scrutiny Panel Working Group on Tobacco Cessation attached at Appendix B.

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Local Government Act 1972 (as amended) Section 100D

### LOST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT

Background paper

Name and telephone of and address where open to inspection

Scrutiny Review File held in Scrutiny Policy Team

Shanara Matin  
020 7364 4548

### **3. Background**

3.1 The Working Group was established in August 2007 to investigate the provision and impact of tobacco cessation services in Tower Hamlets.

3.2 The objectives of the review were to:

- To consider the composition and terms of reference of a tobacco control alliance.
- To evaluate the effectiveness of current strategies of engagement with key community groups and organisations, including targeting of high risk and “hard to reach” groups for smoking and tobacco cessation, especially Bangladeshi males.
- To evaluate the extent of the availability of black market tobacco and the price and quality of products sold at street markets.
- To evaluate available research on access to tobacco products by under 18s and the enforcement of breaches of trading standards relating to the selling of tobacco to under 18s.
- To collate the available material for communicating the smoking cessation and tobacco control message, to examine evidence that the communications strategies work, and to identify possible gaps.
- To investigate strategies to develop the capacity and skills of front line healthcare providers to support people to stop smoking and chewing tobacco.
- To evaluate the time and resource implications for the enforcement of the workplace smoking ban on LBTH Trading Standards officers.
- To consider the strategies in place for the regulation and cessation of chewing tobacco (including Paan) and whether these products carry the legal health notices to the required standard.

3.3 The working group met four times to receive and review evidence and reports from the Tower Hamlets Primary Care Trust Tobacco Control Unit and the London Borough of Tower Hamlets Trading Standards and Environmental Health Team.

3.4 Members also took part in a mystery shopping exercise, a trading standards enforcement visit and a visit to the Tobacco Control Unit to review communications and educational material used in the tobacco cessation and ‘Smokefree’ campaigns.

### **4. Concurrent Report of the Assistant Chief Executive (Legal Services)**

4.1 There are no immediate legal implications arising from this report

### **5. Comments of the Chief Financial Officer**

No specific financial implications arise from the action plan in response to the recommendations from the Health Scrutiny Panel Working Group on Tobacco Cessation.

## **6. Equal Opportunity Implications**

- 6.1 The review has focused primarily on addressing issues around inequalities in health and the barriers faced by people in accessing appropriate prevention and tobacco cessation services. Smoking is disproportionately high in sections of our communities across equalities groups and the review has identified recommendations to improve access to services both generally and for groups where tobacco cessation is a particular challenge.

## **7. Anti-Poverty Implications**

- 7.1 There are no direct Anti-Poverty implications arising from this report.

## **8. Sustainable Action for a Greener Environment**

- 8.1 Reduced levels of smoking and enforcement of the ban on smoking in public places will support aims for a cleaner and safer environment for local people.

## **9. Risk Management**

- 9.1 There are no direct risk management implications arising from the Working Group's report or recommendations.

### **Appendices**

**A:** Action Plan and response to Health Scrutiny Panel Working Group on Tobacco Cessation.

**B:** Health Scrutiny Panel Working Group report: Tobacco Cessation.

## Response to Health Scrutiny Review of Tobacco Cessation in Tower Hamlets

Recommendation	Response / Comments	Responsibility	Date
<p><b>R 1</b> That the Tobacco Control Alliance (TCA) include an elected member to reflect the health scrutiny role and raise the profile of this work.</p>	<p>TCA has invited a member to join the Alliance</p>	<p>Clare Saul, Head of Press Office, LBTH</p>	<p>Ongoing</p>
<p><b>R 2</b> That the Communications Strategy accompanying the Tobacco Control Strategy be overseen by the Tobacco Control Alliance.</p>	<p>The Communication Strategy is reported directly to the Alliance. Leads from the PCT and LBTH attend these meetings in order to ensure that the action plans for the communications stream fit with all the other workstreams.</p>	<p>Clare Saul, Head of Press Office, LBTH / Paul Collins, Health Information Manager, THPCT</p>	<p>July &amp; September 2008 TCA meetings  To be reviewed quarterly thereafter by the TCA</p>
<p><b>R 3</b> That the Communications Strategy, design of future campaigns and resources for tobacco cessation publicity reflect the community of Tower Hamlets and take account of the results of social marketing exercises commissioned by the Primary Care Trust.</p>	<p>The communications strategy reflects the overall aims and outcomes of the strategic work which addresses this. A needs assessment and current market research as well as social marketing have identified future campaigns, merchandise and health promotional materials. Examples include a resource pack for faith groups, a dedicated programme of campaigns for the Bangladeshi community, resources for Ramadan and for young people. Campaigns for students and manual</p>	<p>Jill Goddard, Tobacco Control Lead, THPCT</p>	<p>Communications in community Languages to be produced from August – October 2008  Pre –Ramadan campaign leading upto September</p>

Recommendation	Response / Comments	Responsibility	Date
	<p>workers, pregnant women and those marginalised have been planned. Resources in Sylheti and Somali are planned.</p> <p>The PCT health intelligence unit monitors changes in ethnicity and languages needs so that new materials can be produced and culturally sensitive activity planned.</p>		<p>2008</p> <p>Targetted Marketing exercise in October 2008 aimed at Bangladeshi Men</p> <p>Prevention programme – targetted work in Schools from September 2008</p>
<p><b>R 4</b></p> <p>That communications resources be developed to target the users of all types of tobacco consumption, including chewing tobacco, Paan and sheesha pipe smoking.</p>	<p>The development of these resources is contained in current action plans. A leaflet on chewed tobacco has been produced (Paan) and an evidence based review of sheesha pipe smoking has been commissioned so as to ascertain the health risks prior to the development of materials. Another piece of work is establishing prevalence of sheesha smoking in Tower Hamlets which is currently low.</p>	<p>Jill Goddard Tobacco Control Lead, THPCT</p>	<p>Mapping of Paan &amp; Sheesha sales &amp; enforcement activity ongoing throughout 2008/09</p> <p>Detailed dates available through work programme plans</p>

Recommendation	Response / Comments	Responsibility	Date
<p><b>R 5</b> That the Tobacco Control Unit develop a service level agreement with the new helpline provider to capture information to help understand user's needs and to gauge the effectiveness of communications resources.</p>	<p>Established, SLA in place and evaluation data collected and agreed</p>	<p>Jill Goddard Tobacco Control Lead, THPCT</p>	<p>20/6/2008 - and quarterly monitoring thereafter</p>
<p><b>R 6</b> That the Trading Standards Team develops a business plan to demonstrate the time and effort involved in enforcement, education and support activities.</p>	<p>The Trading Standards and Environmental Health Commercial Service have now produced a comprehensive action plan for 2008/9, which has been resource assessed and will be monitored on regular basis.</p>	<p>Colin Perrins Head of Trading Standards &amp; Environmental Health, LBTH</p>	<p>1/5/2008</p>
<p><b>R 7</b> That the Primary Care Trust introduce measures to ensure all health professionals working in hospital or community settings offer advice to change smoking habits and refer smokers to services to help them quit, whenever possible.</p>	<p>There is a programme of public health champions being developed to oversee this work within the provider/front line services including mental health services. A programme of training has been developed and all front line staff now receive brief intervention training.</p>	<p>Jill Goddard Tobacco Control Lead, THPCT Somen Banerjee, Director of Public Health, THPCT</p>	<p>20/6/2008</p>

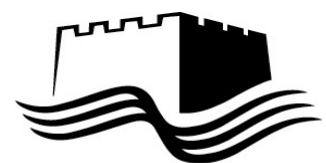
Recommendation	Response / Comments	Responsibility	Date
<p><b>R 8</b> That the PCT commission more Level 1 and Level 2 Smoking Cessation advisors and develop an action plan to re-energise inactive advisers.</p>	<p>There is currently a programme to review all smoking cessation provision in Tower Hamlets in partnership with McKinsey's consultants. The objective is to ensure that services match need and that there is appropriate capacity. 50 staff are currently trained monthly. A programme of re-activation is underway. Dental services are now commissioned.</p>	<p>Jill Goddard Tobacco Control Lead, THPCT</p>	<p>1/9/2008</p>
<p><b>R 9</b> That the PCT commission more voluntary and community sector organisations including exploring options through the Tower Hamlets Partnership to deliver smoking cessation services.</p>	<p>A tendering process will occur in July 2008 in order to commission additional capacity from the third sector. All current third sector provision have had their funding confirmed for 2008-2009 and have had funding increases in order to reflect additional requirements.</p>	<p>Jill Goddard Tobacco Control Lead, THPCT</p>	<p>1/9/2008</p>

## **Report of the Health Scrutiny Panel**

### **Review of Tobacco Cessation in Tower Hamlets**

**Tower Hamlets Council**

**March 2008**



**TOWER HAMLETS**



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## **Acknowledgements**

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Cllr Shafiqul Haque  
Cllr Waiseul Islam  
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#### **Bangladeshi Stop Smoking Project**

Professor Ray Croucher

This work has been undertaken with the support and assistance of colleagues from London Borough of Tower Hamlets, the Primary Care Trust and elsewhere. We are grateful for all their support but special mention should be made of the Scrutiny Support Officers, Shanara Matin and Michael Carr who worked tirelessly and with good humour to ensure this review was completed successfully.

## Chair's Foreword

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There can hardly be any member of our community who is not aware of the health message around smoking. We are bombarded with images and words telling us that smoking kills, harms the unborn child, reduces fitness, leads to premature aging and makes most chronic diseases worse. Yet people still smoke and more people in our community smoke than elsewhere. Our poorest residents suffer the most from smoking related disease and they are also less likely to access support services to help them stop. Because of this a person living in our poorest areas dies on average 12 years earlier than someone living in a more affluent area of the Borough.

A great deal of research and activity has occurred to encourage people across the UK to stop smoking, to prevent smoking and to reduce people's exposure to second hand smoke. However, Tower Hamlets' community has some distinct and particular characteristics that require local examination and local solutions. To give one example, the use of chewing tobacco by some members of the Bangladeshi community is not well researched and there has been little or no action taken to advise sellers and users of paan of the dangers of this product and to support them in their efforts to cease.

The Health Scrutiny Panel has taken a distinctively local approach to the problems that arise in our community from the use of tobacco products. We have looked at the supply of cheap (and nasty) tobacco products through our street markets, and researched the availability of these to young people. We have considered the high smoking levels among Bangladeshi men and the use of paan more widely in Bangladeshi homes. We have considered the materials used to promote tobacco cessation, and we have been surprised at the lack of any comprehensive evaluation of 'what works'. We have encountered anecdotal evidence that health care workers such as midwives, occupational therapists and community mental health workers struggle to include smoking cessation advice with their other guidance and support to patients. We need to learn if this resistance is widespread and to understand why there can be a barrier to offering support for smoking cessation in the course of the delivery of other health care.

This report takes a fresh perspective on the problems that arise from the use of tobacco in Tower Hamlets. We have identified areas where the Primary Care Trust and the Council need to improve data collection, local engagement strategies, the evidence base, enforcement and advice to retailers. We hope that these recommendations will be implemented quickly and in full. The human and financial cost to our community of continued ill health and premature death demands we address the threat of tobacco with vigour and urgency.

**Councillor Stephanie Eaton**  
**Chair**

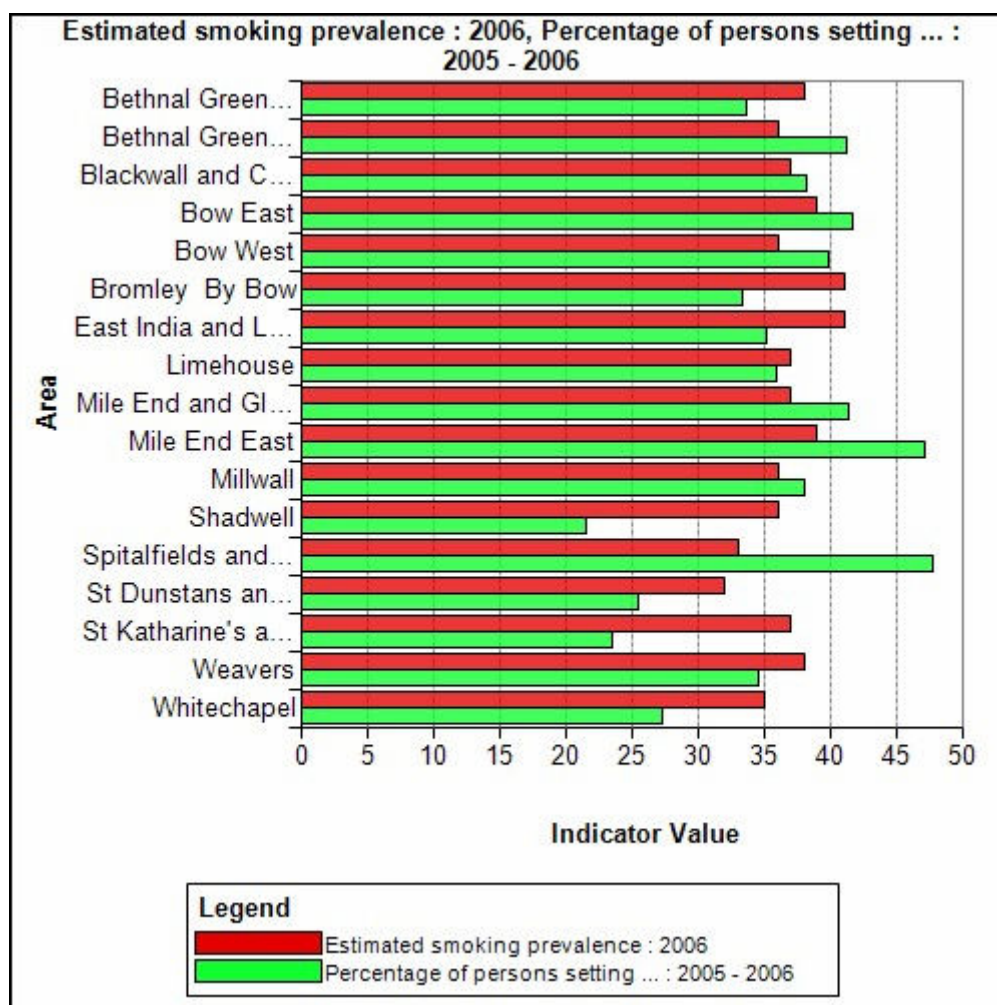
## Chapter 1 – Introduction

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### Background

1. Smoking and tobacco related illness is preventable and smoking exacerbates a range of health problems. 86,500 people die prematurely each year from smoking related illnesses in the UK. Smoking is the major reason for the differences in death rates between rich and poor and deaths from tobacco use are two to three times higher amongst disadvantaged social groups than among the better off.
2. Our Borough's diverse and transient population experiences very different levels of access to health care services and differences in health outcomes. Levels of deprivation in the Borough can be high in some areas and this often translates into low life expectancy levels. Last year 36% of all deaths in the borough were linked to smoking related diseases - a very high level of preventable mortality.
3. Mortality from smoking related diseases (including cardiovascular disease, lung cancer, other cancers and chronic obstructive pulmonary disease) is higher than the UK average and is estimated to be responsible for about 70% of the gap in life expectancy between Tower Hamlets and the rest of the country for men and 59% for women (Association of Public Health Observatories Health Inequalities Toolkit).
4. Smoking prevalence in Tower Hamlets is 37% compared with the England average of 24% and 22% for London. This means that in 2007 nearly 68, 000 people were smokers in Tower Hamlets. The smoking rate for men aged 25-44 years was reported as being the highest (43%) for all Primary Care Trusts (PCT) in England. Amongst the Bangladeshi male population it is believed that the percentage is even higher at 50%. Such high levels of smoking prevalence represent a heavy disease burden for our community.
5. Smoking and tobacco use is therefore one of the most important and urgent public health issues for the Borough. Every day in Tower Hamlets at least one resident dies prematurely because of smoking.

Figure 1. Estimated smoking prevalence (%) in 2006 and percentage of residents setting a quit date to stop smoking.



6. This year the England wide smoking ban in public places and the Tower Hamlets' Tobacco Control Strategy review offered an opportunity to raise the profile of the wider tobacco cessation campaign, for reviewing smoking cessation services and tobacco control measures to ensure they are making a difference to local health outcomes.
7. The establishment of a joint Tobacco Control Unit between Tower Hamlets Primary Care Trust (THPCT) and the Council will ensure that the Borough has co-ordinated services and a holistic approach to this important area of public health.

### The review process

8. The Health Scrutiny Panel was established in 2004 and since then has carried out reviews on childhood obesity, diabetes and young people's access to sexual health services. Work on a four-year work programme commenced in 2006 when the panel reviewed access to general medical practitioner and dental services. This year's work on tobacco and smoking

cessation aims to continue the panel’s general concern to investigate access to services in order to tackle inequality in health care.

9. The panel agreed that the reasons for undertaking the review were:
  - The high prevalence of smoking in the borough
  - The high prevalence of smoking in specific parts of the community and social groups in the borough
  - The preventability of disease related to and exacerbated by smoking
  - To improve on the low life expectancy levels caused by tobacco use
  - To maximize the opportunities coming out of the introduction of the Workplace Smoking Ban and the revised Tobacco Control Strategy.
  
10. The panel agreed that a review of smoking should include all types of tobacco consumption including chewing tobacco to take into account of the high levels of oral tobacco use in the borough.
  
11. The objectives of the review were to:
  - a. To consider the composition and terms of reference of a tobacco control alliance.
  - b. To evaluate the effectiveness of current strategies of engagement with key community groups and organisations, including targeting of high risk and “hard to reach” groups for smoking and tobacco cessation, especially Bangladeshi males.
  - c. To evaluate the extent of the availability of black market tobacco and the price and quality of products sold at street markets.
  - d. To evaluate available research on access to tobacco products by under 18s and the enforcement of breaches of trading standards relating to the selling of tobacco to under 18s.
  - e. To collate the available material for communicating the smoking cessation and tobacco control message, to examine evidence that the communications strategies work, and to identify possible gaps.
  - f. To investigate strategies to develop the capacity and skills of front line healthcare providers to support people to stop smoking and chewing tobacco.
  - g. To evaluate the time and resource implications for the enforcement of the workplace smoking ban on LBTH Trading Standards officers.
  - h. To consider the strategies in place for the regulation and cessation of chewing tobacco (including Paan) and whether these products carry the legal health notices to the required standard.

12. The Panel's work programme is outlined below:

Stage 1 (Sept07)	<ul style="list-style-type: none"> <li>• Consideration of national and local policies;</li> <li>• Tobacco Control Strategy</li> </ul>
Stage 2 (Oct 07 – Dec 07)	Evidence Gathering from: <ul style="list-style-type: none"> <li>• Tower Hamlets Primary Care Trust</li> <li>• LBTH Tobacco Control Team</li> <li>• Voluntary and Community Sector Smoking Cessation and Prevention Services</li> </ul>

Stage 3 (Dec 07 – Feb 08)	<ul style="list-style-type: none"> <li>• Enforcement Visits</li> <li>• Mystery Shopping Exercise – Introduction of the higher age of sales legislation</li> </ul>
Stage 4 (Mar 08)	<ul style="list-style-type: none"> <li>• Draft report and consultation</li> </ul>

## Chapter 2 - National Policy Context

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13. The 1998 white paper, *Smoking Kills*, promoted a comprehensive strategy for tobacco control, which still underpins much of current policy initiatives aimed at reducing the number of people smoking. The legislation put tobacco control at the heart of the NHS policy agenda thereby building in a mechanism for accountability and placing tobacco control measures at the heart of health promotion and disease prevention work.
14. The wide-ranging proposals in the white paper included measures to abolish tobacco advertising and promotion, altering public attitudes, preventing tobacco smuggling, and supporting research to improve the design, delivery and impact of smoking cessation services. Some of the specific measures were:
- rules on the placement of cigarette vending machines
  - the introduction of an approved code of practice on smoking in the workplace – (eventually to be replaced with a total ban on smoking in public places)
  - mass media health promotion campaigns
  - the prevention of under-age tobacco sales
  - additional services to help smokers to quit
  - increases in tobacco tax
15. Published at a time when smoking prevalence was increasing, the 1998 White Paper also set out specific targets to reduce smoking amongst young people and pregnant women.
16. Part of the Department of Health response to the white paper included directing Health Authorities and Primary Care Groups to develop comprehensive local strategies to tackle smoking as part of Health Improvement Programmes in partnership with local authorities and other agencies and to begin the development of smoking cessation services. There has thus been an increasing focus on greater partnership working between tobacco control services traditionally delivered by local authorities and smoking cessation services which are in the main provided by the NHS.
17. The *NHS Cancer Plan* of 2000 set out the government's vision for tackling the disease and for cancer prevention. It focused in particular on narrowing the gap in inequalities with the introduction of an additional target to reduce rates of smoking among people in 'manual' groups from 32% in 1998 to 26% by 2010.

18. The White Paper *Choosing Health: Making Healthier Choices Easier* (November 2004) set out how the Government will make it easier for people to make informed choices by offering them practical help to adopt healthier lifestyles. *Choosing Health* signalled the Government's intention to refocus the NHS into a service for improving health as well as one that treats sickness. Central to this approach is a focus on reducing smoking and protecting people from exposure to second hand smoke.
19. Alongside the focus on smoking in public, measures have been introduced to improve the enforcement of legislation prohibiting the sale and access to Tobacco by young people. These measures include work to prevent trade in black market cigarettes. Black market sales reduce the impact of taxation on tobacco as a public health intervention to price out consumers. The Government's *New responses to new challenges: Reinforcing the Tackling Tobacco Smuggling Strategy* was published in 2006 detailing a comprehensive response to the new challenges emerging as the illicit market in tobacco adapts and develops.
20. The Health Act 2006 raised the age at which tobacco can legally be bought and set out legislative provisions for making almost all public places and workplaces smoke free, from July 2007. This legislation reflected mounting scientific evidence of the risk posed by passive smoking and mirrors the introduction of smoking bans across cities in Europe and North America.
21. There has been a growing body of evidence around the need for targeted interventions alongside national campaigns to help different groups of people quit and the challenges faced by smokers who are in difficult circumstances in turning a desire to give up into reality and the evolving legislation reflects this.

### **Chapter 3 - Local Policy Context**

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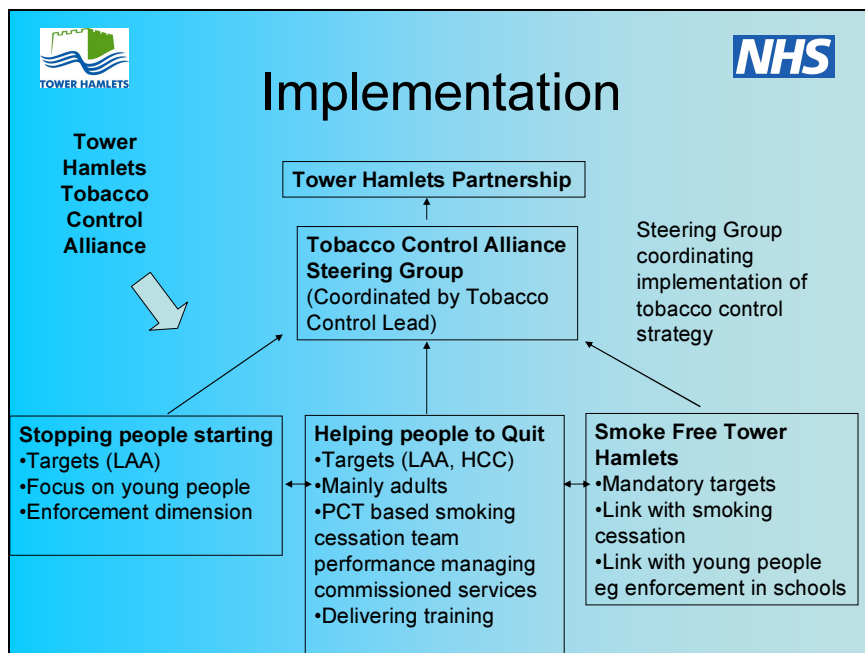
22. The 2006 Tower Hamlets Public Health Report which examines the causes and consequences of poor health in the people of Tower Hamlets cited smoking as the biggest threat to the health of local people. Smoking increases the risk of both lung cancer, the most common cause of death in the borough, and heart disease, which accounts for a quarter of early deaths in men.
23. Smoking rates in the borough are amongst the highest in the country at 37%, with 43% of men aged between 35-44 smoking cigarettes. Almost half of all men in Tower Hamlets over the age of 35 die from smoking-related causes. The UK average is 27% of men and 25% of women. There is also a high prevalence of chewing tobacco/pan which is linked to severe gum disease and mouth cancers.



24. Low average life expectancy figures means that the borough is a Government 'spearhead' area with specific targets to reduce health inequalities by 10 per cent by 2010. These targets are mirrored in the Local Area Agreement and Tower Hamlets Community Plan both of which include a priority to increase life expectancy and prevent premature loss of life due to smoking related diseases. Life expectancy is also a key measure for determining levels of health inequality.
25. There are large differences in smoking prevalence and consumption in the UK, varying by age sex, social class, employment status, and ethnicity. People in deprived circumstances are not only more likely to take up smoking but generally start younger, smoke more heavily and are less likely to quit smoking, each of which increases the risk of smoking-related disease.
26. The 2006 Healthcare Commission review into PCT Tobacco Control & Smoking Cessation Services gave the THPCT an overall score of 3 which is equated to 'good' (1 being 'weak' and 4 being 'excellent'). Some of the innovative aspects of the Tobacco Control Programme in Tower Hamlets which were highlighted include the recruitment of smoking cessation advisors from the community (e.g. pharmacists and voluntary groups), projects targeted at ethnic minority groups, drop-in clinics, collaboration with environmental health and the Ramadan stop smoking campaign. In 2006/07 the borough helped 2151 people to quit smoking against a target of 1755.
27. There are some important areas for development such as strengthening partnership working, targeting specific groups such as pregnant women and young people, broadening the range of smoking cessation advisors and increasing the settings for tobacco control activities.
28. The Tower Hamlets Tobacco Control Strategy is currently being reviewed. It is a joint strategy between the Council and the Tower Hamlets Primary Care Trust providing a comprehensive approach to tackling tobacco use by focusing on prevention, smoking cessation and effective enforcement of tobacco legislation.
29. One of the key aims of this review is to contribute to the revised Strategy and inform its action plan. The draft strategy currently has three themes (detailed below) and is structured around work streams relating to each of these themes. The Strategy also makes provisions for a Tobacco Control Alliance which will be a multi agency steering group to oversee implementation of the action plan.
  - a. Theme 1: **To stop people starting to use tobacco** i.e. smoking and oral tobacco use by teens and pre-teens. The theme focuses on both *enforcement* of tobacco control policies particularly affecting young people (under age sales, contraband/counterfeit tobacco, smoking ban) and sustained campaigns across a range of relevant settings such as families, schools, preschool, other youth settings.

- b. Theme 2: **To encourage and help people to stop using tobacco** - focused on promoting use of stop smoking services and increasing the supply of NHS accredited Stop Smoking services across a wide range of settings. The work stream also recognises the need for targeted work with specific groups (pregnant women, Bangladeshi males, and people with mental health problems) and the use of oral tobacco.
- c. Theme 3: **To achieve a Smoke Free Tower Hamlets** – recognises the critical importance of the effective implementation of the smoking ban in Tower Hamlets in both protecting people from second hand smoke and also in providing motivation for people to stop smoking (linking to theme two). It also recognises the role of smoking as a significant contributor to accidental fires.

**Figure 2. Proposed structure for implementation of Tower Hamlets Tobacco Control Strategy as presented to the Health Scrutiny Panel in November 2007.**



## Conclusions

### Review objective:

To consider the composition and terms of reference of a tobacco control alliance.

30. The panel received a presentation on the draft Tobacco Control Strategy and were invited to comment on the proposed composition of the Tobacco Control Alliance. Members would like the steering group to include Councillor representation to reflect the health scrutiny role but also to raise the profile and endorse this work.

31. Members stressed the need to ensure a balance between representation and effectiveness. The panel also recommended that the strategy should be more explicit in taking into account different reasons for tobacco use across different parts of our community – and the resultant need for different types of services.
32. Communications work should also come under the remit of the Tobacco Control Alliance. The formation of the Tobacco Control Alliance is an opportunity for a Communications Strategy review. Since the Member discussion on the Tobacco Control Alliance a communications stream has been added to the Tobacco Control Alliance model.
33. Members also believed that while it was important to develop the arguments for going smokefree on health grounds, it is equally important to emphasise the wider economic benefits from having a healthier community.
34. The Panel would like to review progress monitored by the Tobacco Control Alliance as part of the recommendations coming out of this review.
35. Members also welcomed the information that quit targets for 2006/07 in the Local Area Agreement had been exceeded. Members felt it would be useful for the Tobacco Control Strategy to include more challenging targets to build on and reflect current success.

## Chapter 4 – Findings

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### Communications

**Review objective:**

To collate the available material for communicating the smoking cessation and tobacco control message, to examine evidence that the communications strategies work, and to identify possible gaps.

36. Members received briefings from the Primary Care Trust, the Trading Standards and Environmental Health Team and visited the Tobacco Control Unit and its public health resource centre to review the range of communication strategies and resources and materials used to promote messages around tobacco and smoking cessation.
37. The Primary Care Trust run a number of annual campaigns that tie in with national events, the New Year and a specific campaign during Ramadan targeting Muslim communities within the Borough. The annual No Smoking Day in March uses nationally produced materials and is sent to all GP practices and pharmacies. The New Year campaigns are much more locally relevant and in January 2007 were used to introduce the 'Fresh Start' campaign leading up to the introduction of the Smoking Ban in July. A Bengali video advert was broadcast on Channel S as part of that campaign.

38. The PCT and Local Authority produced a joint strategy for delivering the smoking ban in Tower Hamlets which included information on smoking cessation services to complement the enforcement messages and general awareness raising of the new legislation. The development of a campaign specifically around Ramadan makes use of opportunities around the prohibition of smoking whilst fasting to target messages around the health benefits of giving up altogether. The campaign uses posters and leaflets translated into community languages and a series of adverts on Muslim Community Radio. Members welcomed the work targeted at communities where there is a high smoking prevalence and the local knowledge used in developing these campaigns.
39. Panel Members were able to see the range of branded materials that have been developed as part of the adoption of the national Smokefree brand through a visit to the Tobacco Control Unit. They also saw a range of public health resources to promote smoking cessation used at public events, in schools and by community and voluntary sector organisations that deliver cessation services. Primary Care Trust officers discussed current communication plans which include sending out Smokefree branded leaflets and dispensers to 800 settings across the borough.



40. Members welcomed the extensive range of materials targeting the elderly, pregnant women, new dads and for people who have tried to quit smoking and not yet been successful. These materials reflected a range of approaches from using shock tactics to prevent uptake and motivate people to quit to practical mediums for promoting the availability of cessation services such as the quit help lines.
41. Members enquired about how the impact of these resources were measured. There is currently limited information on the impact of individual resources which would be difficult to track and record. 70% of smokers are estimated as wanting to quit and the aim of the smoking cessation materials is to provide a range of communication streams that raise awareness of the risks and make

it easy for potential quitters to access the appropriate services. There is anecdotal information on material that doesn't work such as beer mats produced with the Freshstart logo. Members suggested greater analysis of the impact of materials by gauging user feedback through patient focus groups.

42. Members suggested that it would be useful to capture information from people accessing cessation services about what motivated them and where they had seen the information about the service they were contacting. The Panel requested information on the calls made to quit help lines in the borough, which identified gaps in the way this information has been recorded to date. This is partly being addressed through the migration of the help lines to the customer access centre within Tower Hamlets Council. Members are keen to review the impact of this change on the type and level of information held and that this should in the Tower Hamlets Tobacco Control Strategy action plan.
43. The Panel were invited to a stakeholder event to consider the themes within the draft Tobacco Control Strategy in November 2007. Attendees generated a range of innovative ideas to help inform the strategy action plan including greater use of peer groups particularly amongst young people and to train them as smoking cessation ambassadors. Other communications included ideas to target young people and prevent uptake by making use of opportunities around the Olympics. Stakeholders also felt that there was a need for anti-smoking messages to be associated with activities that were 'cool', if they were to be successful with young people.



## Black Market Tobacco Products

### **Review objective:**

To evaluate the extent of the availability of black market tobacco and the price and quality of products sold at street markets in Tower Hamlets.

44. It is estimated that one third of the world wide internationally traded cigarettes (355 billion per year) are sold illegally with the avoidance of duty. This reduces the price, increases demand, undermines national tobacco tax and as a result harms health.
45. Smuggled cigarettes now account for up to 10% of the UK market. The effect on poorest households is an important concern. The national figures are that over 70% of two-parent households on Income Support buy cigarettes, spending about 15% of their disposable income on tobacco. The prevalence of smoking in the poorest 'unskilled manual' occupations is 38% compared to around 11% in the professional classes.
46. Since 2000, a number of central government initiatives have been implemented in an attempt to reduce smuggling. This involved increasing HM Revenue and Customs resourcing and technical infrastructure. Also changes have been made to the marking on tobacco products so that now there is an indication when duty had been paid.
47. A major problem in the illegal trading of cigarettes has been the involvement of the tobacco companies themselves. This is where UK made cigarettes are exported only to be smuggled back into the UK. As part of the anti-smuggling initiative Central Government are entering into agreements where the Tobacco companies have to ensure product and supply controls for themselves and their customers. Tobacco companies will have to comply with these agreements and risk being penalised if they do not.
48. Contraband tobacco is also a problem. It is thought that 1 in 6 cigarettes and almost half of rolling tobacco in this country is illicit. Tests on counterfeit tobacco have shown that products contain up to 160% more tar, 80% more nicotine, 133% more carbon monoxide and 5 times the level of cadmium (a carcinogen linked to lung, kidney and digestive tract damage) than genuine cigarettes. Government toxicologists have found that counterfeit cigarettes have the potential to deliver consistently higher levels of heavy metals to the lungs. Moreover the lower price and easy access to contraband tobacco can act to encourage younger smokers.
49. There are other examples of low grade counterfeit products containing non tobacco bulk out products like sawdust and manure which pose an even higher health risk than genuinely branded cigarettes.
50. A mystery shopping exercise was arranged for the panel to investigate the extent of the issues identified above. Councillor Stephanie Eaton accompanied undercover officers from the Council to markets around Brick lane and spoke with the tobacco sellers. In many cases the sellers were

asylum seekers who are prohibited from obtaining work by their immigration status. They turn to black market sales of tobacco to supplement their income. This exercise showed the complexity of the social, economic and cultural conditions which lead to a black market in tobacco sales.

51. As part of this exercise both contraband and counterfeit tobacco products were collected for the Panel to review. These have been sent to testing laboratories for content analysis but at time of publication the results were not available. Members are keen to see that the findings of the tests inform local tobacco control publicity campaigns.

### **Enforcing the new legislation**

**Review Objectives:**

To evaluate the time and resource implications for the enforcement of the workplace smoking ban on LBTH Trading Standards officers.

To evaluate available research on access to tobacco products by under 18s and the enforcement of breaches of trading standards relating to the selling of tobacco to under 18s

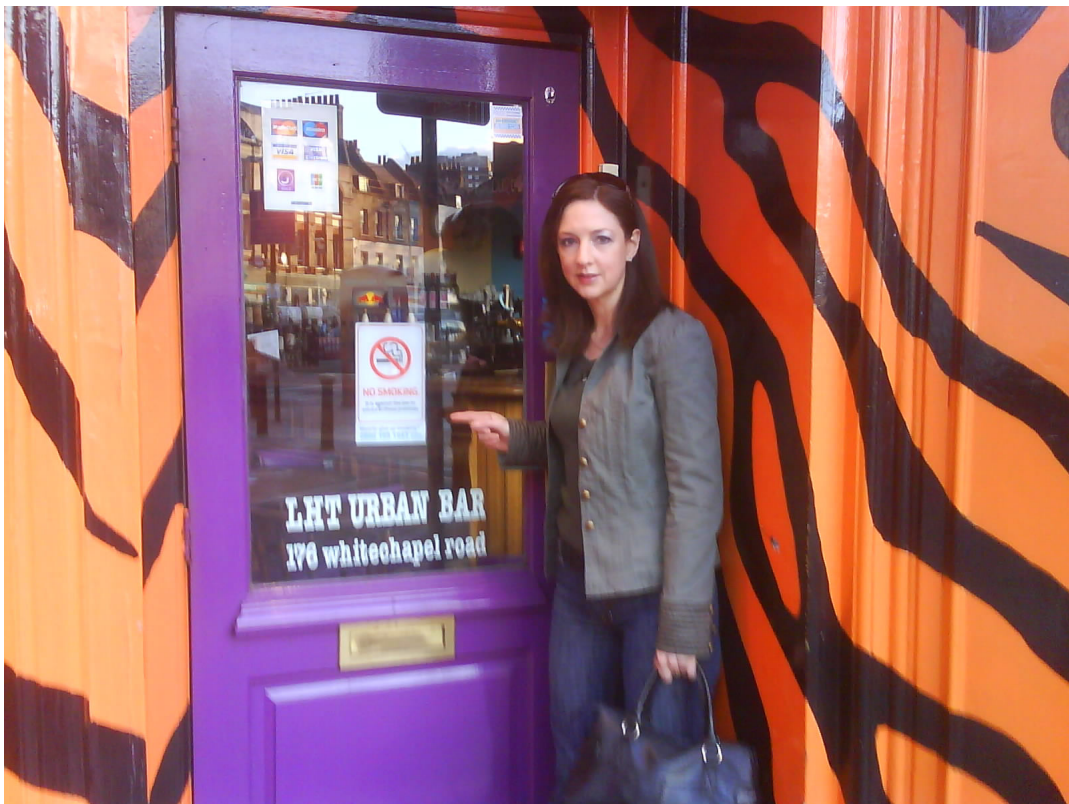
52. The introduction of the smoking ban and the raising of the legal age of sale for tobacco products to 18 are important tobacco control measures in the drive to reduce smoking prevalence. It is the role of the Local Authority to enforce legislation locally. The council's Trading Standards Services carry out surveys and undertake test purchases to ensure understanding of legislation and compliance.
53. The draft Tower Hamlets Tobacco Control Strategy recognises the increasing resource requirements that result from the new duties on enforcement officers and the wider trading standards teams. There are about 13, 500 businesses and premises in the Borough where the smoking ban currently applies. The Tobacco Control Strategy is in the process of being refreshed for 2008/9 and beyond and the level of activity possible by Tower Hamlets Council is dependant on available resources.
54. In 2007 all 404 premises selling tobacco products were visited in advance of the new sales legislation and 463 further visits were undertaken afterwards. 13 businesses were formally found to be non compliant because they were not displaying the "underage" statutory notice. One successful test purchase was obtained and the retailer undertook to comply with the legislation in future.
55. The Trading Standards Services plan to visit and test purchase 25% of tobacco retailers in 2008/9. This programme of work will combine enforcement with continued support to businesses.
56. If no additional resources are made available the level of activity possible will be largely reactive. Limited amounts of proactive work will be integrated into existing routine work streams. The levels of outreach and proactive work

achieved in 2007/8 will not be possible in 2008/9. The Tobacco Control Strategy action plans provide options based on additional funding and in the scenario that no extra funds are secured.

57. Public support for restricting smoking in public places is high with 91% of adults being in favour of restrictions in restaurants, 86% at work and 65% in pubs. The regulatory impact assessment estimated the effect of the recent ban would be to reduce the smoking prevalence by 1.7%. In Tower Hamlets this would mean approximately 3,200 fewer smokers. A recent paper on the cost-effectiveness of English smoking cessation services estimates that the average life-years gained per quitter is 3.59 years. In Tower Hamlets the impact of the ban could be to gain an additional 11,500 life-years for the local population.
58. Levels of compliance with the smoking ban in the borough were encouragingly very high at 98.5%. To date, twenty seven complaints about illegal smoking have been received and investigated. 106 requests for advice have been received from businesses, five written warnings have been given to businesses where smoking was illegally taking place and five written warnings have been given to premises that were not displaying the statutory signs.
59. Members would like to endorse the proposals in the draft Tobacco Control Strategy and action plan and support the request to maintain the level of funding at £230,000 which was the initial grant sum provided by the Government for 2007/08 to introduce the smoking ban. The programme of activities outlined in the action plan have the potential to make a much wider impact on reducing smoking prevalence compared to reactive enforcement activity but only if this funding stream continues.
60. The Council's Trading Standards Service also have responsibility for enforcing a number of statutes that restrict the sale of certain products namely such as alcohol, cigarettes, knives, solvents, fireworks and gaming software to under 18's. The last major survey of young people and smoking took place in 2005. There are central government targets to reduce the number of children between the ages of 11 and 15 who smoke regularly from a base line in 1996 to 11% by 2005 and 9% by 2010. The prevalence has plateaued since 1999 at between 9 and 10%. Girls are more likely to smoke than boys with prevalence at 10% girls compared to 7% for boys and the prevalence of smoking increases with age. Only 1% of 11 year olds smoke compared to 20% of 15 year olds.
61. Underage smokers when surveyed say they can acquire cigarettes easily. Most regular smokers aged 12-15 buy cigarettes from shops, although with more robust legislation and enforcement they are increasingly likely to be refused service. Younger smokers, in particular, also buy cigarettes from relatives. School pupils exchange cigarettes with their peers, sometimes for money. Regular smokers are also given cigarettes by friends and relatives; for occasional smokers, this is by far the most common source.



62. Demand for tobacco is highly price sensitive. A 10% increase in price is associated with an estimated 4% reduction in demand in higher income countries. Young people are at least as sensitive (perhaps two to three times more sensitive) to price as older adults. A recent systematic review of cross sectional studies from the United States found strong evidence for an association between cigarette prices and both the number of smokers aged 13 to 24 and the quantity each consumes.
63. Young people living in areas of the US with more stringent sales policies for underage customers are also less likely to smoke. Enforcing the minimum legal age for purchases can reduce illegal cigarette sales, but the evidence from controlled intervention studies is that the affect on actual smoking behaviour is weaker, presumably because underage smokers can acquire cigarettes from other sources. Unenforced voluntary agreements and educational interventions with retailers are less effective in reducing sales.
64. A visit to investigate the enforcement of breaches of trading standards relating to the selling of tobacco to under 18s was arranged in November 2007. In the company of a Trading Standards officer, Councillor Stephanie Eaton visited a number of premises including bars, restaurants, clothes shops and video outlets to ensure that the correct signs were in place and to encourage the placement of quit smoking advice leaflets. The vast majority of premises were fully compliant and, where they were not, informal information and advice was given with follow-up visits scheduled to ensure compliance.



## Widening Access to Smoking Cessation Advice & Services

**Review Objective:**

To investigate strategies to develop the capacity and skills of front line healthcare providers to support people in giving up smoking and chewing of oral tobacco.

65. Tobacco use in Tower Hamlets exceeds the national average both in its smoked and oral forms. The Panel received a briefing on the potential of front line health care staff to more widely deliver smoking cessation messages. Whilst there are some examples of effective practice there is huge potential for developing this area of work and for it to become a key component of the new strategy.

66. The current smoking cessation services in Tower Hamlets follows an evidence based model operating on three levels which relate to the individual's dependency and need matched with the appropriate intervention. The model is described as follows;

- **Level 1- Brief intervention from any front line health professional.** Essentially this involves assessing motivation to quit and signposting to quit services. It also reinforces to the individual that tobacco use is bad for your health and that there is effective treatment available to support you quit.
- **Level 2- Intensive 1-1 support and advice (and use of Nicotine Replacement Therapy and other pharmacological aids).** This is provided in Tower Hamlets in a number of ways by commissioning health professionals such as community pharmacists, practice nurses and community staff as well as many organizations from the voluntary sector who provide a service to those who may not traditionally access mainstream services.
- **Level 3 – Intensive support either on a 1-1 basis or using other methods.** This is currently commissioned from the specialist smokers' clinic who provide input to our local hospitals and for those people who need more intensive support, for example due to their level of addiction or complexity of their health needs. Most smokers want to quit and an intervention by a health care professional increases a person's likelihood of quitting.

67. Some of the barriers identified as deterring front line health care providers from delivering tobacco cessation advice are outlined below.

- **Smoking cessation fatigue** – the use of old tired messages and traditional ways of relaying health information
- **Lack of skill/training deficit** - Staff lack of confidence in how to do it
- **Changing face of health care providers** - Health care is now commissioned in many different ways so front line health care providers now span many organizations.
- **Too many demands on time** - Staff feel burdened by their workload

- **Perception /belief that smoking is a “lifestyle choice”** - Staff feel uncomfortable discussing it as they perceive it as a “lifestyle issue” with choice and do not understand the nature of the addiction.
  - **Fear that it will affect client relationship** – staff feel it may create a barrier between the health worker and patient.
68. The PCT have proposed a programme of work to address these barriers including a range of mandatory and voluntary training for health care workers and extending these training options to a wider range of front line providers. These options also need to be marketed more effectively to front line staff to motivate them and make them believe in what they are doing and why it is important.
69. There are also areas where there is only limited smoking cessation advice available. This includes the acute hospitals, out-patients and social service premises such as day centres, residential homes, learning disability services and youth programmes.
70. Most people see their GP at least once a year, and other health professionals at other times during the year. But at the same time, less than half of smokers say they remember being given advice on smoking by a GP, practice nurse or other medical person at any point during the last five years. GPs, practice nurses, midwives, dentists, pharmacists, health visitors and other health professionals are key sources of advice. These professionals have an important role to play in giving the kind of smoking cessation advice to match the specific needs of the patient accessing health services. Smokers need to be aware that those who know about health, advise them against smoking. Members recommend that the Primary Care Trust introduce measures to ensure all health professionals working in hospital or community settings offer advice to change smoking habits and refer smokers to services to help them quit, whenever possible.
71. The Tobacco Control Unit also highlighted issues around inactivity of smoking cessation advisers for example of the 350 level 2 advisers only half are currently active. There is evidence of inconsistency of approach with some advisers focussing on hard to reach groups and others working with larger more accessible groups. Around 350 people are trained to level 1 each year but there is a need to follow through on their activity and there is a need to make more use of spare capacity at the Level 2 and Specialist levels. Members welcomed plans to re-invigorate the pool of advisers available as well as plans to recruit and train more.

**Review objective:**

To evaluate the effectiveness of current strategies of engagement with key community groups and organisations, including targeting of high risk and “hard to reach” groups for smoking and tobacco cessation, specifically Bangladeshi males.

72. Tower Hamlets PCT commissions both generic and specialist smoking cessation services. The public can access these services directly by phone (free call number available) or in person (for example, through pharmacies), or by referral from primary care. All services are free of charge.
73. The generic services include:
- Smoking Cessation Clinic, Royal London Hospital – Staffed by psychologists, this service offers intensive support in the form of weekly group or individual sessions from two weeks prior to quitting to four weeks after quitting. Ongoing support is available for up to one year at weekly drop-in sessions. The clinic also provides a specialist service for pregnant women and their partners, and workplace-based sessions on a bespoke basis.
  - Pharmacists and other health care professionals - Almost all pharmacists in the borough as well as hundreds of other health care professionals in numerous settings are trained and registered smoking cessation advisers and are able to provide one-to-one advice. In addition, the PCT has just commissioned a local enhanced service for smoking cessation to be delivered through GP surgeries.
74. Specialist services include:
- Bengali Tobacco Cessation Project – This specifically aimed at members of the Bangladeshi community in Tower Hamlets who smoke or chew tobacco with paan. The project workers speak Bengali and have both male and female workers to allow for cultural sensitivities. The PCT is also carrying out a pilot smoking cessation project in the East London Mosque, where the majority of worshippers are Bangladeshi it is anticipated this will be continued and expanded on completion of the pilot.
  - Neighbours in Poplar – Poplar is one of the most deprived parts of the borough and contains some of the most deprived super output areas (small areas used by the census on average approximately 1500 people) in the country. The project is for vulnerable people living at home in the Poplar area of Tower Hamlets.
  - Ocean Somali Community Association – This is specifically aimed at members of the Somali community in Tower Hamlets.
  - Positive East – for people living with HIV and those who care for them.
75. The PCT's current plans for improving access to smoking cessation services for hard to reach groups in 2007/08 is looking to address the weaknesses of previous campaigns and develop much more targeted interventions for groups of smokers. The PCT have commissioned two separate social marketing interventions to increase uptake of smoking cessation services specifically for Bangladeshi men and an intervention focused on prevention of uptake amongst young people. There is also an ongoing peer education project being piloted in a secondary school which if successful will be rolled out across all the local authority secondary schools in the borough.
76. Tower Hamlets PCT have also commissioned 4 community groups (one in each locality) to deliver the health trainer initiative. As the organisations develop they will have an increasing role in both delivering smoking cessation

sessions and signposting people into other stop smoking services in the communities in which they are based.

77. An analysis of activity across the main providers of smoking cessation services in 2007 shows a contribution to quits of 37% by community providers, 23% from Pharmacists, 27% from the Specialist service and 11% by a range of primary care providers (GPs, Nurses and Counsellors) The quit rate is on average 36% and this varies quite considerably between service providers (in the range 60% to 20%). Similarly the cost per quit varies from around £500 per quit in the specialist unit to £250 per quit for community providers.
78. The Panel were keen that the PCT capitalise on the success of voluntary and community groups in achieving successful number of quit attempts, as this is probably indicates greater knowledge and experience of the needs of specific groups within our community.
79. The November stakeholder event to review the draft Tobacco Control Strategy looked at how to identify and target difficult to reach groups. The groups in the borough were identified as Mental Health service users, teenagers and pre-teens, people who are housebound, elderly, who have disabilities or who do not go outside the home for cultural reasons. Other 'hard to reach' groups are Black and Minority Ethnic groups, Shisha smokers and users of other types of tobacco or smokeless tobacco. Some of the solutions suggested in the discussion included a greater emphasis on relationship building with smokers, health bars to provide diversionary activities, cash for quitting and the need for sustained interventions.

## Smokeless Tobacco

### **Review Objective:**

To consider the strategies in place for the regulation and cessation of chewing tobacco (including Paan) and whether these products carry the legal health notices to the required standard.

80. Smokeless tobacco includes many different types of tobacco that you can chew, suck or inhale. Almost all brands of smokeless tobacco cause mouth cancer. In the UK, chewing tobacco is most common amongst South Asian communities and chewing paan in particular is a very old cultural practice. Most types of smokeless tobacco contain at least 28 different chemicals that can cause cancer and contain as much, if not more nicotine as smoked tobacco products. People who use smokeless tobacco absorb three to four times as much nicotine as smokers. The nicotine is absorbed more slowly and stays in the blood for a longer time.
81. There is little accurate information on the extent of use of oral tobacco products. There are also wide differences between the type of tobacco products used by different ethnic groups within the borough. It is known that Bangladeshi people are much more likely to both smoke and chew tobacco

and betel liquid, than the general population. This puts our Bangladeshi residents at a much higher risk of mouth cancer. The health risks of using Paan include the ingestion of tobacco (a carcinogen), and the consumption of areca nut which is a major cause of Oral Submucous Fibrosis (which causes oral stiffness and a problem opening and closing the mouth) and the development of precancerous lesions. Cancer Research UK have funded a pilot project in the borough to raise awareness of mouth cancer amongst the Bangladeshi part of the Community.

82. As part of this project four hundred adults who smoke or chew tobacco or betel liquid were surveyed. Less than half recognised chewing tobacco as a risk and only 64% knew that smoking can cause mouth cancer. Just 18% were aware that chewing betel quid without tobacco still increases mouth cancer risk.
83. In reviewing the wider range of communication strategies, enforcement work and tobacco cessation services, Members identified a gap across all work streams on tackling the issue of oral or smokeless tobacco consumption.
84. The Panel also discussed a briefing on the legality of oral tobacco products. Although these products are legal they are subject to the same health warning and labelling regulations which cover all tobacco products.
85. Members recommended that the profile of health risks around non-cigarette tobacco products needs to be raised amongst the groups that use them. There is also greater potential for cultural tobacco products to be marketed at children because of their bright colours, shiny wrappers and cheap cost. These products often enter the UK without duty added because they are imported as food (spices) products and there are very serious issues around the listing of ingredients and appropriate labelling, with products claiming to be tobacco free when they are not.
86. The mystery shopping exercise carried out by trading standards officer and Councillor Stephanie Eaton revealed widespread failure of correct labelling on these products. Purchased products either had no or inadequate health warnings and/or limited or no information on the ingredients. The Panel recommends that leaflets for both businesses and consumers be produced to highlight the risks of both selling and using oral tobacco products. These products have also been sent for content analysis and Members are keen to see the findings inform the production of the leaflets.



## Chapter 5 – Conclusion and Recommendations

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87. This section draws the key findings of the review together and makes a number of recommendations that we feel will contribute to improving Tobacco and Smoking Cessation in the Tower Hamlets.

88. The National Institute for Clinical Excellence recently concluded that reducing smoking prevalence among people in routine and manual groups, some minority ethnic groups and disadvantaged communities will help reduce health inequalities more than any other public health measure. It is therefore important that the new Tower Hamlets Tobacco Control Strategy includes challenging targets and delivers tangible improvements in health outcomes related to tobacco consumption.

### **Recommendation 1**

That the Tobacco Control Alliance include an elected member to reflect the health scrutiny role and raise the profile of this work.

89. In reviewing the composition and terms of reference of the Tobacco Control Alliance, Members were keen to see direct responsibility for the accompanying Communications Strategy to be added to the remit of the alliance.

### **Recommendation 2**

That the Communications Strategy accompanying the Tobacco Control Strategy be overseen by the Tobacco Control Alliance.

90. The analysis of communications strategies covering the full range of tobacco control interventions in the borough highlighted both successful measures as well as gaps in communication work as did the outcomes from the November 2007 stakeholder event for the strategy. The adoption of the Smokefree brand has clear benefits in terms of resourcing these products, the consistency of the stop smoking message and building a recognisable brand. Members were keen however for communication materials to reflect local issues particularly when targeting hard to reach groups and that there should be better analysis of what works well. Smokefree also excludes messages about use of other types of tobacco.

### **Recommendation 3**

That the Communications Strategy, design of future campaigns and resources for tobacco cessation publicity reflect the community of Tower Hamlets and take account of the results of social marketing exercises commissioned by the Primary Care Trust.



#### **Recommendation 4**

That communications resources be developed to target the users of all types of tobacco consumption, including chewing tobacco, paan and sheesha pipe smoking.

91. There is a lack of up to date information on smoking prevalence as well as what helps to motivate people to quit. The Smoking cessation helplines are well used and much more needs to be done to capture information to help profile smokers, understand their needs and what worked to help them contact a cessation service. The migration of the helpline to the Council offers opportunities to improve the type and levels of data held on people accessing cessation services.

#### **Recommendation 5**

That the Tobacco Control Unit develop a service level agreement with the new helpline provider to capture information to help understand user's needs and to gauge the effectiveness of communications resources.

92. we are awaiting the outcome of the laboratory tests on tobacco products from the enforcement and mystery shopping visits during the review. Where appropriate we wish to see the results used in local tobacco cessation campaigns.
93. Members would like to endorse the proposals in the draft Tobacco Control Strategy and action plan and strongly support the request to maintain the level of funding at £230,000 which was the initial grant sum provided by the Government for 2007/08. The programme of activities outlined in the action plan have the potential to make a much wider impact on reducing smoking prevalence compared to stand alone enforcement activity. During the course of the review the Tower Hamlets Primary Care Trust have agreed to fund the programme. Members welcome this outcome and would like to encourage future work to implement the strategy beyond 2009 to also be secured through the Council or the Primary Care Trust. A longer term funding solution would also enable the joint tobacco control partnership to have a more strategic role.
94. The enforcement visits highlighted the benefits of a light touch approach to enforcing the smoking ban and in working with businesses that sell tobacco. Whilst this reflects the Government guidance on implementing the new legislation in 2007 it is equally important that work carried out by enforcement officers is recorded in a way that demonstrates the outputs and outcomes from that work.

#### **Recommendation 6**

That the Trading Standards Team develops a business plan to demonstrate the time and effort involved in enforcement, education and support activities.

95. The evidence is that health care professionals can play a pivotal role in delivering the stop tobacco use message to the patients they see and to offer advice and appropriate referrals. This is currently an under utilised resource and there are barriers both perceived and actual to healthcare workers taking on this role. The panel agree that there should be a training programme for health care professionals to overcome these barriers and to encourage them to be more motivated about taking on this important public health role.

#### **Recommendation 7**

That the Primary Care Trust introduce measures to ensure all health professionals working in hospital or community settings offer advice to change smoking habits and refer smokers to services to help them quit, whenever possible.

96. The current range of smoking cessation services are good but there is a need to improve the flexibility of these services and the way they are provided. Members welcomed plans to re-invigorate the pool of advisers available as well as plans to recruit and train more.

#### **Recommendation 8**

That the PCT commission more Level 1 and Level 2 Smoking Cessation advisors and develop an action plan to re-energise inactive advisers.

97. A recent analysis of the role of local smoking cessation services in achieving quits highlighted the importance of community organisations accounting for 39% of quits in 2007. The Panel were keen that the PCT capitalise on the success of voluntary and community groups in achieving successful number of quit attempts.

#### **Recommendation 9**

That the PCT commission more voluntary and community sector organisations including exploring options through the Tower Hamlets Partnership to deliver smoking cessation services.

## Scrutiny in Tower Hamlets

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To find out more about Scrutiny in Tower Hamlets

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# Agenda Item 10.1

<b>Committee:</b> Cabinet	<b>Date:</b> Wednesday 30 <sup>th</sup> July	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b> Corporate Director, Communities Localities & Culture  <b>Originating officer(s)</b> Shazia Hussain – Interim Director THP		<b>Title:</b> TH Partnership Governance Refresh  <b>Wards Affected:</b> All		

## 1. **SUMMARY**

- 1.1 This report provides the Terms of Reference for the TH Partnership Governance Refresh.

## 2. **RECOMMENDATIONS**

Cabinet is recommended to:-

- 2.1 Approve the proposed Governance Structure for the Tower Hamlets Partnership, attached at Appendix 1 to the report and agree implementation from September 2008.

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### **Local Government Act, 1972 (As amended) Section 100D List of “Background Papers” used in the preparation of this report**

Brief description of “back ground papers”	Name and telephone number of holder and address where open to inspection.
<b>Appendix 1 - Governance Structure Terms of Reference</b>	<b>Shazia Hussain, Interim Director, Tower Hamlets Partnership</b> Communities Localities & Culture, Anchorage House (4 <sup>th</sup> Floor), 2 Clove Crescent 0207 364 4470

### **3. BACKGROUND**

- 3.1 The Tower Hamlets Partnership has been refreshing the Community Plan and developing a new Local Area Agreement (LAA) during 2007/08. As part of the Community Plan refresh the Partnership has taken the opportunity to refresh its governance structures to ensure they are fit for purpose to deliver the new Community Plan 2020 and are in line with Changing Government legislation, including the White Paper on Strong and Prosperous Communities and Comprehensive Spending Review 2007.

### **4. REPORT**

- 4.1 It was recognised when the Partnership first came into being in 2001 that its structures and processes would need to be kept under review to ensure it worked effectively and in line with local, regional and national developments. In period of cost efficiency, a greater emphasis on the duty to involve and an increasing emphasis on joint partnership performance and assessments, a review has been carried out. The Partnership carried out 3 Partnership Away Days, February 07, September 07 and February 08 on the Community Plan and Governance Refresh.

- 4.2 The Partnership Away Day on the 9<sup>th</sup> February 2008 agreed five aspects of effective partnerships that have been considered in developing these Terms of Reference:

- Trust between partners
- Understanding of the cultures and aims of different partners
- Shared values
- Common vision
- Clarity about working arrangements
- Arrangements for resolving differences

- 4.3 The Terms of Reference attached (Appendix 1) have now been agreed and approved by the Partnership Management Group and are timetabled for implementation in September 2008.

### **5. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 5.1 This report sets out the terms of reference for Tower Hamlets partnership, no specific financial implications arise from the report

### **6. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)**

- 6.1 No specific legal implications arise from the report.

### **7. EQUAL OPPORTUNITIES IMPLICATIONS**

7.1 The Partnership is undertaking a “super” Equalities Impact Assessment of its structure and function over summer 2008 to assess its impact on and deliver to the six equality strands.

**8. ANTI-POVERTY IMPLICATIONS**

8.1 No specific implications.

**9. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

9.1 No specific implications. The Partnership will have responsibility for agreeing priorities, targets and strategy through development and regular review of the Community Plan, as well as monitoring and ensuring the delivery of the Partnership’s priorities as set out in the Community Plan and Local Area Agreement.

**10. RISK MANAGEMENT IMPLICATIONS**

10.1 No specific implications.

**Appendices**

Appendix 1 – Tower Hamlets Partnership Governance Structure

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# **The Tower Hamlets Partnership**

Terms of Reference



## What's changed and why:

- The three strands of the partnership will remain, but with redefined roles that
  - improve 'internal' and 'external' partnership accountability
  - align the LAA process with the CPAGs
  - provide a stronger focus on delivery of improved outcomes
  - develop a joint partnership performance framework
  - ensure clear Partnership communication

## Outcomes:

- **Long term** - deliver the Community Plan strategy, vision and outcomes
- **Medium term** - deliver the Local Area Agreement targets and locally defined priorities
- **Short term** - engage stakeholders so that they can make a contribution to the design and delivery of the above through local priority setting

## The 3 Spheres:

### Strategic Co-ordination – WHAT

With 2 key parts:

- Partnership Board
- Partnership Executive

### Strategic Delivery function – HOW at a strategic level

5 Community Plan Delivery Groups

1. Children and Young Peoples Partnership
2. Safer Communities
3. A Good Place for Living
4. Healthy and Supportive Communities
5. Prosperous Communities

### The Locality Delivery function - HOW at a local level –

8 local Area Partnerships (LAPs)

Local Delivery Networks in each LAP area.

## The frequency – WHEN

The Board will meet 4 times a year, all other meetings will be bi-monthly. The bi-monthly meetings should ensure the Delivery Groups meet one month and feed outcomes into the LAP SG which meet in the alternate month. This will ensure a constant state of debate and delivery to inform the work of the Partnership Executive.



### **Partnership Board:**

The Board would ensure wide scale involvement of all partners and have overall responsibility for the delivery of the Community Plan. It will involve local residents and key players from the public, private, community and voluntary sector.

#### Proposed membership

- Leader of the Council as the Chair of the Partnership
- Lead Member for Regeneration, Localisation and Community Partnerships
- Resident Vice Chairs from the Local Area Partnerships
- Partner Chairs of the Community Plan Delivery Groups
- Faith leaders from the principal faith groups (A Muslim and Christian representative invited from the Inter Faith Forum)
- The Young Mayor and Deputy Young Mayor
- 2 Third Sector representatives from umbrella bodies
- 2 Business representatives
- The Chief Executive of Tower Hamlets Council
- The Chief Executive of the Primary Care Trust
- The Borough Commander, Metropolitan Police
- Chair of the Tower Hamlets Housing Forum
- The Chief Executive of Job Centre Plus
- The Borough Commander for the Fire Brigade

### **Its role:**

Acting as the governing body of the partnership it will have responsibility for the following:

- overseeing an effective strategic partnership
- agreeing priorities, targets and strategy through development and regular review of the Community Plan
- monitoring and ensuring the delivery of the Partnership's priorities as set out in the Community Plan and Local Area Agreement

Meetings will normally be closed to allow for consistent attendance and dialogue, with only resident observers permitted. However, one meeting a year may be open to provide a more consultative process. All members would have the opportunity to make proposals, ask questions and raise objections but only for the best interest of the Partnership and on behalf of their spheres of the Partnership (Delivery Groups and LAPs). Each member would be expected to sign up to a code of conduct which outlines their roles and responsibilities as well as commitments. This would be part of the Partnership Charter.



The Board will meet 4 times a year. Intelligence provided to this board will come from the Partnership Executive.

**Meeting 1** – Progress Review and Priority Setting (End November):

This meeting will review progress on key annual targets (LAA and local priorities) and inform the forthcoming priorities. It will be aligned with the budget setting process of the Council and where possible other partners such as the police and the PCT. Joint budget setting priorities with the Partnership priorities will identify risks to delivery and a review of commissioning approaches over the next annual cycle.

Performance information will be circulated prior to the meeting to allow for any questions to be put forward *before* the open meeting takes place, and solutions explored in time for the meeting, enabling informed and effective decision making processes.

**Meeting 2** – planning and commissioning activity (February):

With priorities established in meeting 1, this meeting will review where mainstream services will deliver improvement, and where joint commissioning needs to take place. All commissioning should contribute to improvements set out in the LAA targets, and reflect locality priorities.

**Meeting 3** – Mid cycle monitoring (May):

This meeting is an opportunity to check that commissioning has taken place as agreed at the last meeting, consider the SWOT analysis of achieving targets by the end of the year, and make necessary amendments/interventions where required in order to achieve success.

**Meeting 4** – Monitoring

Review and monitor progress in line with the above. Initiate discussions about future priorities and agree data required for next meeting.

In between this meeting and the first meeting of the next cycle, a series of public workshops will be conducted (similar to the Community Plan workshops conducted last year), and the outcomes available in time for the next meeting. This will double up as the Council's budget consultation (which is a statutory requirement).

Meeting 4 will agree the focus of those workshops in line with discussions throughout the year.



In addition, the Partnership will host a cross Borough Partnership day to help raise the profile of the work of the Partnership or to highlight a particular priority, reflecting the LAA targets and community plan aspirations.

### **Partnership Executive:**

The Executive will be chaired by the Leader of the Council in his/her capacity as Chair of the Partnership and to ensure a clear link with the Partnership Board. The Lead Members for Regeneration, Localisation and Community Partnership, and Employment and Skills will have a standing invite to all meetings.

The Partnership Executive can only take decisions that are within the powers delegated to chief officers by their respective organisations and is not a decision making body in its own right.

The principal role of the executive will be to bring together the most senior officers of those organisations primarily responsible for delivering public services in Tower Hamlets, so that:

- Management actions in each of the partner organisations are co-ordinated and designed to optimise and accelerate delivery of the Community Plan;
- Performance management of LAA targets is overseen by chief officers at a partnership level;
- Opportunities for co-operation, shared services and efficiency are identified and realised;
- Actions that require Board level approval (e.g. Cabinet in the case of the Council) are progressed through the governance arrangements of each of the delivery organisations.

### **Proposed membership**

- Leader of the Council as Chair of the Partnership
- Chief Executive of Tower Hamlets Council
- Chief Executive of the Primary Care Trust
- Borough Commander, Metropolitan Police
- Chair of the Tower Hamlets Housing Forum
- Chief Executive of a Third Sector Umbrella Body
- Chief Executive of Job Centre Plus

### **Standing invitation**

- Lead Member for Regeneration, Localisation and Community Partnership
- Lead Member for Employment and Skills



The Executive will bring the key elements of the work of the existing Excellent Public Services CPAG and the LAA Cross Block meetings. It will meet 4 times annually 3 weeks before the Partnership Board meets to inform dialogue.

It will have the key function of strategic co-ordination for the Partnership with responsibility for implementing the decisions of the Partnership Board, to which it will be directly accountable.

The Executive will bring together the chief officers of the main partners as well as the voluntary and community sector umbrella body. Its overall purpose will be to drive delivery of the Local Area Agreement and the Community Plan. A key responsibility for the group will be to ensure the One Tower Hamlets theme crosses all areas of work and reflect key borough wide initiatives such as the Olympics.

It will be tasked with bringing challenge, ambition, acceleration and excellence to the quality and improvement of services across Tower Hamlets. In particular, the remit will be to focus on risks to delivery and identify and broker solutions.

It will:

- refer issues, and report to, the Partnership Board;
- be responsible for joint strategic 'horizon gazing', development and delivery;
- align and coordinate mainstream budgets to support partnership working;
- provide cross-partnership challenge;
- identify and broker solutions to any barriers to delivery;
- task and commission activity to implement these solutions;
- have a close working relationship with each of the 5 CPDGs who will be held to account for the Community Plan and LAA targets identified under their themes. The 5 CPDGs will report quarterly to the executive on progress and potential risks.

### **Community Plan Delivery Groups (Delivery Groups):**

There will be 5 Delivery Groups:

1. Children and Young Peoples Partnership
2. Safer Community
3. A Great Place for Living
4. Healthy and Supportive Community
5. Prosperous Community



Their primary purpose will be to deliver the key Local Area Agreement and Community Plan targets and initiatives within their thematic area and accelerate service improvement.

They will do this by:

- Helping to deliver the Community Plan strategy;
- Developing borough wide and local strategies;
- establishing an annual delivery plan to delivery of the relevant LAA targets;
- using the annual delivery plan to identify gaps and bring a cross-partnership problem solving approach to service improvement;
- using existing and new budgets to jointly commission activity to deliver the agreed LAA and Community Plan;
- promoting and extending joined up working and shaping mainstream services to achieve agreed goals;
- establishing ways to work together across partners to implement the plan.
- identifying emerging needs and priorities in consultation with LAPs and relevant local groups (through the Local Delivery Networks);
- agreeing local initiatives to address service acceleration;
- regularly joining up the local and borough wide priorities;
- gathering and reviewing evidence and local intelligence to inform decisions and forward planning;
- developing joint performance systems and frameworks
- developing business excellence models for service improvement.

It is important to note that two of the five Delivery Groups are statutory partnerships and these will also have separate lines of accountability.

Membership will be made up of lead cabinet member and relevant partner agency officers needed to deliver the annual delivery plans. All groups will be able to establish sub groups where required.

The Delivery Groups will be:

- Co-Chaired by a relevant lead member and a lead partner
- Corporate Director from the Council will act as the Chief Operating Officer

Suggested (but not exhaustive) Membership:

### **Children and Young Peoples Partnership**

Co-Chaired Corporate Director of Children Services and Lead member for Children Services.

Membership stays as current except the LOC rep will be replaced with a representative from the Education & Improvement Partnership



Tower Hamlets Housing Forum rep

### **Safer Community**

Suggested membership:

Co-Chaired by Borough Commander Lead member for Cleaner, Safer, Greener

Chief Operating Officer

COO - LBTH CEO

Service Head Community Safety

Service Head Youth and Community Learning

London Fire Service

Probation Service

Thames Magistrate Services

AHWB / Adult Protection rep

D&R planning / regen rep (Master planning team)

Third Sector Representative Bodies that reflect the diversity of the remit

Tower Hamlets Housing Forum rep

### **A Great Place for Living**

Suggested membership:

Co-Chaired by Chair of THHF and Lead member for Culture and Leisure

COO - Communities Localities and Culture Corporate Director

Service Head of Public Realm

Service Head of Culture

Service Head of Strategy

CEO of Leaside Regeneration

TFL

Third Sector Representative Bodies that reflect the diversity of the remit

Thames Gateway

Children's Services / AHWB reps

Play Association, Tower Hamlets Representative

Third Sector Representative Bodies that reflect the diversity of the remit

Tower Hamlets Housing Forum rep

### **Healthy and Supportive Community**

Suggested membership:

Co-Chaired by lead CEO of PCT and Lead member for Health and Wellbeing

COO – Corporate Director of Adult Services

Director of Public Health

Director of Primary Care

Mental Health Trust

Barts and London

Adult Services Corporate Director





Service Head Disability and Health  
Service Head Culture  
Age Concern  
Children's social care rep  
ECM 'Be Healthy' Lead (PCT)  
LINK representative  
Adult Services Providers Forum Rep  
Third Sector Representative Bodies that reflect the diversity of the remit  
Tower Hamlets Housing Forum rep

### **Prosperous Community**

Suggested membership:  
Co-Chaired by CEO of ELBA and Lead member for Employment and Skills  
COO - Corporate Director of Development and Renewal  
Canary Wharf Group  
Job Centre Plus  
Metropolitan University  
LSC  
Tower Hamlets College  
Corporate Employer  
Service Head of Young People and Learning  
LDA  
Chair of TH Business forum  
AHWB rep(s)  
Housing Strategy rep  
D&R planning / regen rep  
Tower Hamlets Community Legal Services Partnership  
Tower Hamlets Education Business Partnership  
Third Sector Representative Bodies that reflect the diversity of the remit  
Tower Hamlets Housing Forum rep

### **LAP Steering Groups:**

8 Local Area Partnership steering groups across the borough, 2 wards in each LAP area except LAP 1 – which has 3 wards.

Purpose of the LAPs will be to:

- help deliver the Partnership's objectives and to contribute to performance against the targets set out in the Local Area Agreement;
- develop innovative approaches to the delivery of key targets at a local level based on gathering intelligence, promoting joint working and joint problem solving at a local level;



- work with the CPDGs to agree local activities and projects directly linked into the LAA targets most relevant for focus in their LAP area;
- review and monitor localised evidence on performance and outcomes to inform action planning;
- develop local participation and empowerment;
- help build local capacity;
- channel entrepreneurial energy.

Each LAP will meet bi-monthly and have a membership of 26:

15 residents

6 Ward Councillors

5 service providers reflecting the 5 Delivery Groups

Membership will be for 2 years.

Each LAP will have a Chair who will be one of the ward Councillors and a Vice-Chair who will be a resident member. All resident members will be invited to join through a formal application process, identifying their skills and relevance to the local priorities.

Steering groups will be closed with resident observers permitted at the meetings.

The LAP should ensure that as far as possible resident members are broadly reflective of residents of the area. This means that the LAP should have regard to gender, age and ethnicity of resident members as well as ensuring that the different wards that make up the LAP are reflected in a reasonably equitable manner.

Each LAP will be expected to work with the Delivery Groups to agree a set of priority projects/activities for their local area to help deliver the LAA and the Community Plan. These will be developed in consultation with the Delivery Groups and based on robust data including:

- Performance and statistical data
- Financial data
- The views of local residents

Each Steering Group will be expected to host 4 LAP open meetings – these will be in line with the 4 Partnership Board meetings and will ensure that when the Chairs of the LAP attend the Partnership Board meetings they are representing the local views and priorities. These events will be the opportunity for greater participation in setting local priorities and engaging in delivery of the Community Plan. The steering group members will be held to account at these meetings and will be expected to show progress against priorities.



### **Local Delivery Networks:**

Each LAP Steering group will have an overarching principle that they will engage with Local Delivery Networks in their locality to improve service delivery. Local Delivery Networks will be developed through the Local Management Team.

### **Partnership Support:**

In addition, and serviced by the Strategy and Performance team, there will be a Partnership Support Group along the lines of the Community Plan Officers Working Group which has developed the current Community Plan. This officer Group will include leads on performance/policy/strategy from the key Council Directorates and Partner agencies to oversee policy development and delivery arrangements.

### **Participation & Engagement**

The participation of residents in shaping services will be coordinated by the Participation & Engagement team. They will develop a Centre for Good Practice that supports services in:

- identifying hard to reach groups;
- identifying appropriate methods of engagement;
- developing a coordinated and targeted feedback process of all participatory activities.

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Committee <b>Cabinet</b>	Date <b>30<sup>TH</sup> July 2008</b>	Classification <b>Unrestricted</b>	Report No.	Agenda Item
Report of <b>Corporate Director of Resources</b>  <b>Corporate Director of Development &amp; Renewal</b>  <b>Corporate Director for Communities Localities and Culture</b>		Title <b>WORKING NEIGHBOURHOODS FUND</b>  Ward(s) Affected <b>ALL</b>		

## **1      *SUMMARY***

- 1.1.    The Working Neighbourhoods Fund (WNF) is a new funding stream announced by the Government in December 2007. As part of the Area Based Grant pool, WNF is a non-ringfenced grant. However, the Government has made it clear that the main purpose for which the grant has been allocated, and the basis on which it has been distributed to local authorities, is for the purposes of tackling worklessness in local communities. This objective sits comfortably with the strategic objectives of the Council and Tower Hamlets Partnership and addresses a significant local issue.
  
- 1.2.    This report sets out the challenges in addressing worklessness in Tower Hamlets and recommends priorities for the Working Neighbourhoods Fund and a process for commissioning proposals for its effective use.

## **2      *RECOMMENDATIONS***

Cabinet is recommended to;

- 2.1.    Note the level of WNF funding available in 2008/09 and the two subsequent financial years.
- 2.2.    Agree the commissioning strategy for the Working Neighbourhoods Fund set out at Appendix A
- 2.3.    Agree the commissioning process involving the Tower Hamlets Partnership set out at Appendix B, including addressing the key issues for decision in section 4

### 3 BACKGROUND

- 3.1. The Working Neighbourhoods Fund is a non-ring fenced part of the Area Based Grant. Tower Hamlets has been allocated funding as follows

2008/09	£10.294m
2009/10	£11.054m
2010/11	£11.250m.

- 3.2. The WNF was launched jointly by the Department for Communities and Local Government and the Department for Work and Pensions in December 2007.
- 3.3. The WNF has been allocated to authorities to provide resources to tackle worklessness and low levels of skills and enterprise in the most deprived areas. The Government has stated that there will be a reward grant element on the basis of achievement of worklessness based LAA targets.
- 3.4. As part of the Area Based Grant, the authority is free to allocate the funding entirely in accordance with its own priorities. However since worklessness is a significant local issue which figures prominently amongst community priorities, it is appropriate that this grant should be allocated substantially to tackling worklessness issues.
- 3.5. This report proposes:

A strategic context within which this fund should be allocated and managed  
[Appendix A]

An outline process of decision for the commissioning of specific proposals  
[Appendix B].

- 3.6. The Working Neighbourhoods Fund supersedes the Neighbourhood Renewal Fund, which operated between 2001 and 2008 and was used in Tower Hamlets to fund partnership interventions at local and Borough level to address all Community Plan themes. The NRF was also used to provide funding for the partnership infrastructure, and it is proposed that this should continue, although it will be necessary for the costs of the partnership infrastructure to reduce in line the reduction in funding between NRF and WNF.

It is important to recognise the extent to which WNF contrasts with the broader objectives of the NRF. In the case of the latter the focus was a range of neighbourhood renewal activity to tackle deprivation, In the case of the former the key Government guidance on WNF describes it as a more focused approach targeting worklessness in deprived areas.<sup>1</sup> The guidance introduces the new WNF as '*part of a concerted drive to get people off welfare and into training and work*'

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<sup>1</sup> *The Working Neighbourhoods Fund*, Department for Communities and Local Government, Department for Work and Pensions, November 2007

and as aiming to ‘stimulate councils working with communities to take a fresh look at the problems of worklessness, and find proactive and innovative solutions which build on achievements to date.’

- 3.7. 2008/09 is a year of transition between the NRF and WNF regimes. In view of this, while the process for allocating WNF has been developed, a relatively small number of NRF interventions which are broadly consistent with the NRF criteria have been allowed to continue until 30<sup>th</sup> September 2008. This list has been agreed with the Partnership Management Group. In addition, some elements of the NRF Living Well Programme are also continuing until 30<sup>th</sup> September, funded from NRF resources carried forward for the purpose from previous financial years. A full list of run-off schemes is included at Appendix C.
- 3.9. The table sets out the WNF funding that is available during the period 2008/09-2010/11, although it should be noted that allocations for later years are currently indicative;

	<b>2008/09 £000s</b>	<b>2009/10 £000s</b>	<b>2010/11 £000s</b>
Working Neighbourhood Fund grant allocation	10,294	11,054	11,250
Neighbourhood Renewal Funds carried forward from previous years	938	NIL	NIL
	<b>11,232</b>	<b>11,054</b>	<b>11,250</b>
Neighbourhood Renewal Fund schemes 1 <sup>st</sup> April -30 <sup>th</sup> September 2008	3,180	NIL	NIL
Partnership costs (net of partner contributions in 2008/09)	970	1,892	1,892
<b>Balance of WNF funding available</b>	<b>7,082</b>	<b>9,162</b>	<b>9,358</b>

#### 4. Process

The context for the working neighbourhoods fund is set out in Appendix A.

As with its predecessor, the Neighbourhood Renewal Fund (NRF), it is proposed to manage the allocation of WNF and the delivery of outcomes through the Tower Hamlets Partnership, thus providing the opportunity to target resources for optimum benefit at community level. The proposals in this report benefit from several years experience of delivering NRF projects in this way, and take account of the current review of the working of the partnership. Working in this way, we aim to leverage the skills and expertise of not only our key public and private sector partners but also established relationships with the Third Sector.

The Strategy paper has been developed by officers from Development and Renewal, the Partnership, Resources Directorate and Strategy and Performance. The paper was considered by a group of cross-Partnership officer representatives and by Corporate Management Team on 2<sup>nd</sup> June.

The outline commissioning process is based on decisions taken by the Council and the Partnership Management Board and seeks to learn lessons from the allocation of Neighbourhood Renewal Funding (NRF) to ensure that resources are allocated strategically within a clear commissioning approach. Further detail underlying the outline process is being developed by Partnership officers.

A process for rigorous audit and performance management of commissioned spend and activity is also being developed, led by officers in the Resources Directorate. The process will be integrated within the new Partnership governance structures and performance management arrangements.

## **5 CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)**

- 5.1 Programmes to tackle worklessness in local communities will assist in the improvement of the economic and social well-being of those communities and funding in whole or part is authorised under Section 2 Local Government Act 2000.
- 5.2 There are no specific legal implications arising from this report though as the initiative is pursued it is likely that matters giving rise to legal consequences will arise and these will be addressed as and when necessary

## **6 COMMENTS OF THE CHIEF FINANCIAL OFFICER**

The Working Neighbourhoods Fund is a new funding stream from the Government covering the period 1<sup>st</sup> April 2008- 31<sup>st</sup> March 2011. It has been allocated as part of the Area Based Grant pool and is, therefore, a non-ringfenced grant. The Government has, however, announced that the main purpose of the grant is to tackle worklessness in deprived areas and has indicated reward elements if LAA worklessness targets are achieved.

The process outlined in the report would commission work on the basis of agreed priorities and seek specific and measurable outcomes. Whilst it is proposed that the grant should be allocated through the Partnership, the accountable body for the grant is the Council and systems and procedures will need to put in place to ensure the grant is spent in accordance with priorities

Other financial implications are set out in section 3.9.

## **7 EQUAL OPPORTUNITIES IMPLICATIONS**

Allocation of grant will need to ensure that commissioned services deliver the Council and Partnership's standards and policies in relation to equal opportunities.



**8 ANTI-POVERTY IMPLICATIONS**

The purpose of the grant is to tackle worklessness, which also has a direct implication for tackling poverty.

**9 SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

There are no direct sustainability implications of this report.

**10 RISK MANAGEMENT IMPLICATIONS**

Systems and procedures put in place to allocate and monitor the achievement of outcomes will need to have appropriate regard to risk.

**11. EFFICIENCY STATEMENT**

The process outlined in the report would commission work on the basis of agreed priorities and seek specific and measurable outcomes. Monitoring of results and performance management against worklessness targets will optimise the extent to which the use of this funding is effective in meeting local priorities, and thus optimise efficiency.

**12 INDEX OF APPENDICES**

<b>Appendix</b>	<b>Detailing the following:</b>
A	Working Neighbourhoods Fund Strategy Statement
B	Working Neighbourhoods Fund Commissioning Process
C	Neighbourhood Renewal Fund Projects funded until 30 <sup>th</sup> September 2008

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**LOCAL GOVERNMENT ACT, 1972 SECTION 100D (AS AMENDED)**

**LIST OF "BACKGROUND PAPERS" USED IN PREPARATION OF THIS REPORT**

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<b>Brief description of "background paper</b>	<b>Name and telephone number of holder and address where open to inspection</b>
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None

## Appendix A

### Working Neighbourhoods Fund – Strategy Statement

#### 1. National strategic context for WNF

The Working Neighbourhoods Fund (WNF) element of the Area Based Grant has been allocated to local authority areas where evidence indicates significant challenges of high numbers of people without work and low levels of skills/enterprise. In contrast with NRF, where the focus was a range of neighbourhood renewal activity to tackle deprivation, the key Government guidance on WNF describes it as a more focused approach targeting worklessness in deprived areas.<sup>2</sup> The guidance introduces the new WNF as *'part of a concerted drive to get people off welfare and into training and work'* and as aiming to *'stimulate councils working with communities to take a fresh look at the problems of worklessness, and find proactive and innovative solutions which build on achievements to date.'*

WNF is not just about money. It is about new ways of working. The new approach recognises that tackling concentrated unemployment in deprived areas requires a localised approach which takes account of local issues and the inter-relationship between different types of deprivation. Therefore WNF is allocated as a non ring-fenced element of Area Based Grant to enable the development of locally appropriate solutions to address local needs and priorities. In addition, there is recognition that there will be a need to address certain issues on a sub-regional as well as a local basis and there is an expectation that future funding of multi-area City Strategy partnerships will draw on WNF funding.

#### 2. Local context

- The Tower Hamlets Partnership has agreed its key priorities in the new Community Plan and Local Area Agreement. These priorities have been informed by needs analysis and local consultation. The priorities fit well with the Government's aims for the Working Neighbourhoods Fund. We have identified the achievement of Prosperous Communities as a key theme – focusing on learning and skills, reducing worklessness and fostering enterprise. The Plan also has a key underlying vision of One Tower Hamlets – enabling all our diverse communities to fully participate in and benefit from improvement. The Partnership also recognises that high levels of worklessness are a key factor in the poor health of the Borough, whilst poor health and well being create significant barriers to employment for economically inactive people. Locally, it is also recognised that we should also include a focus on breaking inter-generational cycles of deprivation for the most excluded groups through early prevention approaches. This may also involve reducing crime and anti-social behaviour to create a borough where both employers and employees are safe and secure, As with all initiatives, funding for projects in this area will need to be mindful of the primary focus of the WNF, namely to explicitly reduce worklessness.

There is already considerable work in the borough tackling worklessness – in particular as part of the City Strategy pilot and through the Employment Task Group's work delivering our existing Regeneration Strategy and Welfare to Work. This work has given us a strong understanding of some of the drivers of worklessness locally. We do not have a shortage of jobs in Tower Hamlets – but local people are not always able to access these. Specific local issues which we need to address include:

- low skills – nearly a quarter of the working population have no formal qualifications<sup>3</sup> and there are comparatively low levels of young people achieving Level 2 skills levels by 19 and a low level of apprenticeships locally;
- a high number of workless families with two parents out of work, impacting on child poverty and creating a culture of worklessness;

<sup>2</sup> *The Working Neighbourhoods Fund*, Department for Communities and Local Government, Department for Work and Pensions, November 2007

<sup>3</sup> *Annual Population Survey*, NOMIS 2007

- growing evidence of correlations between parents out of work and young people less likely to enter the workforce;
- a high level of disengagement from the labour market – 54,000 of those out of work are economically inactive and 40,000 of those indicate they do not want to work<sup>4</sup> ;
- high levels of those out of work and claiming Incapacity Benefit;
- low levels of employment for those with a disability, who are not eligible for Incapacity Benefit
- lower employment rates in ethnic minority communities<sup>5</sup>, underpinned in some cases by poor English language skills;
- high levels of ‘churn’ with people getting jobs but not always sustaining these<sup>6</sup>;
- high housing costs and consequent high levels on housing benefits<sup>7</sup> creating risks for those who come off benefit to take up employment;
- high and growing proportion of young people in the local population<sup>8</sup> – early intervention with those at risk of worklessness to ensure an effective transition from education to employment could have considerable impact.

The borough also has considerable opportunities, however, to impact on worklessness. The borough has a strong economy and one of the highest levels of business growth nationally. In addition, we have good and improving schools where attainment has been improving above the national average. In 2012, we will be one of the host boroughs for the Olympics and this has the potential to provide a catalyst for accelerating improvements in employment.

In view of these issues the Tower Hamlets Partnership has prioritised worklessness and skills within its Local Area Agreement targets. Of the 35 targets, 8 are directly focused on reducing worklessness and improving skills levels, as follows:

- NI151 Employment rate
- NI152 Working age people on out of work benefits
- NI153 Working age people on out of work benefits in the worst performing neighbourhoods
- NI146 Adults with learning disabilities into employment
- NI150 Adults in contact with mental health services into employment
- NI 79 Achievement of a level 2 qualification by age 19
- NI 80 Achievement of a level 3 qualification by age 19
- NI117 16-18 year olds who are not in education, employment or training
- NI106 Young people from low income backgrounds progressing to higher education

In addition, the following targets focus on early intervention to prevent future worklessness by supporting children and young people and, recognising the links between crime and unemployment, reducing crime and anti social behaviour:

- NI116 Proportion of children in child poverty
- NI110 Young people’s participation in positive activities
- NI112 Under 18 conception rate
- NI 19 Rate of proven re-offending by young offenders
- NI 40 Drug users in effective treatment
- NI 21 Dealing with local concerns about anti-social behaviour and crime by the local council and police
- 

The LAA also includes 16 statutory targets relating to educational attainment, the achievement of which will also be key to providing young people with the skills they require to access employment in the future.

<sup>4</sup> Annual Population Survey: 54,000 represents 52.7% under 25, 29.2% 25-49 and 72.6% over 50

<sup>5</sup> Annual Population Survey, NOMIS

<sup>6</sup> 12,000 new Job Seekers’ Allowance claimants per year compared to 7,000 helped into work (*Job Centre Plus data*). SQW report for Tower Hamlets (name/date etc.)

<sup>7</sup> 86% of Council tenants claim Housing Benefit (*Council snapshot, March 2008*)

<sup>8</sup> National Census 2001, NOMIS and Greater London Authority Demographic Projections 8.06

Government has indicated that it will be agreeing a smaller number of up to around 5 LAA targets which will be subject to WNF reward grant<sup>9</sup>. These are yet to be agreed but will need to reflect our proposed approach to WNF commissioning.

In line with the recommendations of the recent Overview and Scrutiny report evaluating the use of Neighbourhood Renewal Fund in the borough, we are taking a strategic commissioning approach to the deployment of WNF. This will take place in the context of the emerging Employment and Enterprise strategies which will set out the local evidence about what needs to be done and produce broad action plans essential to make a long term difference. The strategies will accelerate further co-ordination of activities and resources to tackle employment Partnership-wide.

Within the context of these emerging strategies, WNF will be used to commission programmes of activity which address the local contextual issues identified in order to help us achieve the LAA targets outlined above. The nature of the local issues will require both short term and long term action. We need to remember, however, that the most effective indicator for measuring progress on worklessness is the employment rate. Guidelines on targets have now been published and the Government suggested target for Tower Hamlets is 2.5% increase over the 3 years. This means getting in excess of 4000 people at a minimum (the figure is likely to be higher due to migration) into work and keeping them there. WNF needs to focus on those interventions which will have a significant impact on this number in order that we can demonstrate a clear record of achieving results locally putting the Partnership in a stronger position to secure longer term more significant resources and funding - and make a case in the future for exercising greater control over mainstream national programmes which are not making a difference locally.,

### **3. Commissioning strategy: strategic goals**

In order that we maximise the impact of WNF investment, we are proposing a strategic commissioning approach based on funding programmes of work which address our locally identified issues. These programmes will therefore address three key goals:

1. The short term imperative to get 4000 people into sustainable employment;
2. The long term goal to prevent our current large population of young people becoming the workless of the future – early intervention and prevention.
3. Targeted work with excluded groups with a clear focus on moving people into employment.

In addition, however, we need to avoid the danger that, in focusing solely on numerical impact, we fail to address the needs of the most hard to reach and socially excluded groups. The Partnership has adopted a vision of One Tower Hamlets which needs to be reflected in our approach towards tackling worklessness – hence the adoption of LAA targets aimed at getting those with learning difficulties and in contact with mental health services into work. There will therefore be a third goal reflected within the commissioning strategy:

We need to be sure that the limited resources of WNF is used effectively by targeting it towards:

- interventions where we have clear evidence of what works;
- innovative approaches which supplement mainstream programmes; and
- areas which are not already being addressed by the key funders in relation to employability and skills, Job Centre Plus and the Learning and Skills Council .

Where more innovative approaches are proposed they will need to have a clearly identified target and a clear rationale, backed up by evidence of the success of similar approaches elsewhere or with other client groups.

Programmes of work will have most impact where they bring together stakeholders and pool resources in a structured way as part of existing strategies. The commissioning strategy will therefore focus on interventions which form part of programmes developed by partnerships of stakeholders rather than one-off projects led by single organisations.

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<sup>9</sup> *Unlocking the talent of our communities*, Communities and Local Government, March 2008

#### 4. Programme streams

Five programme streams have been identified to address the three strategic goals above and building on evidence of successful approaches to date. These are set out in the table below together with the relevant LAA targets on which they will impact and are described in more detail in the remainder of this paper. For each programme stream, we have attempted to identify current funding available in order to give an indication of how WNF is being used to add value to mainstream funding.

Programme goals		Programme streams	Relevant LAA targets	Current funding available for programme streams
1. Short term impact on employment rate	A	Family focused engagement	NI 151 Employment rate NI152 Working age people on out of work benefits NI153 Working age people on out of work benefits in the worst performing neighbourhoods NI116 Proportion of children in child poverty	Jobcentre Plus mainstream services and contracted out welfare to work programmes  Funding for Children's Centres  Childcare provision  City Strategy funds (until March 09)  LBTH mainstream
	B	Pre-employment skills and support to access local jobs	NI106 Young people from low income backgrounds progressing to higher education NI152 Working age people on out of work benefits NI153 Working age people on out of work benefits in the worst performing neighbourhoods NI151 Employment rate	LSC mainstream funds contracted out to LSC providers  IAG for student loans/grants Education Business partnership mentoring and sponsorship

2. Long term early intervention and prevention	C	Accelerating improvement in educational attainment	NI 79 Achievement of a level 2 qualification by age 19 NI 80 Achievement of a level 3 qualification by age 19 DCSF statutory indicators relating to educational attainment at Key Stages 2, 3 and 4	Schools budget LSC post 16 funding Education Business partnership as above
	D	Early intervention with young people at risk of worklessness	NI117 16-18 year olds who are not in education, employment or training NI110 Young people's participation in positive activities NI112 Under 18 conception rate NI 19 Rate of proven re-offending by young offenders NI 40 Drug users in effective treatment NI146 Adults with learning disabilities into employment	Connexions budget Careers budget Sept guarantee(LSC) PCT Teenage pregnancy money YOT TJB budget Youth inclusion programme YJB half fund – need to find match 200K current financial year DAAT money (£600k)
3. Targeted work with excluded groups	E	Support for socially excluded groups to help them move into employment	NI146 Adults with learning disabilities into employment NI150 Adults in contact with mental health services into employment NI 19 Rate of proven re-offending by young offenders NI 18 Adult re-offending rates for those under	Connexions has a duty for these groups up to age 25  Adult services budgets  ABG funding for Beacon award winning work to reduce re-offending

			probation supervision NI 21 Dealing with local concerns about anti-social behaviour and crime by the local council and police	
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**NB** In view of the stretching targets for some of these indicators and the scarcity of the WNF resources we have highlighted those LAA indicators that are likely to have most direct impact on achieving targets. This in no way detracts from the importance of the other indicators but they either contribute to 151, are measured by other partners, or will be offer longer term solutions.

#### *A. Family focused engagement*

The high numbers disengaged from the labour market and not looking for work need to be targeted in other ways. A large number are parents and are therefore likely to be engaged with schools or children’s centres. Others will be patients visiting their GP or engaged in other community activity.

We will commission interventions which focus on reaching these people. Examples could include:

- extending the City Strategy pilot work (engaging via parents)<sup>10</sup> ;
- extending our successful tailored approach to young people not in education, employment or training to their parents; and
- provision of employment related advice and guidance within existing health and community facilities or programmes.

#### *B. Skills and support to access local jobs*

We know that there are enough jobs in Tower Hamlets – the challenge is giving local people the skills and support to access these. The current Skillsmatch service has had considerable success in the past in getting people into sustainable employment through engaging with local employers to identify suitable vacancies and screening and matching out of work clients to assist them into these jobs.<sup>11</sup> We will commission activity which continues these successful programmes.

In addition, we will commission activity which is focused on providing those out of work with the skills to enable them to take advantage of local opportunities. This could include:

- o skills to enable local people to access the jobs in the growing construction sector;
- o apprentice schemes and internships to increase the number of local people able to access entry level/trainee positions; and
- o language skills for those for whom English is a second language at all levels but with a focus on encouraging those participating to consider moves towards employability.

#### *C. Accelerating improvement in educational attainment*

If we are to ensure that our current young people are not the workless adults of the future, we need to ensure that they succeed at school. Currently only 36% of young people in Tower Hamlets achieve 5 good GCSEs including English and Maths. The key areas for focus need to be:

- Accelerating progress in English and Maths for 11-19 year olds – including ensuring there are second and third chances for those who do not succeed at 16 to gain basic skills; and
- Ensuring that young people with skills get access to jobs – focusing on soft skills for employment and building on our strong business connections.

Strategies for addressing these areas are based on early identification of those at risk of not achieving and targeted early intervention and personal learning programmes. We will commission activity which supports this strategy.

#### *D. Early intervention with young people at risk of worklessness*

<sup>10</sup> This programme has already got 394 people into jobs since its start in January 2008.

<sup>11</sup> 85% of those placed in jobs through this approach have sustained their employment.

Young people who become involved in crime, drugs or who become pregnant at a young age are likely to increase their chances of being workless in the future. Children leaving care also currently are less likely to move into employment. We will commission interventions, within the context of our existing Integrated Youth Support Service, to target young people at risk in these areas with support, guidance and access to positive employment-focused, measurable activities. For young people with disabilities we will commission work which supports Transition Planning to focus on equipping individuals with the skills and confidence to move into employment.

#### *E. Support for socially excluded groups to help them move into employment*

Access to employment is particularly challenging for these groups and they have particular needs in terms of building skills and confidence. We will commission interventions which target support towards these groups with a clear focus on moving people into employment, including support to local employers (across public, private and independent sectors) to facilitate greater levels of employment of these groups.

Offenders are often among the most socially excluded people in our community. They frequently display multiple needs that, unchallenged, will consign them to the social and economic margins. Providing an alternative focus through employment and training opportunities, reduces the risk of re-offending dramatically. Good outcomes here will extend to their partners and children and are matched by a wider positive impact on society as a whole.

Moreover, there is evidence through research studies of a systematic relationship between most crimes and male unemployment regardless of age (Carmichael and Ward). Areas with high crime rates also tend to be areas with a lack of access to job markets, particularly for local youth (Joseph Rowntree Foundation, 1995). Youth unemployment has been found to be linked to criminal damage and robbery rates, whilst adult male unemployment has been particularly linked to theft (Carmichael and Ward). Activity targeted at tackling the relationship between crime, anti social behaviour and fear of crime is congruent with the objectives of the WNF.

#### *Local focus*

The majority of activity – particularly that which is longer term and prevention focused – will be likely to have a borough-wide focus. There may however be interventions under streams A and B which are targeted towards local initiatives in the worst performing neighbourhoods in the borough to enable us to make progress in narrowing the gap and achieving LAA target NI153.

#### *Council brokerage and co-ordination*

In addition to the programme streams identified above, a small proportion of WNF will also be targeted towards ensuring the Council has the capacity to 'act as lead broker and facilitate co-ordination between multiple agencies around tailored strategies' as envisaged by Government<sup>12</sup>. This might, for example, include additional resource to accelerate and extend the development of a Partnership-wide employment strategy which incorporates the work and resources of all partners into a clearly co-ordinated approach.

### **5. Programme funding arrangements**

The distribution of funding to each programme stream will be determined in the light of the relative progress needed to meet LAA targets, the strength of commissioning proposals and the availability of other funding streams. In view of the challenging nature of the key employment targets within the LAA, it is initially suggested that 55-65% of allocation might go to Streams A and B; 25-35% to Streams C and D; and 5-10% to Stream E.

It is proposed that funding is initially allocated on a 2 year basis, for interventions from October 2008 to October 2010 with a review in October 2009 after one year. One sixth of the available WNF, the second half of the Year 3 allocation, will be held back and decisions made about allocation after the October 2009 review to fill any emerging gaps and/or accelerate progress in areas where LAA targets are not being achieved.

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<sup>12</sup> *Unlocking the talent of our communities*, Communities and Local Government, March 2008



## **6. Pre-requisites for commissioned activity**

In order for activities within the 5 streams to receive WNF funding they will need to demonstrate the following:

- Clear evidence base underpinning the proposed intervention - evidence about the number and nature of the target client group, that the approach is tried and tested or is an innovative approach with a clear underpinning rationale;
- Clear evidence that the activity adds value to existing mainstream funded programmes;
- Proposed outputs and how these will directly contribute to achieving the LAA outcomes identified above, in particular those highlighted in the programme streams table above;
- Activities are an integral part of an existing strategy/programme of work;
- Engagement of a range of key stakeholders in developing the proposal;
- 'Sponsorship' by an appropriate CPAG/Community Plan Delivery Group;
- Accountability for delivery through Partnership performance management arrangements - initially via the sponsoring CPDG and through that to the Executive Board; and
- Arrangements for ensuring sustainability/mainstream funding once WNF funding ends.

## **Appendix B**

### **Working Neighbourhoods Fund Commissioning process**

All WNF activity will be commissioned through the Partnership Executive and will be assessed against the WNF Strategy (Appendix A) under the programme streams identified and in the context of LAA targets.

This paper sets out the outline commissioning process and provides a timetable for key elements.

WNF will be allocated to LAPs, this will be inline with % reduction in WNF from NRF. All interventions will be commissioned against the WNF criteria and the commissioning process will be the same as recommended in this paper. They will however be given a slightly longer time frame for commissioning activity.

As agreed by PMG the Partnership Infrastructure will be funded through WNF. A 30% reduction has been made in 2008/9 and line with cost efficiency opportunities will be taken to make further reductions in 2009/10, with the long term goal to mainstream it through the LA and Partnership mainstream budgets by 2010/11.

Consideration should be given to the continuation of a community chest to support the work of the third sector however, this will need to be closely tied into the third sector commissioning strategy. The criteria for WNF is very focused and It maybe more appropriate to use other sources of funding to support this. Further work is currently being developed for LAB to consider by officers from the Partnership and the External Funding team from the Council,

#### **1. Drivers of the process**

The commissioning process and timetable is driven by a number of key factors, in particular:

- the need to get WNF funded interventions in place as soon as possible to ensure that we have the maximum time to achieve our challenging LAA targets;
- the need to ensure timely decisions about the future funding of NRF projects which currently have interim funding agreed until end September 2008
- the Partnership should oversee allocation of WNF funding and activity will be commissioned through the Partnership Executive.
- as envisaged by the new Partnership Governance arrangements, agreed by the Partnership Management Group and being considered by CMT elsewhere on today's agenda, the Community Plan Delivery Groups (Delivery Groups) should have a key role in developing a strategic approach to delivering LAA targets – recognising, however, that this is a transitional period while these arrangements are fully implemented;
- the need to balance Partnership oversight of allocation with the Council's role as accountable body and need to ensure proper systems for appraising, auditing and holding delivery bodies to account;
- the need to clearly link the allocation of WNF to LAA Delivery Planning; and
- the lessons learnt from NRF, including recommendations in the recent Overview and Scrutiny report, about the need for a more strategic approach to commissioning WNF rather than decisions taken on a project by project basis.

#### **2. Key elements of the process**

With these aspects in mind, the key elements of the allocation process are proposed as follows:

- Proposals for the allocation of WNF related to the 5 programme streams identified in the Strategy paper will be invited from the Chairs and lead Council Chief Officer of each

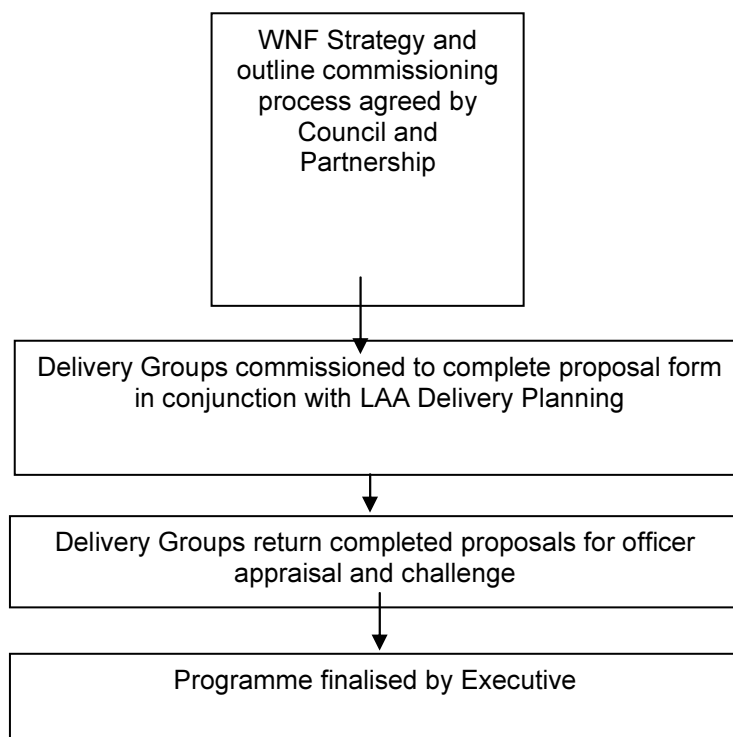
proposed Delivery Group (as proposed in the Partnership Governance arrangements). The Chairs/Chief Officers will be expected to work with the key stakeholders, who in the most part will be existing Community Plan Action Group members and/or proposed Community Plan Delivery Group members, to work up a programme of proposed activity for funding. This approach will underline the need for a strategic approach to proposal development rather than one which invites bids from individual agencies;

- These proposals will be expected to be developed in conjunction with the development of LAA Delivery Plans during June/July;
- The proposals will need to identify other funding streams which support the commissioning aims and how the WNF funding will add value and/or fill gaps;
- Each proposal will be required to identify clear output targets which contribute to LAA outcomes, proposed delivery agencies and any required contract arrangements. The Delivery Groups will be held accountable for the delivery of their proposed interventions through regular monitoring by the Partnership Executive.
- Proposals will be appraised against a set of agreed criteria which will reflect both traditional appraisal criteria (proven case, deliverables, robust measurement etc.), plus the more specific pre-requisites outlined in section 6 of the Strategy paper. Proposals will be co-ordinated and appraised through the Partnership Programme Management Group. This group will be Chaired by the Director of CLC and membership will include those officers who will add value and have the right skill set. We need to ensure we retain the autonomy of the Partnership and are compliant with the LAA targets and key strategies such as those around worklessness. The membership will include Shazia Hussain (Interim Director of Tower Hamlets Partnership), Sue Hinds (Access to Employment Manager), Louise Russell (Service Head Performance Involvement). The Partnership Programme Management Group will also commission officers from partner organisations to sit on this group. This will include officers from the Councils resource division, Children's Services, Adult Services, Job Centre Plus, the PCT etc.
- The Programme Management Group, following appraisal, make recommendations for a programme of interventions to the Partnership Executive which will need to meet in August (perhaps in an extraordinary session) to enable agencies to have certainty about funding from September and to gear up to start delivery as soon as possible thereafter. At a later date the Executive will also be able to task the Programme Management Group to work with the delivery Groups to identify appropriate interventions to meet LAA targets. As the Council is the accountable body for the WNF and has responsibility for the Area Based Grant, Lead Member for Resources will be invited to those Partnership Executive meetings where WNF is being discussed.
- It is suggested that the appraisal process also involve some element of external challenge from someone with expertise in the area of worklessness and partnership working. Robert Hill has provided useful challenge to our LAA delivery arrangements in the past and might provide useful external expertise in this area.
- It is recommended that once programme streams have identified by the Delivery Groups these will then be presented to LAPs to commission local activity against. This will ensure that a strategic approach is retained whilst giving flexibility for locally targeted activity. The timetable for this will be from September onwards.

The timetable for the key elements listed above is set out below and shown diagrammatically:

Action	Date
WNF Commissioning Criteria and Strategy Statement agreed by Cabinet	30 <sup>th</sup> July
Strategy and outline commissioning process considered by CMT	4 June
Strategy and outline commissioning process considered by LAB and Partnership	18/19 June
Chairs of appropriate Community Plan Delivery Groups invited to develop proposals for spend against the 5 programme streams	20 June
Proposals submitted using standard proforma with	By end July

required supporting information	
Proposals appraised by officer group	By mid August
Proposals reviewed and final commissioning decisions made by Partnership Executive	End August
WNF endorsed by cabinet	10 <sup>th</sup> September



### 3. Further work

To deliver against this timetable, the following more detailed work is now in hand to be ready for the initiation of the commissioning process later in June:

- Standard proforma for proposed programmes of activity;
- Full set of appraisal criteria and any weighting;
- Planned programme management arrangements through the Partnership team restructure; and
- Arrangements for audit and performance management of spend/delivery.

In terms of the latter aspect, it is intended that, as far as possible, audit and performance management should be integrated with the Council and Partnership performance management framework, currently being refreshed to reflect the new LAA and Partnership Governance arrangements.

## APPENDIX C

NRF PROJECTS FUNDED UNTIL 30<sup>TH</sup> SEPTEMBER 2008

Name of intervention	Ref	2008
<b>Living Safely</b>		
Prevention Youth Crime	LS/01	136,500
Preventing Crime	LS/02	40,000
Better Tower Hamlets Teams	LS/03	50,000
Drug Enforcement in priority areas	LS/04	80,000
Safer Schools Programme	LS/05	19,000
Youth Inclusion Programme	LS/06	100,000
<b>LAL</b>		
Improved Health & Levels of Physical Activity	LAL/01	47,500
Improving Skills for Employment 14-19	LAL/02	209,500
YIP LAL	LAL/03	100,000
Parental Engagement includes FISP	LAL/04	407,000
Family Intervention Project		136,500
<b>CSP CPAG</b>		
Social Enterprise	CSP/01	150,000
Community Hubs	CSP/02	226,000
Driving Competitiveness and Local Employment	CSP/03	567,500
<b>EPS</b>		
Core costs for THCEN	EPS/01	172,702
<b>TOTAL</b>		<b>2,442,202</b>

## LIVING WELL CPAG PROGRAMME 2008

<b>Intervention</b>	<b>Ref</b>	<b>2008</b>
Health and Well Being Health Trainers	LW05a	85,743
Health and Well Being Theme 3 Adult Protection	LW05	27,201
Intergration of services and commissioning across health and social care - strand 1	LW06/4a	29,666
Infrastructure of services and commissioning across health and social care - infrastructure	LW06/4b	65,291
Older People	LW06/3a	236,521
Care for people with long-term conditions	LW06/3b	25,100
Affordable Housing	LWH	90,000
Health and Well Being Theme 1	LW06/5bi	77,423
Interpreting	LW06/4c	77,197
CPAG Programme Management Support	LW05	24,254
<b>TOTAL</b>		<b>738,396</b>

<b>Committee:</b> Overview & Scrutiny Cabinet	<b>Date:</b> 29 <sup>th</sup> July 2008 30 <sup>th</sup> July 2008	<b>Classification:</b> Unrestricted	<b>Report No.</b>	<b>Agenda Item</b>
<b>Report of:</b>  Corporate Director - Resources		<b>Title:</b>  <b>Resource Allocation and Budget Review 2009/10- 2010/11</b>		
<b>Originating Officer:</b>  Alan Finch, Service Head Corporate Finance		<b>Ward(s) Affected</b>	All	

## 1. SUMMARY

- 1.1 In February, the authority established its first ever three year budget, which set balanced budgets for the three financial years beginning in April 2008 and ending in March 2011. This report begins the process of reviewing the three year budget, with the intent of setting the Council Tax for 2009/10, on the 4<sup>th</sup> March 2009. The report also considers how the Council can maximise the opportunities of having an agreed three year budget position. In particular rigorous scrutiny of how the authority's financial resources are directed to the priorities in the Community Plan 2020 and the consideration of medium term risks and issues that will arise during the course of the current three year strategy and which may impact upon the next.
- 1.2 Having a three year budget means that from this year onwards budget setting can concentrate on more strategic issues. Balanced budgets for 2009/10 and 2010/11 mean that the main focus of attention can shift to focus on significantly improving service delivery in key areas.
- 1.3 These changes also coincide with the most uncertain economic conditions for some years. In view of these emerging issues, and others set out in the report, it will be necessary to revisit assumptions about the first two years of the three-year plan and to reassess risks. The report explains these issues in greater detail, but concludes that so far, the financial strategy for 2009/10 and 2010/11 remains on track. Projections indicate that the balanced budget position for 2008/09-2010/11 can be maintained, with some opportunities for additional investment available.
- 1.4 The report also covers plans for capital investment in local assets and infrastructure, which are inseparable from those which concern the day-to-day running of services, and considers how funding can be made available to continue carefully targeted investment in local priorities for the benefit of the Borough.
- 1.5 However, as previously reported, the Comprehensive Spending Review and review of grant distribution which applies from the current financial year leaves the authority at the Formula Grant floor for the foreseeable future.

The annual increase in funding will not be sufficient to meet the cost of inflation and projected population growth

- 1.6. The report identifies the planning parameters which should apply to service and financial planning for 2009/10- 2010/11, with the overall aim of providing sufficient flexibility to deal with risk and provide scope for a degree of policy choice, and invites Cabinet to consider a strategy for meeting a balanced budget for the period 2009/10-2010/11.
- 1.7. A report elsewhere on the Cabinet agenda sets out the forecast financial outlook for the period from 2011/2014.

## **2. RECOMMENDATIONS**

Overview & Scrutiny Committee is recommended to consider the report and pass any comments it wishes to make to Cabinet

Cabinet is recommended to:

- 2.1. Consider the financial outlook and draft medium term projection set out in this report.
- 2.2. Agree that revenue budget inflation should be funded at the levels set out in the report, and that any inflation in excess of this should be met from within the budgets for the Services affected, (paragraph 4.3.5).
- 2.3. Agree the adjustments required to the three-year budget for 2008/09-2010/11 as set out at section 4 of the report and note that an additional £1.5m may be allocated to ongoing Service Improvement Growth from 2009/10, and up to an additional £1.0m from General Fund reserves for one-off expenditure.
- 2.4. Note the resources provisionally available to fund the capital programme and request Corporate Directors to include proposals for mainstream and local priority funding for 2008/09-2010/11 in their strategic and resource planning submissions.
- 2.5. Agree that Corporate Directors prepare service and financial planning submissions in accordance with the agreed parameters, and the outline process and timetable set out in section 9 of the report.
- 2.6. Consider carry forwards of budget from 2007/08 to 2008/09 in respect of NNDR savings on school properties, £134,000; and the replacement programme for desktop PCs, £224,000, and note ring fencing of LABGI funding per paragraph 4.11.3



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**LOCAL GOVERNMENT ACT 1972 (SECTION 100D)**  
**LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT**

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Brief description of "background papers"	Tick if copy supplied for register	If not supplied, name and telephone number of holder
Held by Resources Directorate (5th floor, Mulberry Place)		Alan Finch 020-7364-4915

### **3. BACKGROUND**

3.1 Medium term financial planning is an essential component of the Council's strategic planning framework. While many key decisions, including the formal setting of Council Tax, will continue to be taken annually, those decisions need to be set in the context of a longer term planning horizon. Forward planning offers greater opportunity to link service and financial planning.

3.2 The Council operates a sound resource allocation process underpinned by an integrated service and financial planning framework. In short, our processes are designed to ensure that:

- Service plans are developed against the background of forward looking financial forecasts
- Identifying the financial consequences of proposed actions is seen as an integral part of service planning
- Financial plans allocate resources to address changing community needs and priorities.

The current arrangements contribute to the Council's CPA score of 3 out of 4 for the Use of Resources.

3.3 The Prudential Borrowing system also requires the Council to be clear about its proposed capital spending plans for three years ahead and explicit about the impact of the associated financing costs on Council Tax.

3.4 The Government has provided its first three year financial settlement covering the period 2008/09- 2010/11. This applies to the main Formula Grant, Area Based Grant and to a wide range of specific grants, and improves local authorities' ability to plan ahead and ensure more effective and efficient use of resources.

3.5 In 2008, the authority agreed its first three year budget, which identified savings sufficient to set balanced budgets for the three years from 2008/09-2010/11.

3.6 The report is intended to provide the context for the development of the detailed budget proposals in the coming months.

### **4. REVIEW OF BUDGET FOR 2009/10- 2010/11**

#### **4.1 Process and Principles**

This current report provides forecasts for a three-year plan covering 2009/10-2011/12, covering three main areas;

- Building 2007/08 financial results (known as 'outturn') into the three-year forecast.

- Reviewing the budgets already set for 2008/09, 2009/10 and 2010/11 and building in to forecasts issues which have emerged since the three year budget was set., and

## 4.2 Financial Outturn 2007/08

- 4.2.1. At its last meeting on 2nd July, the Cabinet received reports setting out the financial outturn for the General Fund and Housing Revenue Account. These can be summarised as follows;

	2007/08 under spend	Balances as at 31 <sup>st</sup> March 2008
<b>General Fund</b>	£6.8m	£25.9m
<b>Housing Revenue Account (HRA)</b>	£4.4m	£21.6m

- 4.2.2. The under spend on the General Fund was mainly brought about by better than expected returns on the investment of cash balances as a result of higher than expected interest rates in the wake of the credit crunch. The HRA under spend was brought about in the main by efficiency savings as a result of service restructuring.
- 4.2.3 The Council's current financial position therefore remains sound, but will require continuous assessment and vigilance in the light of the pressures and issues identified in this report. Although the under spends were brought about by effective management of resources, the conditions which allowed this to take place were largely fortuitous and this needs to be borne in mind when considering the period going forward.
- 4.2.4. The way this should be seen is that the Council's overall financial health places it in a good position to manage the fact that the authority's funding from Government will grow by less than the rate of inflation for the foreseeable future. The authority is in a strong position to face this situation providing key decisions are taken at the appropriate time.

## 4.3. Review of Three Year Budget 2008/09- 2010/11.

- 4.3.1. The three year General Fund budget established for 2008/09- 2010/11 is set out at **Appendix A**. The budget set by Council for 2008/09 on 27<sup>th</sup> February 2008 was £295.498m and this is therefore the base budget for all subsequent budget decisions.

#### 4.3.2 Inflation

For 2008/09- 2010/11 estimates of the cost of funding inflation in the General Fund have been prepared on the following basis:

- ◆ 2.25% for pay, which is slightly above the Government's target for public sector pay increases of 2%.
- ◆ 2.50% for general costs.

4.3.3 Inflationary pressures have started to rise in the economy over recent months. The annual increase in the Consumer Prices Index (CPI) is currently running at 3.8% and inflation is expected to remain at 3-4% for the remainder of 2008. A 2.45% pay offer has been made to Local Government staff for 2008, and there is an ongoing dispute with one Trade Union over this offer.

4.3.4. The impact of an additional 1% rise in inflation, over and above the assumptions built into the three year budget, is approximately £2.7m. The question for the authority is whether to revise budgets to build in this risk, and look for compensating savings, or to seek to manage this pressure within existing budgets.

4.3.5. However, the level of general reserves currently held by the authority (see 4.12 below), would allow risks to be managed to a degree if inflation continues to rise. In view of this, officers recommend that, at this stage, the three year budget should not be amended to allow for higher inflation, but any increase in costs should be managed within the budgets set.

#### Council Tax

4.3.7. The three year budget includes a general assumption that Council Tax will rise by 2.5% a year throughout the period. In practice, Council Tax is agreed by Council each year, although many authorities are now setting a medium term Council Tax target or aspiration as a political pledge. The 2.5% used in these forecasts is, however, simply a planning assumption and will be subject to amendment by Cabinet and Council in each year.

#### 4.4 **Committed Growth Pressures**

4.4.1. Committed Growth is the unavoidable cost of maintaining services at existing levels, taking account of demographic change, new legislation or other unavoidable factors.

4.4.2. The Committed growth has been agreed in budgets for 2008/09 – 2010/11 is set out at **Appendix B**. The main areas of committed growth over the next three years are;

- Social care commissioning budgets, driven by increasing population and greater numbers of residents requiring care.
- Residential and nursing home care, due to increased client numbers.

- Collection and disposal of waste, driven by larger volumes of waste and the imperative to meet recycling targets.
- 4.4.3. As these projections were produced some months ago, it is important to confirm that the assumptions behind them are still relevant. Officers have therefore been reviewing these assumptions over recent weeks to ensure that they are valid. It should be stressed that the figures for future years in particular remain provisional and could be understated.
- 4.4.4 The following issues have emerged which have an impact on the budget for 2008/09 and the committed growth forecasts for 2009/10- 2010/11.

#### London Pensions Fund Authority Levy

- 4.4.5. Officers have been notified of a review of the way the costs of former GLC and ILEA pensions schemes are recovered. As with most local authority pension schemes, both of these Funds are in deficit and employers' contributions need to increase to recover these deficits. The London Pensions Fund Authority (LPFA), as the administering body for these funds, receives its funding mainly from levies upon the London Boroughs and is considering passing these additional costs on to the local authorities which took over the responsibilities of the former providers. The outcome and impact is subject to discussions with the LPFA, but as one of the former ILEA authorities, it is anticipated that the impact on Tower Hamlets could be as much as £2.850m phased in over three years from 2009/10 onwards. Provision needs to be made for this risk in forward forecasts.

#### Concessionary Fares

- 4.4.6. The London Freedom Pass scheme, which is administered by London Councils, provides free travel to people above retirement age and disabled people and the cost is met by a levy on the London Boroughs. There have been lengthy and ongoing discussions to change the basis of the levy from one based on the number of passes issued to an apportionment based on usage. The technology to measure usage has not previously been available, but now that it is, legal advice is that this ostensibly fairer method should be considered. A switch from passes issued to usage would result in lower charges for most Outer London Boroughs and higher charges for Inner London. The impact of the current proposal on Tower Hamlets would be to increase the levy by £1m.
- 4.4.7 In Tower Hamlets, the current cost of the Freedom Pass scheme is met from the surpluses generated on the Parking Control Account. In this way, the fines incurred through illegal parking and road use by motorists is recycled into assisting travel for those less mobile. It is believed on the basis of current forecasts that the Parking Control Account will be able to continue to cover the costs of the Freedom Pass, and no adjustment to budgets is therefore necessary. This means that the £800,000 committed growth already provided for in the Three Year Budget is no longer required.

However this position will need to be kept under review throughout the period.

#### Facilities Management

4.4.8. As reported to the Cabinet in July, costs of facilities are under pressure due to;

- The costs of maintaining and securing a number of empty or underused buildings awaiting disposal.
- The cost of service charges at the East India Dock complex. Discussions with the landlord have taken place concerning a number of repairs and maintenance issues.
- Rising fuel prices have also impacted.

In addition the outcome of a programmed rent review on Anchorage House is anticipated. The outcome of this rent review is not built into our financial outlook and therefore remains a risk.

4.4.9. Taken together, officers are currently projecting a £2.95m over spend on this area of the budget in 2008/09. The Three Year Budget already includes savings targets for £800,000 in 2009/10 and a further £600,000 in 2010/11 and forward projections indicate that this is likely to be the maximum reduction in costs that could be achieved over the period of the three year budget. Officers will be looking for ways to mitigate this cost by disposing of buildings and ensuring that best use is made of the remaining accommodation. However in the meantime, provision needs to be made in budgets for these costs.

#### Capital Financing & Investment

4.4.10 In 2007/08, the capital financing and investment budget under spent by around £6m, largely as a result of higher than forecast interest rates on investments, but also as result of the repayment of high cost debt. It is expected that the trend for higher interest rates will continue into 2008/09, and it is anticipated that further rescheduling of debt will reduce costs further. In addition, the reported under spend means that funds available for investment are higher than anticipated.

4.4.11 On this basis, a further under spend is anticipated in the current year and additional savings of £3.2m can be released for 2009/10. As the years go by, however, the assumption is that reserves will be utilised (see Section 4.12 below), which will reduce the funds available for investment, and that funds will need to be found for new borrowing. Much of this new borrowing would be needed to pay for Government allocated 'supported' borrowing. The position of the authority at the grant floor means that this 'supported' borrowing is not funded from additional Formula Grant as it was in the past. The amount available from capital & investments will therefore gradually reduce over time.

	2008/09	2009/10	2010/11
Capital & Investments budget	-£4.2m	- £3.2m	-£2.6m

#### 4.5. Savings Identified for 2008/09 to 2010/11

As part of the budget process for 2007/08, Directorates were asked to identify savings proposals for further savings in 2009/10 and 2010/11. The approved savings are listed at **Appendix C**. Officers have reviewed these proposals and advise there are no serious and unmanageable risks affecting the delivery of these savings at present. However this position will be kept under review.

#### 4.6 Service Improvement Growth

**Appendix D** summarises the Service Improvement Growth agreed in the Three Year Budget.

#### 4.7 Resource Projections

##### **Formula Grant**

4.7.1. The main grant contributing towards the authority's General Fund revenue budget is Formula Grant. Grant figures have been announced for the next three years, and these are shown in the table below.

	2008/09 £m	2009/10 £m	2010/11 £m
Formula Grant	224.997	228.816	232.204
Annual Increase %	2.0%	1.7%	1.5%

4.7.2. As previously reported, the authority's grant settlement is now at the minimum level allowed for by Government, known as the 'grant floor'. This is because grant distribution changes introduced in 2007 had a severely detrimental effect on the authority's grant settlement. The floor is intended to protect the authority from the worst effects of this change by phasing in its impact. In this case it is estimated that the authority will remain at the grant floor for six or seven years until around 2014/15.

4.7.3 The grant floor is normally set at a level below inflation. The practical impact of the floor, therefore, is that the authority is likely to receive grant increases at below the rate of inflation for some years, and in practice no funding towards the costs of population growth.

## **Area Based Grant**

- 4.7.4 For the 2008/09- 2010/11 settlement, the Government introduced a new form of grant called Area Based Grant. In practice this did not mean Councils received extra money, because the ABG is created by combining around 40 former specific grants.
- 4.7.5. **Appendix E** lists the grants included in the Area Based Grant for 2008/09 and projected for 2009/10 – 2010/11.
- 4.7.6. A feature of Area Based Grant is that the specific grants transferring into it are no longer ring-fenced, and this presents the opportunity to review how these grants are used to deliver services, to ensure that they are used efficiently and effectively, and are focused on Council priorities. This exercise was delayed from 2008/9 because the late announcement of ABG in the 2008/09 settlement did not provide sufficient time to undertake a thorough review.
- 4.7.7 As indicated in the 2008/09 budget process, a review of ABG will be carried out over the Summer months to identify opportunities for efficiencies and redirecting elements of grant to other priorities if necessary.

## **4.8 Other Specific Grants**

A number of other specific grants have been announced for the next three years. The assumption built into these forecasts is that these will continue to be available beyond the end of 2010/11 although again this will be subject to review.

## **4.9. Dedicated Schools Grant**

The Government introduced the Dedicated Schools Grant to fund schools budgets in 2006/07. The grant is announced on an annual basis, with a provisional sum announced in November or December in the year before the start of the financial year to which it applies, and final figures the following May once the school census has taken place. The schools budget needs to be set in accordance with the grants allocated.

## **4.10 Local Area Agreement**

- 4.10.1 The Local Area Agreement to deliver a broad range of outcomes agreed between the Tower Hamlets Partnership and the Government Office for London began in April 2006 and is now in its third and final year.
- 4.10.2. Success in achieving the Local Area Agreement results in the payment of a Reward Grant. The value of this grant will not be known until the LAA is concluded and results have been audited, but these forecasts assume that the authority will receive around £4m in two equal instalments in 2009/10 and 2010/11. This is based on current performance monitoring.



## **4.11 Other Issues and Risks**

### **4.11.1 Collection Fund**

Council Tax collected on behalf of the Council and the Greater London Authority is paid into the Collection Fund. Any surplus on the fund is available to the authorities to reduce the Council Tax in future years; any deficit must in turn be recovered from Council Tax. It should be noted that the aim each year is to equalise the fund, so the amount required as a contribution or available from redistribution should be zero.

In recent years, historic surpluses and significant growth in the Council Tax base have ensured that the Collection Fund has been in surplus each year. However, this margin has been narrowing, and in 2007/08, the authority made a deficit on the Collection Fund of £2.7m, of which the Council's share is just over £2.0m.

As a result it has been necessary to review forecasts for 2008/09 and on this basis it is estimated that the authority will need to make a contribution to the Collection Fund of £1.7m in 2009/10, which will need to be met from Council Tax.

### **4.11.2 Decent Homes**

The Council's policy in relation to delivering Decent Homes has the impact of reducing the extent to which services within the General Fund can recharge costs to the Housing Revenue Account (HRA)

The consequence of delivering Decent Homes policies is that corporate and support services currently charged to the Housing Revenue Account (HRA) may need to downsize over the next few years. The impact of this on the General Fund is subject to the speed of progress. In response to this, the authority has been setting aside resources into a Housing Choice Reserve for a number of years.

The 2008/09 budget allows for a further £1.978m allocation to this reserve, with a further £0.978m allocation in 2009/10. After that, no further contributions are planned.

These forecasts assume that, if Tower Hamlets Homes in its new status as an arms length management organisation, opts not to procure support services from the Council, there will be no ongoing cost to the General Fund. The impact on support services provided by the General Fund would therefore need to be managed through savings, using if necessary the resources available within the Decent Homes Reserve to provide temporary funding.

During the current budget process it will be necessary to consider whether the resources set aside in the Decent Homes Reserve are sufficient to cover these risks.

#### 4.11.3 Local Authority Business Growth Incentives (LABGI)

The LABGI allows local authorities to retain part of the growth in revenue from business rates provided that it exceeds a specified level, determined on the basis of recent historic trends. The authority has received a total of £725,000 in LABGI funding in the last two years. On both occasions this followed a review of allocations as a result of successful legal challenge by local authorities against the distribution criteria adopted by the Government. A Government review of the distribution of LABGI is currently underway, but the further operation of the LABGI scheme is, in any event, likely to be affected by the impact of the current economic downturn on business growth. At the moment no assumption of further funding from this source has been made. It is proposed to ring-fence this LABGI funding for business district/town centre regeneration.

#### 4.12 Reserves

- 4.12.1. General Fund Reserves stand at £25.9m as at 31<sup>st</sup> March 2008. This is marginally higher than the Council's historic guide range of 5.0-7.5%.
- 4.12.2. There are, however, a number of potential calls on reserves and a number of potential additions over the next few months and these are set out at **Appendix F**. The Appendix also shows the projected position on reserves as at 31<sup>st</sup> March 2009 and a projection of balances for the period of the three year budget.
- 4.12.3. The net position on reserves as at the end of 2008/09 indicates that in the order of £1m is available from reserves for one-off expenditure in the current or next financial year. However it needs to be stressed that reserves can only ever be spent once, so this funding would need to be allocated for one-off investments, or for projects which are sustainable from other resources known to be available in later years.
- 4.12.4. The position on balances means that the annual £1.2m contribution to balances which has been allowed for in the Three Year budget is now no longer necessary.
- 4.12.5. The financial outturn for 2007/08 was reported at the Cabinet's last meeting on 2<sup>nd</sup> July. At that meeting, Cabinet deferred consideration of two requests to carry forward unspent amounts from 2007/08 to 2008/09 pending further information from officers. Further information is set out in the following table and Members are recommended to consider the carry forwards again on this basis.

Service/ description	Explanation by Corporate Director	Amount
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		<b>£000s</b>
Children's services – Rates rebates on school buildings	<p>Backdated savings generated by the review of rateable values of Children's Services properties are reinvested to finance improvements in the Children's Services building stock.</p> <p>Any rates savings generated in relation to prior years contribute to the 'rates saving account' and are thus reinvested in the Children's Services building stock .</p> <p>The principle of making use of the rates savings for improving the (then Education) building stock was first approved by PIC on 30th April 2003 and later ratified by Cabinet on 5th July 2006.</p> <p>The balance on the Unapplied Rate Rebate Reserve at 31st March 2008 is £1,867,434 and the movement in the year was £134,256.</p> <p>The use of this money is determined by the Children's Services asset planning process and is distributed through the planned Children's Services Capital Programme.</p>	134
Corporate – Replacement programme for desktop PCs	<p>The Council agreed a lease contract with Dell Computers in 2005 to provide desktop PCs for the Council and replace them on a rolling programme. A budget was set aside each year for replacements. However, expenditure against this budget varies from year to year depending upon the replacement programme. In years when expenditure is less than the budget, it is important to carry forward any unspent budget to fund replacements in years when expenditure exceeds the budget. If this amount is not carried forward, desktop equipment would not be replaced in a timely fashion.</p>	224

## 5. REVISED GENERAL FUND BUDGET FOR 2009/10-2010/11

- 5.1. **Appendix G** sets out a revised forecast for 2009/10 to 2010/11 which brings into consideration the issues set out above relating to inflation, committed growth and the Collection Fund. All projections are based on an assumption of a 2.5% increase in Council Tax each year, although this is planning figure and not an approved target.
- 5.2. This shows that a balanced Three Year Budget can be maintained for the period 2008/09-2010/11 without the need for a further savings exercise. This position will need to be kept under review but it represents a considerable achievement in planning terms for the authority.

- 5.3. The forecast shows that, based on current projections, a figure of around £1.5m is available for investment in ongoing service improvements from 2009/10 onwards, and £1m can be made available from reserves for one-off purposes.

## **6. CAPITAL PROGRAMME**

### **6.1 Integrated Revenue and Capital Planning**

6.1.1. The next section of this report sets out the outlook for Capital resources for the period 2009/10 to 2010/11.

6.1.2. Expenditure on services comprises a recurring, revenue element (eg. staff salaries, running costs, contract payments etc) and planned capital investment in assets and infrastructure (e.g. buildings, vehicles etc). Effective service delivery requires these resource elements to be considered together. The Capital Programme is concerned with planning for investment in assets and infrastructure necessary to deliver high quality services to residents.

6.1.3. The Capital Programme agreed by the Council invariably has revenue cost implications.

- Capital financing may be charged to revenue accounts either in the form of direct contributions to capital expenditure, or as costs of borrowing or other credit arrangements to finance capital expenditure.
- Building schemes normally carry with them ongoing running costs which in some circumstances cannot be met from existing resources.

It is therefore not possible to consider the Capital Programme and revenue plans in isolation from each other.

6.2. Tower Hamlets Capital Programme is divided into two elements;

- Mainstream Programme- which is funded largely from resources allocated by the Government and other funding bodies, and which follows the priorities of those funding bodies, although often with a high level of congruence with local priorities.
- Local Priorities Programme- which is funded from resources generated by the authority itself, from capital receipts, revenue contributions to capital budgets and prudential borrowing, and is allocated to the Council's own priorities.

6.3. The table below shows how the 2008/09 capital programme is planned to be funded.

Mainstream Programme	Supported Borrowing	45.419	
	Capital Grants etc	17.834	62.253
Local Priorities	Capital Receipts	3.627	
	Prudential Borrowing	0.360	
	Revenue Contributions	1.697	
	Grants & other external contributions	2.480	8.164
<b>TOTAL</b>			<b>70.417</b>

This programme will be supplemented by further allocations of capital grant during the period.

- 6.4. Revenue contributions to the Capital Programme have been approved for 2008/09, and indicative allocations made for 2009/10 as follows;

	<b>2008/09 £ million</b>	<b>2009/10 £million</b>
Whitechapel Centre	0.064	0.236
Preventing crime – CCTV	0.783	
Parks Programme (contribution	0.500	
Mile End Park security	0.200	
Play Strategy	0.150	
	<b>1.697</b>	<b>0.236</b>

There is currently no presumption of any further contributions either in capital or revenue budget forecasts after 2009/10.

#### Issues for the Mainstream Programme

- 6.5. Government support to the capital programme is subject to annual announcements of funding. Indications are that capital budgets will be under similar pressure to revenue allocations, and this is likely to impact upon the resources available for mainstream programmes. Theoretically, some of the funding allocated by Government is available to be spent on the Council's own priorities. However, it is thought that if Councils decided to allocate this money to areas other than those indicated, Government departments might be loathe to allocate capital resources to those authorities in future. The authority's past practice has therefore been to allocate mainstream resources to the services for which they were intended.
- 6.6. Some Government funding is allocated in the form of supported borrowing. In previous years, this has resulted in the allocation of additional Formula Grant to fund the borrowing cost. The fact that Tower Hamlets is now at the grant floor, however, means that it will not receive additional funding for supported borrowing. When it comes to setting the capital programme for future years, Members will need to consider whether the authority can afford to borrow this money. In the meantime, General Fund revenue forecasts assume a provision for the estimated cost of supported borrowing.

## Local Priorities Programme

- 6.7. The level of the capital programme is being sustained in 2008/09- 2010/11 largely through the planned realisation of major capital receipts, but this approach cannot be relied upon in future years and carries a degree of risk.
- 6.8. Capital receipts to fund the approved Local Priorities Programme for 2008/09 and indicative allocations for 2009/10- 2010/11 are set out at **Appendix H** and in the table below. The table shows that receipts received to date are sufficient to fund agreed expenditure for 2008/09 and 2009/10, with a very small shortfall of £0.257m of the funding required for programmed expenditure to the end of 2010/11.

	£ million	£ million
Programmed spending brought forward from 2007/08 (*)	6.763	
Capital resources brought forward from 2007/08	4.716	
Shortfall in funding carried forward		2.047
Capital receipts required to fund capital programme		
2008/09	5.137	
2009/10	3.602	
2010/11	3.622	
		12.361
Total Capital Receipts required		14.408
Receipts in 2008/09 to date		14.151
		0.257

(\*) Subject to Cabinet decision

- 6.9. In addition, a further £10m may be available in receipts over the next three years from asset sales listed in the approved Asset Management Plan. This includes Right to Buy income from the sale of Council houses, and the disposal of further sites which have been identified in the Asset Management Plan but have not yet been formally sanctioned by Cabinet. Right to Buy receipts are assumed to continue at recent levels, although there are signs that this is being impacted by the current slow down in housing markets. Further capital receipts are contingent upon other decisions and successful marketing but could be available to fund additional expenditure.

## Other Potential Sources of Funding

### 6.10 Prudential Borrowing

The Council is empowered to set its own level of borrowing and other credit arrangements to fund capital expenditure, providing that level is affordable, sustainable and prudent. The benefit of prudential borrowing is that it enables an authority to come to its own view as to the appropriate balance between revenue and capital spending, to undertake options appraisal for revenue-intensive and

capital-intensive options on a consistent basis, and to borrow for capital purposes as needs arise instead of when Government gives its approval. The Council may decide to fund additional capital expenditure through prudential borrowing where the tests of affordability, sustainability and prudence are met, and where it appears to offer value for money to do so.

Prudential borrowing is only affordable if borrowing costs can be met from revenue funding in the long term. In view of the funding gap identified in the revenue forecast, prudential borrowing should therefore be restricted to invest to save schemes where ongoing savings are at least sufficient to fund borrowing costs.

#### 6.11 Revenue Contributions to Capital Expenditure

The 2008/09 Local Priorities Programme provides for £1.7m in funding from the revenue budget to be used to support capital spending. The opportunity to use revenue funding in this way is clearly dependent upon the availability of revenue funding. The financial outlook for General Fund presented in this report suggests that a limited amount of one off funding may be available in revenue budgets in the earlier years of the three year budget for capital investment if Members so choose. However, it will important to ensure that this is not invested in schemes which have substantial ongoing revenue implications which will be difficult to fund.

#### 6.12 Impact of the Capital Programme on Revenue Budgets

In developing a strategy for the capital programme, the link between capital and revenue budgets is of key significance. There has always been such a link because of;

- the revenue implications of the capital programme.- running costs and borrowing costs.
- the funding of elements of the capital programme directly from revenue budgets.
- the trade-off between routine maintenance (which should normally be funded from revenue) and structural maintenance and renovation (capital).

### **7. FINANCIAL OUTLOOK SUMMARY**

7.1. This report confirms that, subject to the adjustments which are set out in Section 4, the three year budget for 2008/09 -2010/11 remains deliverable without the need to seek further savings proposals for that period, subject to being able to contain inflation within forecasts, and enabling £1.5m to be added to service budgets in line with Members priorities.

7.2. General Fund reserves appear sufficient to manage risks over that period and for an allocation of around £1m to be made to one-off priority expenditure.

- 7.3. The report also confirms that a capital programme can be maintained at the indicative level set for 2008/09-2010/11 without the need for further capital receipts.
- 7.4. This report relates mainly to the General Fund. The Housing Revenue Account is subject to a separate and parallel budget process. As with other services, Housing funding is subject to the Spending Review. Income has reduced significantly, in line with the reduction in stock, and this will need to be matched by cost reductions to the HRA. The HRA currently has a healthy balance and reserves set aside to fund the cost of downsizing. However if reserves should be used up, any deficits would then need to be met from the General Fund.

## **8. SERVICE AND FINANCIAL PLANNING 2007 TO 2010 – PLANNING PARAMETERS AND OUTLINE PROCESS**

### **Principal parameters**

- 8.1. Against this background it is suggested that the following planning parameters should apply to service and financial planning for 2009/10, with the overall aim of providing sufficient flexibility to position the authority for the medium term, including providing scope for a degree of policy choice:-
- 8.1.1. That inflation be funded at 2.25% for pay and 2.5% for other expenditure, for 2009/10 and 2010/11, and that the forecast of 2.5% for 2011/12 be noted.
- 8.1.2. That committed growth in 2009/10 should be funded at the overall level currently projected for 2009/10 and 2010/11, subject to revised forecasts in respect of;
- Facilities Management
  - London Pensions Fund Authority Levy
  - Capital Financing & Investment
  - Contributions to the Pensions Fund
- 8.1.3. That Corporate Directors be requested to undertake a zero-based review of expenditure funded from Area Based Grant in 2008/09, as this exercise was not carried out as part of the last budget process.
- 8.1.4. That any further committed growth identified above the level identified in the report be offset by further efficiencies and savings.



## **Outline process and timetable**

- 8.2. In the last three years, the preparation of financial plans and proposals to meet the agreed planning parameters have been a component of broader Directorate Service & Financial Planning submissions encompassing factors which included performance, priorities, and user/customer and resident perception. These submissions built on a range of existing information and performance review mechanisms and were the subject of challenge and review to inform the development of service and financial plans.
- 8.3. It is now intended to build on this process by directly aligning strategic planning with the three year budget process. Corporate Directors will therefore be asked to identify their key strategic initiatives for the next three years as part of the budget process, and these will be scrutinised alongside budget proposals.

## **9. NEXT STEPS**

### **9.1 Budget Timetable**

A timetable for the remaining stages of the budget process is shown at **Appendix I**.

### **9.2 Instructions to Officers**

Following this meeting, the Corporate Director of Resources will issue instructions to officers to seek options for delivering the budget approach agreed by the Cabinet in accordance with the timetable.

## **10. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 10.1 The comments of the Chief Financial Officer are the subject of this report.

## **11. RISK MANAGEMENT IMPLICATIONS**

- 11.1 The absence of a forward financial forecast would expose the Council to the risk of making decisions which are not sustainable in the longer term, or of missing opportunities which might only be identified through a longer term planning horizon. Furthermore, inadequate integration of service and financial planning gives rise to the possibility of service planning without regard to affordability, or a budget that does not direct resources to service priorities.
- 11.2 This report, and its subsequent development, is intended to substantially address those risks.
- 11.3 The timetable includes provision to consider specific financial risks as part of the budget making process, initially in the Autumn. The Director of Resources will report further to Members throughout the budget process.

## **12. EFFICIENCY STATEMENT**

12.1 Local Government is required to achieve a 3.0% efficiency target in 2008/09 and for each of the next two years. However, no target has been set for each individual authority and the priority for budget planning over the period which is the subject of this report will be to set balanced budgets which meet Council priorities.

12.2. The efficiency and value for money implications of individual budget proposals will be set out as part of the budget process as it progresses.

## **13. CONCURRENT REPORT OF THE CHIEF LEGAL OFFICER**

13.1. Whilst there are no specific legal implications arising at this point, this report is written having regard to the legislative framework governing local government finance with recommendations which accord with that regime.

## **14. EQUAL OPPORTUNITIES IMPLICATIONS**

14.1 Equalities considerations will be taken into account in the forecasts.

## **15. ANTI POVERTY IMPLICATIONS**

15.1 Anti-poverty considerations will be taken into account in the forecasts.

## **16. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

16.1 SAGE considerations have been taken into account in the forecasts.

APPENDIX A

**APPROVED THREE YEAR BUDGET 2008/09- 2009/10**

	<b>2008/09</b> <b>£'000</b>	<b>2009/10</b> <b>£'000</b>	<b>2010/11</b> <b>£'000</b>
<b>Initial Budget</b>	280,143	295,498	300,067
Transfer from Specific Grant	6,214	0	0
Inflation	5,932	6,222	6,494
Committed Growth			
Approved	4,830	3,618	2,479
Provision for unidentified growth	114	1,900	
Savings			
Budget Savings	-6,346	-3,970	-2,694
Additional savings target			
Service Improvement Growth	3,634	-1,190	-41
less funding from LPSA Reward Grant	-210	-50	-40
Revenue Funding for Capital Expenditure	1,697	-1,461	-236
Sub	<u>296,008</u>	<u>300,567</u>	<u>306,029</u>
Changes in Contributions to Reserves			
Asset Management	500	-500	
Decent Homes	-1,000		
Budget Contingency	-10		
<b>Budget Requirement</b>	<u>295,498</u>	<u>300,067</u>	<u>306,029</u>
Formula Grant	-224,997	-228,816	-232,204
Collection Fund Surplus	-1,505	0	0
	<u>68,996</u>	<u>71,251</u>	<u>73,825</u>
<b>Indicative Band D Council Tax</b>	£865.64	£887.28	£909.46
<b>Change in Council Tax</b>	<b>3.5%</b>	<b>2.5% *</b>	<b>2.5% *</b>

NB Forecasts are incremental year on year, not cumulative

\* Council Tax for 2009/10 and 2010/11 is indicative only and is not being approved at this stage

Committed Growth  
2009-10 to 2010-11

Appendix B

Ref	Description	Service Area	(GROWTH AGREED BY CABINET)		(GROWTH AGREED BY CABINET)
			2009/2010	2010/2011	
<b>ADULTS' HEALTH &amp; WELLBEING</b>			£'000	£'000	
GRO/AHWB/01	Learning Disabilities Commissioning Budget	Commissioning - Learning Disabilities	883		1,607
<b>Committed Growth - Adults' Health &amp; Wellbeing</b>			<b>883</b>		<b>1,607</b>

<b>CHILDREN'S SERVICES</b>					
GRO/CS/01	Disabled Children (Section 17)	Children's Social Care	155		312
GRO/CS/02	Contact Point	Strategy, Partnerships & Performance	75		75
GRO/CS/03	Primary Schools Transport	Resources	167		337
<b>Committed Growth - Children's Services</b>			<b>397</b>		<b>724</b>

<b>D &amp; R/D &amp; R HOUSING GF</b>					
GRO/DR/01	Local Development Framework	Strategy & Innovation	-		300
<b>Total Growth - Development &amp; Renewal</b>			<b>0</b>		<b>300</b>
GRO/DR/02	Barkantine Heating Scheme	Housing General fund	12		25
<b>Total Growth - Housing General fund</b>			<b>12</b>		<b>25</b>
<b>Total Growth - Development &amp; Renewal &amp; Housing GF</b>			<b>12</b>		<b>325</b>

Committed Growth  
2009-10 to 2010-11

Appendix B

Ref	Description	Service Area	(GROWTH AGREED BY CABINET)		(GROWTH AGREED BY CABINET)
			2009/2010	2010/2011	
			£'000	£'000	£'000
<b>COMMUNITIES, LOCALITIES &amp; CULTURE</b>					
GRO/CLC/01	Transportation, Treatment and Disposal of Waste	Street Management	1,742		2,773
GRO/CLC/02	Waste Collection – Developmental Growth	Street Management	44		88
<b>Total Committed Growth - Communities, Localities &amp; Culture</b>			<b>1,786</b>		<b>2,861</b>
<b>CORPORATE</b>					
GRO/COR/01	Increased Employer Contributions resulting from Actuarial Revaluation	All	600		1,200
GRO/COR/02	Best Value Satisfaction Survey	Research & Scrutiny	-60		0
GRO/COR/03	Reduction in Office Running Costs	Facilities Management	-800		-1,420
GRO/COR/04	Freedom Pass Apportionment	Corporate Finance	800		800
<b>Total Growth - Corporate</b>			<b>540</b>		<b>580</b>
<b>Total Committed Growth</b>			<b>3,618</b>		<b>6,097</b>
<b>Incremental increase in growth 2009/10 to 2010/11</b>					<b>2,479</b>

Savings  
2009-10 to 2010-11

Appendix C

(SAVINGS AGREED BY CABINET) (SAVINGS AGREED BY CABINET)

Ref	Description	Service Area	(SAVINGS AGREED BY CABINET)	
			2009/2010 £'000	2010/2011 £'000
<b>ADULTS' HEALTH &amp; WELLBEING</b>				
	Efficiencies in Management & Monitoring of Home care	Home Care	171	171
SAV/AHWB/01				
SAV/AHWB/02	Improved efficiency of procurement of Supplies & Services	All	150	300
SAV/AHWB/03	Restructuring of Hospital Social Work Services	Disabilities & Health	129	129
SAV/AHWB/04	Business Process Reengineering	All	586	552
<b>Total Savings - Adults' Health &amp; Wellbeing</b>			<b>1,036</b>	<b>1,152</b>

<b>CHILDREN'S SERVICES</b>				
Ref	Description	Service Area	(SAVINGS AGREED BY CABINET)	
			2009/2010 £'000	2010/2011 £'000
SAV/CS/01	Streamlining Support for Families in need	Children's Social Care	46	102
SAV/CS/02	Children's Social Care Commissioning	Children's Social Care	150	250
SAV/CS/03	Organisational Restructure YPL	Young People and Learning	40	80
SAV/CS/04	Invest to Save - Attendance Welfare Service	Early Years, Children & Learning	79	157
SAV/CS/05	Non-Statutory Support to Schools	Early Years, Children & Learning	25	50
SAV/CS/06	Vendor Managed Service	All	30	60
SAV/CS/07	Integration of Children's Services	All	456	456
SAV/CS/08	Young People Outside School	Youth & Community Learning	40	80

Savings  
2009-10 to 2010-11

Appendix C

Ref	Description	Service Area	(SAVINGS AGREED BY CABINET)	
			2009/2010 £'000	2010/2011 £'000
<b>CHILDREN'S SERVICES (contd)</b>				
SAV/CS/09	Lifelong Learning	Youth & Community Learning	60	60
SAV/CS/10	Review of non & Statutory provision	Children's Social Care	250	500
SAV/CS/11	Early Years Advisory Team	Early Years, Children & Learning	50	100
SAV/CS/12	Streamlining of Extended Provisions	Early Years, Children & Learning	30	100
SAV/CS/13	Restructure of Quality & Audit Team	Strategy Performance & Partnerships	24	48
SAV/CS/14	EYCL Efficiencies	Early Years, Children & Learning	191	388
<b>Total Savings - Children's Services</b>			<b>1,471</b>	<b>2,431</b>

Savings  
2009-10 to 2010-11

Appendix C

(SAVINGS  
AGREED BY  
CABINET)

(SAVINGS  
AGREED BY  
CABINET)

Ref	Description	Service Area	(SAVINGS AGREED BY CABINET)	
			2009/2010 £'000	2010/2011 £'000
<b>D &amp; R/D &amp; R HOUSING GF</b>				
SAV/COR/01	Horizontal Savings - D & R	All	5	10
SAV/DR/02	Utilisation of IT to produce Planning Consultation Documents	Strategy & Innovation	10	10
SAV/DR/03	Corporate Match funding	Resources - External Funding	20	40
SAV/DR/04	Digitisation Project	Development Decisions	60	180
<b>Total Savings - Development &amp; Renewal</b>			<b>95</b>	<b>240</b>
SAV/DR/05	Improved Efficiency in the administration of benefits	Benefits Administration	110	210
SAV/COR/01	Horizontal Savings - Housing General fund	All	7	14
<b>Total Savings - Housing General Fund</b>			<b>117</b>	<b>224</b>
<b>Total Savings - Development &amp; Renewal &amp; Housing General Fund</b>			<b>212</b>	<b>464</b>



Savings  
2009-10 to 2010-11

Appendix C

(SAVINGS AGREED BY CABINET) (SAVINGS AGREED BY CABINET)

Ref	Description	Service Area	(SAVINGS AGREED BY CABINET)	
			2009/2010 £'000	2010/2011 £'000
<b>COMMUNITIES, LOCALITIES &amp; CULTURE</b>				
SAV/CLC/01	Idea Stores income initiative	Idea Stores	80	80
SAV/CLC/02	Idea Store - Procurement	Idea Stores	100	100
SAV/CLC/03	Reduce Street Light Maintenance	Street Management	35	65
SAV/CLC/04	Traffic Enhancements - reduce provision	Transportation & Highways	127	127
SAV/CLC/05	Highways Maintenance - Reduce Reactive Maintenance	Transportation & Highways	45	45
SAV/CLC/06	Closure of Parking shop	Parking Services	175	175
SAV/CLC/07	Re-provision of Leisure Facilities	Culture		230
SAV/CLC/08	Parking Revenue	Parking Services		332
SAV/CLC/09	Management of Car Pound	Parking Services	90	90
SAV/CLC/10	Asset Management System	Transportation & Highways	45	45
SAV/CLC/11	Trade Waste	Street Management		200
<b>Total Savings - Communities, Localities &amp; Culture</b>			<b>697</b>	<b>1,489</b>

Savings  
2009-10 to 2010-11

(SAVINGS  
AGREED BY  
CABINET)

(SAVINGS  
AGREED BY  
CABINET)

Ref	Description	Service Area	(SAVINGS AGREED BY CABINET)	
			2009/2010 £'000	2010/2011 £'000
<b>CHIEF EXECUTIVE'S</b>				
SAV/CE/01	Procurement of agency staff through vendor management	Resources	20	40
SAV/CE/02	Reduction in Communications Expenditure	Communications	69	150
SAV/CE/03	Registration of BD&M & Pensions Contributions	Democratic Services	40	60
SAV/CE/04	Re-provision of Care Alarm	Customer Access	150	150
SAV/CE/05	Re-provision of Out of Hours service	Customer Access	125	125
SAV/CE/06	Centralised HR Shared Services & E-Recruitment	HR	150	150
SAV/CE/07	Directorate-wide Continuous Improvement	All		453
<b>Total Savings - Chief Executive's</b>			<b>554</b>	<b>1,128</b>
<b>Total Savings - All Directorates</b>			<b>3,970</b>	<b>6,664</b>
<b>Incremental increase in savings 2009/10-2010/11</b>				<b>2,694</b>

Ref	Description	Service Area	2008/2009	2009/2010	2010/2011
			£'000	£'000	£'000
<b>SERVICE IMPROVEMENT GROWTH</b>					
<b>ADULTS' HEALTH &amp; WELLBEING</b>					
SIG/AHWB/01	LinkAge Plus	Services for Older People	243	324	324
SIG/AHWB/02	Ensuring the safeguarding and protection of vulnerable adults	Disabilities & Health	138	138	138
<b>Total Service Improvement Growth – Adults' Health &amp; Wellbeing</b>			<b>381</b>	<b>462</b>	<b>462</b>
<b>CHILDREN'S SERVICES</b>					
SIG/CS/01	School Meals		297	0	0
<b>Total Service Improvement Growth – Children's Services</b>			<b>297</b>	<b>0</b>	<b>0</b>
<b>DEVELOPMENT &amp; RENEWAL &amp; HOUSING GF</b>					
SIG/DR/01	Asset and Community Planning	Major Project Development: Development Schemes	140	140	140
SIG/DR/02	Town Centre Project Lead	Major Project Development: Development Schemes	70	70	70
SIG/DR/03	Sustainability	Strategy, Regeneration and Sustainability	150	150	150
SIG/DR/04	Subsidy of burials	Major project	321	330	340
SIG/DR/05	Olympic & Paralympic Engagement	2012 Olympic & Paralympic Games	210	260	300
<b>Service Improvement Growth – Development &amp; Renewal &amp; HGF</b>			<b>891</b>	<b>950</b>	<b>1000</b>

Service Improvement Growth  
2009-10 to 2010-11

Appendix D

Ref	Description	Service Area	2008/2009		2009/2010		2010/2011	
			£'000	£'000	£'000	£'000	£'000	£'000
<b>COMMUNITIES, LOCALITIES &amp; LEISURE</b>								
SIG/CLC/01	Recycling improvement Plan	Public Realm	528	528	528	528	528	528
SIG/CLC/01	Recycling improvement Plan	Public Realm	943	66	66	66	0	0
SIG/CLC/02	Participation in Sport and Physical Activity	Cultural Services	34	33	33	33	33	33
SIG/CLC/03	Crime and Anti-Social Behaviour	Community Safety	37	37	37	37	37	37
SIG/CLC/04	CCTV Control Centre	Community Safety	135	110	110	110	85	85
SIG/CLC/05	Public Realm Improvement Programme	Public Realm	258	258	258	258	258	258
SIG/CLC/06	Tower Hamlets Mela	Arts and Events	130	0	0	0	0	0
<b>Total Service Improvement Growth – Communities, Localities &amp; Leisure</b>			<b>2,065</b>	<b>1,032</b>	<b>1,032</b>	<b>1,032</b>	<b>941</b>	<b>941</b>
<b>GRAND TOTAL</b>			<b>3,634</b>	<b>2,444</b>	<b>2,444</b>	<b>2,403</b>	<b>2,403</b>	<b>2,403</b>
<b>Incremental change in growth from previous year</b>			<b>-1,190</b>		<b>-1,190</b>		<b>-41</b>	

## APPENDIX E

### Area Based Grants

<b>Authority: TOW ER HAMLETS</b>	Tower Hamlets			
Area Based Grant:	Year			
	2007/08	2008/09	2009/10	2010/11
14-19 Flexible Funding Pot	0.064	0.067	0.069	0.071
Adult Social Care Workforce	1.218	0.791	0.804	0.817
Care Matters White Paper	0.040	0.308	0.489	0.599
Carers	1.529	1.640	1.747	1.854
Child and Adolescent Mental Health Services	1.471	1.249	1.334	1.423
Child Death Review Processes	0.000	0.097	0.101	0.107
Children's Fund	1.395	1.395	1.395	1.395
Children's Social Care Workforce	0.171	0.245	0.248	0.252
Choice Advisers	0.059	0.073	0.073	0.073
Cohesion	0.000	0.049	0.091	0.140
Connexions	2.629	2.717	2.851	3.134
Education Health Partnerships	0.111	0.111	0.111	0.111
Extended Rights to Free Transport	0.000	0.001	0.002	0.004
Extended Schools Start Up Costs	0.362	0.495	1.368	0.563
Learning and Disability Development	0.000	0.342	0.345	0.348
Local Involvement Networks	0.000	0.208	0.208	0.208
Mental Capacity	0.097	0.152	0.190	0.181
Mental Health	1.161	1.090	1.159	1.228
Positive Activities for Young People	0.640	0.764	1.223	1.551
Preserved Rights	1.058	0.997	0.954	0.914
Primary National Strategy - Central...	0.152	0.142	0.142	0.142
School Development Grant (LA Element)	17.653	1.603	1.603	1.603
School Improvement Partners	0.063	0.099	0.099	0.099
School Intervention Grant	0.062	0.062	0.062	0.062
School Travel Advisers	0.027	0.027	0.027	0.027
Secondary National Strategy - Behaviour...	0.068	0.068	0.068	0.068
Secondary National Strategy - Central...	0.182	0.179	0.179	0.179
Stronger Safer Communities		1.164	0.854	0.338
Supporting People *	15.385	15.385	15.385	15.385
Supporting People Administration	0.285	0.271	0.249	0.214
Sustainable Travel General Duty	0.018	0.018	0.018	0.018
Teenage Pregnancy	0.178	0.178	0.178	0.178
Working Neighbourhood Fund	14.540	10.294		
Youth Taskforce	0.000	0.000	0.000	0.000
Preventing Violent Extremism		0.365	0.450	0.534
Young Persons' Substance Misuse Grant		0.288	0.288	0.288
City Pathfinder		0.000	0.000	0.000
<b>Total (£m)</b>	<b>60.619</b>	<b>42.932</b>	<b>34.364</b>	<b>34.107</b>

## APPENDIX E

Less: Working Neighbourhood Fund **	10.294	TBA	TBA
<b>Grant subject to zero-basing exercise *</b>	<b>32.638</b>	<b>34.364</b>	<b>34.107</b>

- \* Supporting People Grant may transfer to ABG with effect from 2009/10 and consequently, it will form part of the zero basing exercise.
- \*\* Working Neighbourhoods Fund will be subject to separate commissioning arrangements, subject of a separate report to Cabinet

## APPENDIX F

### GENERAL FUND BALANCES

	£ million	£ million
<b>Balance as at 31<sup>st</sup> March 2008</b>		25.9
<b>Budgeted contribution to Reserves</b> This contribution to reserves was approved by Budget Council on 27 <sup>th</sup> February 2008	1.2	
<b>Contribution from Parking Control Account</b> Indirect reimbursement from Parking Control Account surpluses to replenish General Fund reserves used to fund deficits in a previous financial year.	0.5	
<b>Projected under spend for 2008/09 as at 30<sup>th</sup> June 2008</b> On the basis of projections after the first quarter of the financial year, an under spend of £1.4m is projected	1.4	
<b>Sundry risks subject to confidential negotiations</b> The authority is currently engaged in confidential contractual negotiations which are likely to result in payments by the Council which would need to be met from reserves.	-5.5	
<b>NNDR Overpayments</b> Overpayments made to the Council in previous years by business ratepayers who are now untraceable	1.3	
<b>Local Area Business Growth Incentive</b> It is proposed to ring fence £725,000 paid to the Council in 2007/08 for allocation to priority schemes	-0.7	
		-1.8
<b>Projected Balance as at 31<sup>st</sup> March 2009</b>		24.1

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APPENDIX G

**DRAFT REVISED THREE YEAR BUDGET 2008/09- 2010/11**

	2008/09 £'000	2009/10 £'000	2010/11 £'000
<b>Initial Budget</b>	280,143	295,498	298,367
Transfer from Specific Grant	6,214	0	0
Inflation	5,932	6,222	6,494
Committed Growth			
Approved	4,830	3,618	2,479
Provision for unidentified growth	114		
Savings			
Budget Savings	-6,346	-3,970	-2,694
Service Improvement Growth	3,634	-1,190	-41
less funding from LPSA Reward Grant	-210	-50	-40
Revenue Funding for Capital Expenditure	1,697	-1,461	-236
Sub	296,008	298,667	304,329
Changes in Contributions to Reserves			
Asset Management	500	-500	
Decent Homes	-1,000		
Budget Contingency	-10		
<b>Adjustments Required</b>			
Facilities Management		2,950	
London Pensions Fund Authority Levy		950	950
Concessionary Fares		-800	
Capital Financing and Investment		-3,224	715
Contribution to General Fund Reserves		-1,200	
Funding available for growth		1,524	35
<b>Budget Requirement</b>	295,498	298,367	306,029
Formula Grant	-224,997	-228,816	-232,204
Collection Fund Surplus	-1,505	1,700	0
	68,996	71,251	73,825
<b>Indicative Band D Council Tax</b>	£865.64	£887.28	£909.46
<b>Change in Council Tax</b>	3.5%	2.5% *	2.5% *

NB Forecasts are incremental year on year, not cumulative

\* Council Tax for 2009/10 and 2010/11 is indicative only and is not being approved at this stage

	<b>Receipts £ million</b>
<b><u>Capital Receipts in 2008/09 to date</u></b>	
Right to Buy receipts in the year to date ~(usable element)	0.750
Lukin Street	2.900
Blessed John Roche	10.066
Other miscellaneous receipts	0.435
Total receipts in year to date	<u>14.151</u>

## APPENDIX I

### BUDGET 2009/10 to 2011/12 TIMETABLE

Technical stages in *italics*

Decision-making stages in **bold**

	Date	
<b>Cabinet</b>	<b>30<sup>TH</sup> July 2008</b>	<b>Financial Review for the period 2009/10 to 2010/11 and Forecast Projection for 2011/12 and beyond</b>  <b>Report results of financial outlook, covering both revenue budget and Capital Programme. Agree budget strategy for 2009/10 and request officers to action.</b>
Consultation	September 2008- January 2009	Period available for budget consultation, subject to decision
Corporate Directors	5 <sup>th</sup> September 2008	Deadline for return of detailed planning submissions as requested by Cabinet
Officer/Lead Member Review Process	September 2008	CMT Meeting to review submissions.
Officer/ Lead Member Review Process	Sept/ Nov. 2008	Challenge/ scrutiny of Directorate submissions.  Dates to be confirmed.
<b>Cabinet</b>	<b>5<sup>th</sup> November 2008</b>	<b>CAPITAL STRATEGY &amp; ASSET MANAGEMENT PLAN</b>  <b>Agree Capital Strategy for 2009/10-2011/12 to provide strategic context for Capital Programme decisions.</b>
FSMT	Sept/Oct 2008	Financial Services Management Team considers budget risks for 2009/10- 2011/12

## APPENDIX I

CMT	Oct/Nov 2008	Receives report of officer review group.
<i>Government</i>	<i>Mid November 2008 onwards</i>	<i>Announcement by Government Departments of specific grants and capital allocations.</i>
Strategic/ Service Planning	September- December 2008	Preparation of draft Strategic & Financial Plan.
<b>Cabinet</b>	<b>14<sup>th</sup> January 2009</b>	<p><b>Draft Strategic &amp; Financial Plan</b></p> <p><b>Provisional Budget considered and proposals referred to Overview &amp; Scrutiny.</b></p> <p><b>Service budget reports (including HRA)</b></p> <ul style="list-style-type: none"> <li>◆ <b>Committed growth and savings</b></li> <li>◆ <b>Directorate targets</b></li> <li>◆ <b>Overall budget</b></li> <li>◆ <b>Rent levels</b></li> </ul>
<i>January – February</i>		<i>Constitutional period for consultation of Overview &amp; Scrutiny Committee under the Budget &amp; Policy Framework.</i>
<b>Overview &amp; Scrutiny</b>	<b>10<sup>th</sup> February 2009</b>	<b>Considers Provisional Budget Proposals of Cabinet for Revenue Budget and Capital Programme 2009/10-2011/12</b>
<b>Cabinet</b>	<b>11<sup>th</sup> February 2009</b>	<p><b>FINAL Strategic &amp; Financial Plan</b></p> <p><b>REVENUE BUDGET - Final budget report (including HRA)</b></p> <ul style="list-style-type: none"> <li>◆ <b>Integrated capital and revenue report</b></li> <li>◆ <b>Prudential Indicators</b></li> <li>◆ <b>Single Capital Pot Allocations</b></li> <li>◆ <b>Council tax for LBTH</b></li> </ul>
<b>Cabinet</b>	<b>11<sup>th</sup> February 2009</b>	<p><b>CAPITAL PROGRAMME 2009/10 –2011/12</b></p> <p><b>Agree capital programme and funding for 2009/10-2011/12</b></p>

## APPENDIX I

Precept	Mid February 2009	GLA agrees its precept
<b>Budget Council</b>	<b>4<sup>th</sup> March 2009</b>	<b>Formally agrees budget and Council Tax</b>
Directorate Plans	By end March 2009	Directorate plans developed from Strategic & Financial Plan

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<b>Committee:</b> Cabinet	<b>Date:</b> 30 <sup>th</sup> July 2008	<b>Classification:</b> Unrestricted	<b>Report No.</b>	<b>Agenda Item</b>
<b>Report of:</b> Corporate Director - Resources		<b>Title:</b> <b>Financial Review 2011/12 – 2013/14</b>		
<b>Originating Officer:</b> Alan Finch, Service Head Corporate Finance		<b>Ward(s) Affected</b> All		

## 1. SUMMARY

- 1.1. A report elsewhere on this agenda, entitled “Resource Allocation and Budget Review 2009/10- 2010/11”, revisits the three year budget set by Members earlier in the year and identifies the planning parameters which should apply to service and financial planning for 2009/10- 2010/11, with the overall aim of providing sufficient flexibility to deal with risk and provide scope for a degree of policy choice.
- 1.2. This report sets out a forecast for the three year period, 2011-2014 which follows on from the period of the Government’s current Comprehensive Spending Review and the Council’s approved three year budget, and outlines the challenges that are likely to face the Council in that period. The forecast will inform Members in making decisions about budget setting for the forthcoming period and the actions they should instigate now to enable the council to respond

## 2. RECOMMENDATIONS

Cabinet is recommended to:

- 2.1 Note the contents of the report.
- 2.2 Request Corporate Directors to identify proposals for efficiencies to address the projected funding gap identified from 2011/12 onwards.

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**LOCAL GOVERNMENT ACT 1972 SECTION 100D (AS AMENDED)**  
**LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT**

---

Brief description of "background papers"	Tick if copy supplied for register	If not supplied, name and telephone number of holder
Held by Resources Directorate 4th floor, Mulberry Place		Alan Finch 020-7364-4915 Martin McGrath 020-7364-4645



### 3. BACKGROUND

- 3.1. Earlier this year, Members agreed the authority's first ever three year budget, which identified balanced budget plans up to the end of March 2011. A report elsewhere on this agenda reviews these budget plans and concludes that, although a number of issues have arisen in recent months which need to be taken into account in those plans, no further measures are currently required in order to ensure that the Council can manage within with the overall budget parameters already set. Any budget actions taken in the period up to March 2011 can therefore be focused upon ensuring that budget plans meet the Council's policy priorities.
- 3.2. This report is concerned with the period from 2011/2014, which is not currently covered by any approved spending plans.

### 4. FORECAST 2011/12 – 2013/14

- 4.1. The year 2011/12 is the first year of the next three year Medium Term Plan to be agreed early in 2009. 2011/12 is also likely to be the first year of the next Government Comprehensive Spending Review, which will also follow a planned review of grant distribution. This forecast covers the period expected to be covered by that next CSR period. Little information is available as to the Government's plans for this period or the economic conditions that may prevail during that period. Accordingly these figures should be regarded as planning forecasts.

#### Inflation

- 4.2. The impact of inflation in 2011/12 is dependent upon inflation and pay awards and other growth in the authority's budget in the intervening period. For planning purposes, and assuming that inflation remains close to Government targets, a forecast of 2.5% per year has been adopted. The impact of this is set out in the following table.

Inflation – Annual increase	£ million
2011/12	7.026
2012/13	7.201
2013/14	7.381

### Committed Growth

- 4.3. More detailed forecasts of committed growth for 2011/12 will be produced by officers during August and September. As these are forecasts of costs not likely to be incurred for two to three years, these will be provisional and, as with the 2009/10 and 2010/11 figures, will need to be kept under review.
- 4.4. For the purposes of this forecast, figures have been prepared based on the trend in population and household growth in the Borough. Greater London Authority forecasts suggest that the population Tower Hamlets will continue to grow at an average of around 2% a year, with household growth increasing by around 3% reflecting development and a tendency towards smaller family units.

Committed Growth – Annual increase	£ million
2011/12	5.950
2012/13	6.061
2013/14	6.174

- 4.5. In addition, Capital financing budgets will increase further over the period as the Government allocates capital funding in the form of supported borrowing. Budgets will also be affected by the repayment of debt taken out in previous years. Overall, the expected impact is to increase costs by approximately £1.9m in 2011/12, a further £2.3m in 2012/13 and a further £1.0m in 2013/14.

### Formula Grant

- 4.5. The 2011/12 financial year will form part of the next Comprehensive Spending Review (CSR), and grant announcements for this year have therefore yet to be made. However, unless the review of Formula Grant distribution for that year reverses the decisions made in the 2007 review (which seems unlikely), it is probable that the authority will remain at the grant floor for the whole of the next CSR cycle in addition to the current one.
- 4.6. The level of the grant floor for 2011/12 will, again, not be known until the next CSR announcement. However, it is assumed for this forecast that it will be set at the same level as in 2010/11, which is 1.5%.

### Summary of Forecast

- 4.7. **Appendix A** sets out a summary of the forecast for 2011/12- 2013/14. This shows a forecast funding gap of just under £10.0m for the first year, increasing by a further £8.5m in 2012/13 and a further £7.3m in 2013/14 and this would need to be met either from savings initiatives, or by bearing down on the level of committed growth assumed in the forecast.

- 4.8. Although these efficiencies would not need to be implemented until 2011 at the earliest, it is important to begin the process of developing efficiency and cost reduction proposals immediately, to enable options to be evaluated and developed in the intervening period, and brought back for Member approval at the appropriate time. The longer the Council gives itself to develop its efficiency proposals the better our ability to contain cost pressures without impacting on service outcomes.
- 4..9 The question may arise as to whether, in light of the projection for 2011/12-2013/14, it is prudent for the authority to continue with its spending plans for 2009/10 and 2010/11 and engage in additional investment during that period. Officers advice is that, although the position would be eased in 2011/12 if savings could be found now, there are sufficient resources to manage the budget in 2009/10 -2010/11 and allow for a specified level of growth, as long as plans are also advanced for meeting the funding gap in 2011/12. This is facilitated by the fact that, as reported above, planned reserves are likely to be sufficient to manage financial risks. Containing spending now would have the effect of building up reserves further during the period 2008-2011, to no particular advantage, and mitigating the funding gap in 2011/12, but not eliminating it.

## **5. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 5.1 The comments of the Chief Financial Officer are the subject of this report.

## **6. RISK MANAGEMENT IMPLICATIONS**

- 6.1 The absence of a forward financial forecast would expose the Council to the risk of making decisions which are not sustainable in the longer term, or of missing opportunities which might only be identified through a longer term planning horizon. Furthermore, inadequate integration of service and financial planning gives rise to the possibility of service planning without regard to affordability, or a budget that does not direct resources to service priorities.
- 6.2 This report, together with the complementary report on this agenda covering the period 2008-2011, and its subsequent development, is intended to substantially address those risks.

## **7. EFFICIENCY STATEMENT**

- 7.1 Planning for the projected funding gap at this stage will increase the probability that savings can be found from efficiency measures which are developed and implemented over a timescale sufficient to optimise success. The efficiency and value for money implications of individual budget proposals will be set out as part of the budget process as it progresses.

## **8. CONCURRENT REPORT OF THE CHIEF LEGAL OFFICER**

- 8.1. There are no immediate legal implications arising from this report

## **9. EQUAL OPPORTUNITIES IMPLICATIONS**

9.1 The equalities considerations of budget proposals will need to be taken into account in detailed budget proposals.

## **10. ANTI POVERTY IMPLICATIONS**

10.1 The Anti-poverty considerations of budget proposals will need to be taken into account in detailed budget proposals.

## **11. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

11.1 The SAGE considerations of budget proposals will need to be taken into account in detailed budget proposals.

## **APPENDICES**

Appendix A – Financial Planning Forecast 2001/12 – 2013/14 (Summary Forecast)

## FINANCIAL PLANNING FORECAST 2011/12- 2013/14

	2011/12 £'000	2012/13 £'000	2013/14 £'000
<b>Initial Budget</b>	306,030	312,872	319,919
Transfer from Specific Grant			
Inflation	7,026	7,201	7,381
Committed Growth			
Provision for unidentified growth	5,950	6,061	6,174
Savings			
Additional savings target	-9,949	-8,559	-7,295
Capital Financing & Investment	1865	2344	1000
Facilities Management			
LPFA Levy	950		
Service Improvement Growth	-300		
less funding from LPSA Reward Grant	300		
Sub	311,872	319,919	327,179
Changes in Contributions to Reserves			
Decent Homes	1,000		
<b>Budget Requirement</b>	312,872	319,919	327,179
Formula Grant	-235,687	-239,222	-242,811
Collection Fund Surplus	0	0	0
	77,185	80,697	84,368
<b>Indicative Band D Council Tax</b>	£932.20	£955.51	£979.39
<b>Change in Council Tax</b>	<b>2.50%</b>	<b>2.50%</b>	<b>2.50%</b>

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# Agenda Item 10.5

<b>Committee:</b> <b>Cabinet</b>	<b>Date:</b> <b>30 July 2008</b>	<b>Classification:</b> <b>Unrestricted</b>	<b>Report No.</b>	<b>Agenda Item No.</b>
<b>Report of:</b> Michael Keating, Acting Assistant Chief Executive <b>Originating Officer(s):</b> Shanara Matin, Scrutiny Policy Officer		<b>Title:</b> <b>Use of Consultants: responses to the recommendations of the Scrutiny Working Group</b> <b>Ward(s) affected: All</b>		

## 1. Summary

- 1.1 This report submits the responses to the recommendations of the Overview and Scrutiny Committee Working Group on the Use of Consultants.

## 2. Recommendations

It is recommended that Members:

- 2.1 Approve the action plan in response to the recommendations from the Overview and Scrutiny Working Group on Use of Consultants attached at Appendix 1.
- 2.2 Consider the report of the Overview and Scrutiny Committee Working Group on Use of Consultants attached at Appendix 2.

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Local Government Act 1972 (as amended) Section 100D  
LOST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT

Background paper

Name and telephone of and address where open to inspection

Scrutiny Review File held in Scrutiny Policy Team

Shanara Matin  
020 7364 4548

### **3. Background**

- 3.1 The Working Group was established in September 2007 to investigate the use of consultants within the Council.
- 3.2 The objectives of the review were to:
- investigate the reasons for the use of consultants
  - evaluate the effectiveness of the work undertaken by consultants within the authority using case studies
  - consider the costs involved in using consultants and to compare these costs with other similar local authorities
  - use the findings as the basis for recommendations on further developing policies on use of consultants
  - consider the improvement in this area of procurement being implemented by the Council and identify any further areas of improvement
- 3.3 The working group met three times to review financial reports, procurement policies and procedures and the results of research into other local authority and public sector experiences of using consultants.

### **4. Concurrent Report of the Assistant Chief Executive (Legal Services)**

- 4.1 There are no immediate legal implications arising from this report

### **5. Comments of the Chief Financial Officer**

- 5.1 There should not be additional cost implications arising to the Council from implementing the working group's recommendations as they are aimed at improving current procurement processes for consultants. It should be possible to meet implementation of the proposed improvements from existing Directorate budgets.
- 5.2 Implementing the working group's recommendations would improve the future financial management and control of Council spending on consultants.
- 5.3 Implementing the working group's recommendation should also lead to improved value for money/best value in future through greater use of internal staff for projects and more effective spending on consultants that are appointed.

### **6. Equal Opportunity Implications**

- 6.1 There are no direct equal opportunity implications arising from this report.

### **7. Anti-Poverty Implications**

- 7.1 There are no direct Anti-Poverty implications arising from this report.

### **8. Sustainable Action for a Greener Environment**

- 8.1 There are no direct actions for a greener environment arising from the report.

### **9. Risk Management**



9.1 There are no direct risk management implications arising from the Working Group's report or recommendations.

**Appendices**

- 1: Action Plan and response to Scrutiny Working Group Report on Use of Consultants.
- 2: Report of the Scrutiny Working Group for Excellent Public Services

## Response to Scrutiny Working Group Report on Use of Consultants

Recommendation	Response / Comments	Responsibility	Date
<p>R1 That the following criteria and definition of a consultant to be adopted across the Council. Consultants:</p> <ul style="list-style-type: none"> <li>• Have a defined work scope with deliverables</li> <li>• Often provide a report as an output that provides recommendations for further action but the consultant is not contracted to deliver at that time.</li> <li>• Have payment contingent upon completion of staged completion of the work</li> <li>• Do not act as staff members i.e. do not have Tower Hamlets e-mail addresses, phone numbers or desks.</li> <li>• May be able to provide a substitute to undertake the work</li> <li>• Are not in a templated position for the purposes of the Comensura contract – i.e. they do not relate to standard jobs within the Council, which could be provided by either permanent or temporary staff</li> <li>• Are contractually responsible</li> </ul>	<p>There is tendency for the term 'consultancy' to be used fairly loosely and sometimes pejoratively, It is useful for the Council to have a definition of what is meant by consultancy, not least to enable guidelines and standards for the procurement of consultants to be established and if necessary enforced.</p> <p>This definition has been adopted for financial planning and monitoring purposes, and all future reporting of the costs of consultancy will follow this definition.</p> <p>This will be reinforced with consultancy guidance on the Procurement intranet page, and detailed guidance will be included in the Contracting Toolkit, which is due to be published on the intranet during Summer 2008.</p>	<p>Alan Finch, Service Head, Corporate Finance</p> <p>Richard Parsons, Service Head, Procurement &amp; Corporate Programme</p>	<p>April 2008</p> <p>July 2008</p>

Recommendation	Response / Comments	Responsibility	Date
<p>for their outputs</p> <ul style="list-style-type: none"> <li>• Are liable for their own performance and the content of their work</li> </ul>			
<p>R 2 That future work on the procurement strategy to include programme of activities to help disseminate and embed procurement related policies within the organisation, e.g. presentations at all Directorate Management Team meetings and officer training.</p>	<p>Procurement strategy is due to be reviewed during 2008, through the Corporate Procurement Board, with wide consultation across the Council. This will be backed up by workshops and training to promote the new strategy.</p> <p>A Procurement Code of Practice is currently in draft form, reviewing the procurement rules and procedures. The document will cover matters relating to the commissioning of consultants.</p> <p>Consultation has commenced on a restructure of the Procurement Service, with the objective of developing a more proactive approach, which covers all non-pay spend throughout the whole contracting cycle. This is based around Category Management, whereby all spend is divided into four broad categories (Construction &amp; Repairs; Care &amp; Commissioning; Environment &amp; Facilities; Corporate Services), and Category Managers will have strategic stewardship of their nominated categories. Using this approach will help to disseminate and embed effective policies and procedures across the organisation.</p> <p>Officer training is currently available through the</p>	<p>Richard Parsons, Service Head, Procurement &amp; Corporate Programme</p>	<p>Draft Procurement Strategy by Oct 2008, for approval by Dec 2008.</p> <p>Code of Practice to be finalised by October 2008.</p> <p>Restructure complete by November 2008.</p> <p>Available</p>

Recommendation	Response / Comments	Responsibility	Date
	<p>corporate training programme. The standard training consists of three modules (Essentials of Procurement &amp; Contract Law; Letting Procurement Contracts; Contract Management), but the training will be adapted for specific requirements, such as large consultancy contracts.</p> <p>All high value contracts (over £250K) require the approval of Competition Board, and a new project appraisal process of "tollgates" has been introduced to facilitate this. Tollgates ask targeted questions about the client's approach to the contract, and make recommendations for improvement. They also provide the opportunity for Procurement to identify gaps, provide support and promote good practice in contracting.</p> <p>Presentations for Directorate officers to be arranged Summer / Autumn 2008. These will focus on the emerging Corporate Procurement Strategy, Procurement Code of Practice, and the category management approach.</p>		<p>now</p> <p>Tollgates currently being trialled. Full implementation by October 2008.</p> <p>October 2008</p>
<p>R 3 That financial reporting on procurement of consultancy services should clearly identify source of funding and ring-fenced funding such as Section 106 or Lottery Funds.</p>	<p>It is important for the authority properly to manage all funds for which it is responsible. The use of consultancy is sometimes particularly valuable in relation to one-off projects or programmes, for which one-off funding streams are often used. Future financial reports will identify separate funding streams</p> <p>The Procurement Service employs various tools to track expenditure, which will inform the Category Plans. Areas where consultants are widely used will be examined in the category planning process, and</p>	<p>Alan Finch, Service Head, Corporate Finance</p> <p>Richard Parsons, Service Head, Procurement &amp;</p>	<p>May 2008</p> <p>June 2008 – March 2009</p>

Recommendation	Response / Comments	Responsibility	Date
	<p>alternative means of achieving objectives will be encouraged through a standard approach to options appraisal.</p>	Corporate Programme	
<p>R4 That targets for reducing expenditure on consultants should be highlighted as an objective in the Tower Hamlets Strategic Plan. The Corporate Management Team to set indicative targets and for progress to be reported back.</p>	<p>The authority spends relatively little on consultants (around 0.1% of total spend on average over recent years), and expenditure varies markedly from year to year. Often expenditure on consultants is the most effective way of delivering benefits to the community. It is proposed that, while CMT should monitor expenditure on consultants, setting a target may be counter-productive in the long run, and the focus should instead be on assurance that consultants are used in the right circumstances and their outputs are monitored and managed correctly.</p>	Alan Finch, Service Head, Corporate Finance	
<p>R5 That directorates review expenditure on consultants to assess the extent to which they are used and to establish a baseline for reviewing their use of consultants. Directorates should identify areas and set targets for reducing future spend in alignment with the Council's horizontal savings exercise.</p>	<p>(See R4)</p>		
<p>R 6 That directorates should increasingly use internal secondments and graduate trainees for one-off projects, tying in with the corporate approach to</p>	<p>Directorates should consider the implications of using consultants in preference to staff and restrict the use of consultants to those areas where local capacity cannot deliver the same outputs.</p>	Alan Finch, Service Head, Corporate Finance	

Recommendation	Response / Comments	Responsibility	Date
<p>developing staff.</p>	<p>This advice will be included in the Procurement intranet pages, but responsibility for exploring secondments and trainees must lie within individual Service areas.</p>	<p>Richard Parsons, Service Head, Procurement &amp; Corporate Programme</p>	
<p>R 7 That options should be explored to enable the corporate Consultation and Involvement team to become a gatekeeper for procuring external consultation services.</p>	<p>The Best Value Review of Consultation and Involvement identified a number of recommendations to adopt good practice and rationalise the consultation and engagement activities across the Council, which are yet to be implemented. This is an opportunity to take forward these recommendations.</p> <p>1. Proposed consultation activities to be approved by the Participation and Engagement team and to develop and agree a set of guidelines detailing the approval process.</p> <p>In order to facilitate the gatekeeper role it is proposed that CMT nominate Consultation Leads in Directorates and for Partner Organisations to nominate lead participation staff within their organisations.</p> <p>2. To develop a shared resource for undertaking opinion research through the development of proposals with EPS CPAG.</p> <p>Options will be explored for greater shared working across Council Directorates. Any additional activities will need to be met through existing resource arrangements.</p>	<p>Sue Ritchie, Acting Head of Participation and Engagement</p>	<p>March 08</p> <p>March 08</p>

Recommendation	Response / Comments	Responsibility	Date
	<p>A joint post is currently being explored with the PCT at the moment to coordinate activity with the PCT though not focused on training or delivery.</p>		

## Appendix 2

### Use of Consultants

Report of the Scrutiny Working Group for Excellent Public Services

Tower Hamlets Council  
February 2008





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## Acknowledgements

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The Working Group would like to thank officers and colleagues for taking part and supporting the review.

### **Working Group chair**

Cllr Mohammed Abdus Salique (Labour)

### **Working Group**

Cllr Helal U. Abbas (Labour)

Cllr Anwara Ali (Labour)

Cllr Stephanie Eaton (Liberal Democrats)

Cllr Abjol Miah (Respect)

Cllr Lutfur Rahman (Labour)

Cllr Simon Rouse (Conservative)

### **Councillors who took part in the Review**

Cllr Alibor Choudhury (Labour)

Cllr Marc Francis (Labour)

Cllr Alex Heslop (Labour)

Cllr Joshua Peck (Labour) – Lead Member for Performance and Resources

Cllr Salim Ullah (Labour)

### **Council Officers**

Sara Williams – Assistant Chief Executive

### **Finance & Procurement**

Alan Finch – Service Head, Corporate Finance

Nick Walker – Interim Service Head, Procurement

Richard Parsons – Service Head, Procurement & Corporate Programmes

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Lisa Durban - Major Development Project Planner

### **Scrutiny and Equalities:**

Michael Keating – Service Head, Scrutiny & Equalities

Afazul Hoque – Acting Scrutiny Policy Manager

Shanara Matin – Scrutiny Policy Officer

## Chair's foreword

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I am pleased to present the Excellent Public Services Scrutiny Working Group's report on the Use of Consultants by Tower Hamlets Council.

The use of consultants by local authorities is an area of local government which is controversial and much debated. There is a need, however, to balance public scepticism about the use of resources on consultants against the value external skills and expertise can bring to in-house capacity in improving public services. The Council will continue to need and use consultants as and when appropriate, but it is important to ensure consultants are procured and managed well.

Council officers need to have flexibility over when and how to use consultants to best meet service needs. There are for example areas where consultants are required to provide independence and objective oversight on issues such as senior levels of recruitment or to carry out sustainability appraisals of Local Development Documents. The case studies considered as part of this review also highlighted areas where consultants are used to lever in specialist skills and services that bring in innovation and techniques that the Council does not currently have. The key objective of this review has been to ensure that use of consultants is appropriate but also that there is robust procurement and management of these contracts and that we can demonstrate value for money. The working group were pleased to find that there is no evidence of inappropriate use of resources or that spending on consultants in LBTH is out of step with other authorities.

This report outlines the review process the findings and discussion undertaken by Members. It concludes with the recommendations which will be put to Cabinet. I believe that the recommendations the working group have made will further improve the way that consultants are engaged and managed by the Council.

I would like to thank all those who have been involved and my colleagues on the review working group for the way in which they have contributed to the findings in this report.

I would also like to thank Officers for their help and assistance.

**Cllr Mohammed Abdus-Salique**  
**Scrutiny Lead, Excellent Public Services**

## Recommendations

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The working group recommendations set out the areas requiring consideration and action by the Council to ensure consultants are used more effectively and where possible to reduce their use by considering in-house capacity and scope for developing skills amongst existing staff first. The working group recognise that there is ongoing work to improve policies and procedures around procuring consultants and have developed recommendations that add to existing work streams on the area. The key areas covered by the recommendations are developing a corporate approach to procuring consultants, reducing dependency and capacity-building existing staff to take on project work wherever possible.

Based on the findings of the review the working group recommend:

R1 That the following criteria and definition of a consultant to be adopted across the Council.

Consultants:

- Have a defined work scope with deliverables
- Often provide a report as an output that provides recommendations for further action but the consultant is not contracted to deliver at that time.
- Have payment contingent upon completion of staged completion of the work
- Do not act as staff members i.e. do not have Tower Hamlets e-mail addresses, phone numbers or desks.
- May be able to provide a substitute to undertake the work
- Are not in a templated position for the purposes of the Comensura contract – i.e. they do not relate to standard jobs within the Council, which could be provided by either permanent or temporary staff
- Are contractually responsible for their outputs
- Are liable for their own performance and the content of their work

R 2 That future work on the procurement strategy to include programme of activities to help disseminate and embed procurement related policies within the organisation, e.g. presentations at all Directorate Management Team meetings and officer training.

R 3 That financial reporting on procurement of consultancy services should clearly identify source of funding and ring-fenced funding such as Section 106 or Lottery Funds.

R4 That targets for reducing expenditure on consultants should be highlighted as an objective in the Tower Hamlets Strategic Plan. The Corporate Management Team to set indicative targets and for progress to be reported back.

R5 That directorates review expenditure on consultants to assess the extent to which they are used and to establish a baseline for reviewing their use of consultants. Directorates should identify areas and set targets for reducing future spend in alignment with the Council's horizontal savings exercise.

R 6 That directorates should increasingly use internal secondments and graduate trainees for one-off projects, tying in with the corporate approach to developing staff.

R 7 That options should be explored to enable the corporate Consultation and Involvement team to become a gatekeeper for procuring external consultation services.

## Introduction

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1. The use of consultants by the public sector is often treated with suspicion and criticised as wasteful of public funds. It is also an area of interest and concern amongst elected Members and local people because of a perceived lack of transparency about how expenditure on consultants is prioritised and seen as taking funding away from service provision. Nevertheless, in the right circumstances, consultants provide an invaluable service to local authorities, allowing specialist skills to be brought in for projects where existing staff might not have the capacity or skills to undertake. Thus consultants can offer value for money if used appropriately.
2. The working group to review the use of consultants by the Tower Hamlets Council was set up in September 2007. The intention was to review the context in which consultants are engaged, the extent to which they are used within the Council and the policies in place to ensure value for money during the commissioning and management of work delivered by consultants.
3. It was agreed that this review would not be looking into the use of interim or agency staff and professional services used by the Council for example for legal or planning work.
4. The working group agreed the following review objectives:
  - To investigate the reasons for the use of consultants
  - To evaluate the effectiveness of the work undertaken by consultants within the authority using case studies
  - To consider the costs involved in using consultants and to compare these costs with other similar local authorities
  - To use the findings as the basis for recommendations on further developing policies on use of consultants
  - To identify and consider the areas for improvement in procurement and how it should be implemented by the Council.
5. The working group recognised that consultants need to be used to lever in additional skills and expertise to help improve and deliver the best possible services for local people. They felt however that there needed to be a better understanding of the extent to which consultants are used within the council and investigate alternative options to bringing in external resources.
6. Members also agreed that the review was an opportunity to further develop Member involvement to achieve efficiency targets as part of the efficiency agenda and support it to be embedded across the Council.
7. The strategic responsibility for how and when consultants are engaged falls within the remit of the Procurement Team within the Council. Given the introspective nature of the review into operational issues within the Council Members were keen to look at regional comparisons and wider good practice.

8. With these objectives in mind the working group agreed the following schedule of work for carrying out the review:

**Introductory Review Meeting (October 2007)**

- Introduction to Review topic and focus (agree scope)
- ‘Setting the context’ discussion with Officers
  - Definition of consultants;
  - Existing policy on use of consultants
  - Results of desk based research on best practice guidance from Audit Commission, Officers, London Centre of Excellence, professional bodies such as CIPFA

**Second Meeting (November 2007)**

- National evidence on use of consultants and trends, including benchmarking opportunities.
- Case Study - Master Planning and Business Process Improvement
- Cost of Consultants: Analysis

**Final meeting (January 2008)**

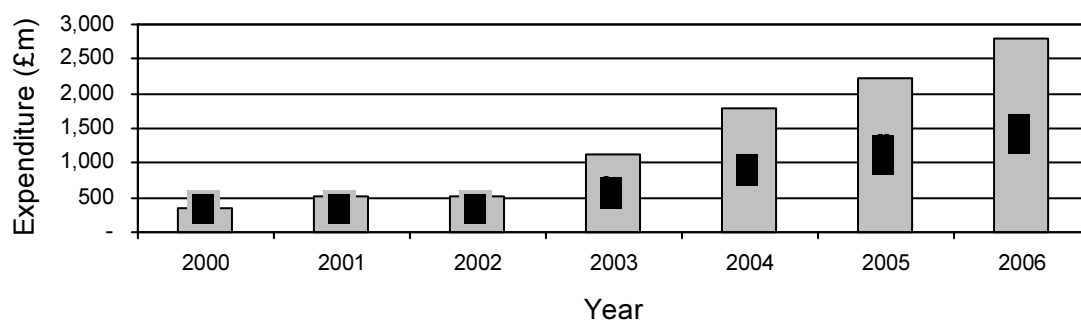
- Focused discussion with working group Members and key officers on issues arising during review
- Capture learning points and recommendations

9. The Overview and Scrutiny Committee will consider the working group’s report and recommendations. The Council’s Cabinet will then respond to the report and its recommendations and the action plan response which sets out how the recommendations will be addressed.

### Literature Review and Desktop Research

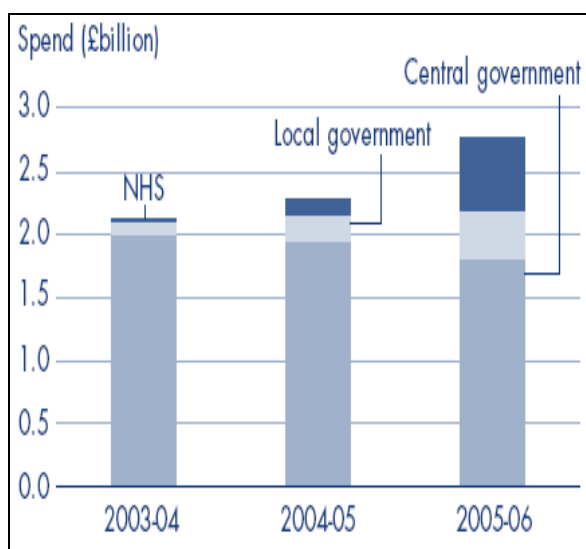
10. In 2005/06 estimated expenditure on consultants across London local authorities was £105m an average of £3m per authority. These figures are from the London Centre of Excellence (LCE) local authority expenditure analysis for 2006/07, but the LCE believe that this is likely to be an underestimate of the true level of expenditure on consultants. The largest areas of spend are property, construction and IT. With such high-levels of spend there is a responsibility on local authorities to improve outcomes and ensure that value for money is achieved.
11. The London Centre of Excellence is one of nine regional centres set up by Government to deliver the National Procurement Strategy and Gershon Review. The centre recently produced a Commissioning Toolkit for the procurement of consultancy and professional services. The toolkit was used within the scope of the review to provide a comparison to Tower Hamlets procedures for engaging consultants as well as being considered more generally by the review working group as a toolkit and guide in its own right. Members welcomed the similarities in approach between the procurement procedures within the commissioning toolkit and those used by the Council. The working group felt that it was important however, that the Council should develop its own programme of work to support the way the Tower Hamlets procurement strategy and policies are disseminated within the Council. Members were keen that any potential toolkit should reflect local needs and context and enable and empower officers to make better-informed choices when engaging consultants.
12. The National Audit Office Report, 'Central Governments Use of Consultants' in December 2006 offers a strategic comparison for this review. The report estimated the extent of public sector use of consultants in 2006 at £2.8bn, a figure heavily criticised by the media and public sector trade unions. Much of the debate that followed has contributed to a perception of consultancy services as being high cost and low return with little to demonstrate the impact of such high levels of expenditure over a period of time when satisfaction with public sector services has continued to fall.
13. Although the focus of the report was on central government departments, the review includes estimates of expenditure within local government based on figures from the consultancy trade association MCA (Management Consultancies Association) and industry sources. These estimates put local government spend on consultants in 2006/07 at £400m. This would equate to 14% of all total public sector expenditure which is very high compared to figures from other local authorities considered later in this report. This suggests that the MCA figures need to be read with some caution as well as the need for a more comprehensive analysis of expenditure on consultants across local government.
14. The graph below sets out the increases in public sector use of consultants over the last seven years taken from the National Audit Office report.

### Public Sectors Use of consultants

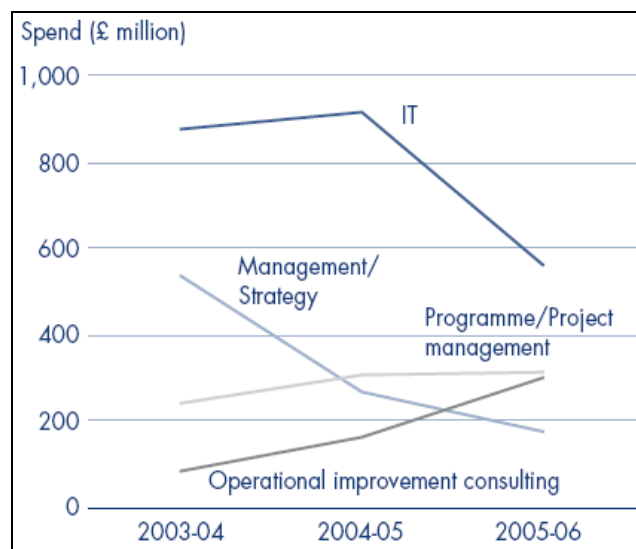


15. The tables below further highlight both the increase and proportion of spend between public sector bodies between 2003/04 and 2005/06, with central government departments and the NHS making up the majority of expenditure but with significant and steady increases in local government expenditure over the last three years. There have also been significant changes in the type of services consultants are providing within the public sector with a move away from management and strategy roles to programme and project management work. These changes reflect the increasing complexity of service provision for example aims to provide a seamless experience for service users across Health and Social care.

### Public sector spend on consultants



### Changes in demand for services



16. The report recommendations were on balance less about driving down daily rates or price and more about how to improve the way consultants are commissioned and managed to ensure they add value to public sector work. It highlighted the difficulties in equating savings to this area of spend and recognised that there would be a continuing need to buy in external expertise to improve services. The key challenges for public sector bodies were around planning and project managing consultant contracts, evaluating the learning and factoring in the role of existing staff both in terms of being the



first choice for carrying out the work on projects but also around building in scope for skills transfer and capacity building internal resources for future work.

17. Findings from the literature review and desktop research helped to further expand the scope of the review and to set the context for investigating local practices.

### **Use of Consultants by other Local Authorities**

18. During the development of the scope for the review it was agreed that it would be useful to look at other local authority experiences of using consultancy services and other scrutiny reviews on the subject. A short research exercise found that the “Use of Consultants” is a popular scrutiny review topic with more than twenty recent or ongoing reviews currently listed online. Working group members received a briefing on the findings and analysis from seven recent scrutiny reviews on the topic. The key points from the briefing and Member discussion on the issues raised are set out below.
19. Other local authority scrutiny working groups found the most useful approach to a review of this kind tended to be where it was possible to frame the investigation within wider objectives such as to:
  - redress the lack of trust in why and how consultants are engaged
  - develop a coherent strategy for engaging consultants
  - ensure use of consultants led to value for money.
20. The scope of investigations varied from short reviews assessing the suitability of procurement procedures in engaging consultants, to organisation-wide reviews on how each directorate had engaged consultants over a number of years.
21. The most common terms of reference across reviews were to:
  - identify the context of when and why consultants are used
  - investigate the procedures used to engage consultants
  - assess the procurement procedures and the performance management of consultants
  - investigate the extent of use or cost of consultants; year on year trends, as a proportion of total expenditure and in benchmarking against other local authorities
22. Members welcomed the opportunity to use the learning from other local authorities in carrying out the review in Tower Hamlets. The key themes and recommendations from the other local authority reviews are summarised below.
23. Scrutiny reviews on the use of consultants can risk becoming reviews of management. The working groups which focused on promoting public confidence and developing more transparent procedures reported a more collaborative Member-Officer approach to the investigation. It was also important to define the term “Consultant” early on in the review process to distinguish between consultants who provide management support, advice and guidance, as opposed to professional services such as lawyers and engineers contracted to provide advice or support on for example capital build projects.
24. Working group members agreed that there was a need to agree a criteria that defined the role of a ‘consultant’ within Tower Hamlets. This would provide greater clarity to officers and members and promote transparency and knowledge of how the organisation uses consultants in a way that would build public confidence and trust.

25. All but one of the other local authority scrutiny reviews found that the reasons for engaging a consultant, were essentially sound in principle and in the right circumstances. In most cases the contract had resulted in securing additional funding or awards. The one instance where the scrutiny review found use of consultants to be excessive was where the authority was a poorly performing Council and subject to Voluntary Engagement, which are emergency measures where a council seeks support from Government to recover from weak performance.
26. A number of the reports identified problems with cost codes and distinguishing between expenditure on consultants and on professional fees. Recommendations included ensuring expenditure on consultants was noted by a unique cost code and to improve officer training on financial procedures. Some of the reviews explored how expenditure on consultants was budgeted for and found that the source of expenditure was often unclear or not noted. This would be important in the case of S106 contributions or for example Lottery Funding which are often ring-fenced.
27. In many authorities there were no specific policies to guide officers on the use of consultants. Often the procurement strategies fell short of relevant advice such as the level of management sign-off required to engage consultants. Officers at two authorities referred to the "Approved Officers Register" in Contract Standing orders which provide guidance on the tendering procedures depending on the financial scale of the contract. However, these exclude mechanisms for performance management or evaluation of the contracts once they are in progress.
28. In discussing the briefing on other local authority experiences of using consultants working group members asked questions about the current policies and procedures in place in Tower Hamlets and were informed that officers follow financial regulations and the procurement policy to engage consultants. A fuller presentation on current policies and procedures would be provided at a future meeting.
29. The briefing also identified that a vacuum in policies and procedures to deal with consultants resulted in poor value for money in the longer term. Thus, whilst the contract may have delivered the right outputs and outcomes, the skills and experience gained from delivering a project was lost by the organisation. This highlighted the importance of a taking strategic approach to the way consultants are used across an organisation.
30. Most reviews recommended that authorities should develop a corporate approach and have approved mechanisms for engaging consultants, including Member notification or sign-off in the case of significant contracts. This would ensure uniformity across the Council and develop transparent systems better suited to withstand any public questions over the use of consultants.
31. All of the scrutiny reviews put forward recommendations to encourage the use of alternatives before considering consultants, in particular by developing internal staff and their skills. Specific recommendations included a review of policies to give greater flexibility to use existing employees and resources for special projects across the Council and for procurers to consider in-house capacity ahead of putting a contract out to consultants. Contracts were to include and define the role of existing staff to ensure skills and knowledge transfer beyond the life of a project.
32. There was limited comparable information on the cost of consultants within the reports with considerable variations in the types of expenditure included in the figures. Wide differences in level of expenditure and in procurement and financial reporting practices

make further meaningful comparison between authorities difficult. The table below uses the data from the reviews to provide some insight into the scale and trends behind the use of consultants in local government. Most working groups were surprised however at the low proportion of spend on Consultants.

Local Authority	Financial Year(s)	Expenditure on Consultants	
		Total (m)	As % of total expenditure**
Solihull Council	2004/05	£2.304*	>1%
North Lincolnshire Council	1999/2000 1998/1999	£0.500 £0.500	Unavailable
Worcestershire County Council	2003/04	£1.062	0.2%
Hastings Borough Council	2005/06 2004/05 2003/04	£0.050 £0.019 £0.073	0.3% 0.1% 0.4%
Torbay Council	2003/04 2002/03 2001/02	£2.260 £1.798 £1.559	1.7% 1.5% 1.3%
North East Lincolnshire Council	2006/07	£1.249m	1.1%
London Borough of Tower Hamlets.	2005/06 2006/07 2007/08 (1 Apr – 31 October)	£0.836 £1.290 £0.703	0.1% 0.49%

\*96 separate payments, excludes contracts worth less than £10,000

\*\*% Some of these figures have been worked out retrospectively and were not included in the original Scrutiny report. Please allow for a margin of error as these were calculated using a range of online sources on Council budgets.

33. The information that is available suggests that there is no evidence that spending on consultants in Tower Hamlets is out of step with other authorities. Whilst Members welcomed the information on expenditure on consultants by other local authorities they felt that it was difficult to draw appropriate comparisons with authorities of such different profiles. The fact that the figures are drawn from other scrutiny reviews on the use of consultants further suggests that in carrying out the reviews these Councils may have been responding to an area facing performance challenges or public concern. Working group Members felt that information from other similar authorities to Tower Hamlets may highlight different issues.
34. The literature review and research exercise highlighted that even at a wider or regional level there is very limited public data on the use of consultants by other local authorities with only the London Centre of Excellence carrying out a regional project on the issue, and with restrictions on sharing information with authorities outside of the programme. Members suggested that benchmarking opportunities should be explored in the future to help drive through improvements in this area.

### Defining Consultants

35. Members used the findings from the research to develop the next stages of the review. The scope of the review had been focused on looking into operational issues around commissioning, managing and evaluating consultants to undertake projects within the Council. Early discussion revealed however, that there were differences between directorates and teams on what constituted a 'use of a consultant', and therefore differences in how expenditure was recorded. This meant that financial data did not

always accurately differentiate between spend on consultants and other expenditure such as professional fees for legal or planning services. Members felt that this was a basic but important first step towards clarifying the role of consultants in the Council.

### **Recommendation**

**R1 That an agreed criteria or definition of a consultant to be adopted across the Council.**

#### **Consultants:**

- **Have a defined work scope with deliverables**
- **Often provide a report as an output that provides recommendations for further action but the consultant is not contracted to deliver at that time.**
- **Have payment contingent upon completion of staged completion of the work**
- **Do not act as staff members i.e. do not have Tower Hamlets e-mail addresses, phone numbers or desks.**
- **May be able to provide a substitute to undertake the work**
- **Are not in a templated position for the purposes of the Comensura contract – i.e. they do not relate to standard jobs within the Council, which could be provided by either permanent or temporary staff**
- **Are contractually responsible for their outputs**
- **Are liable for their own performance and the content of their work**

36. During the discussion on draft recommendations Members emphasised the importance of highlighting the differences between internal staff and consultancy staff to maintain a distance in the client – consultant relationship and that this was important to the management role required of officers in using consultants. Members also raised questions about the length of time consultants stayed on in the organisation and a need to monitor this carefully. Officers explained that this was more likely to be an issue with interim or agency staff and that extension of contracts beyond the first six-months require corporate director sign-off in order to continue to employ staff in this way and would still be subject to regular reviews. In reviewing the definition set out above Members welcomed the separation of internal and external staff and that this would help to ensure consultants are not used to fill interim vacancies.
37. Working group members were keen that the review should also help to clarify the areas where consultants are required for specific roles. This is true for example for recruitment to senior posts where consultants are used because of a need for independent and objective advice and to ensure processes are transparent and fair. Similarly Government legislation requires for example sustainability appraisals of Local Development Documents to be carried out by independent specialists. Members requested that a list of areas where consultants are needed to be developed as part of the action plan in response to the recommendations.

### **Procurement and Commissioning**

38. Working group members received a presentation from officers on the existing procurement policies and procedures. Officers identified a number of key areas for

action to improve how the Council engages and manages consultants as part of the work to update the procurement policy.

These are to:

- ensure that there is no duplication of energy and cost
- provide VFM with leverage
- understand success
- skills transfer to bridge knowledge gap
- greater knowledge about cost and not just price
- greater internal capacity
- ensure that consultancy spend is effectively managed going forward.

39. The Scrutiny Review working group members recognised that use of consultants is important in some circumstances to achieve local priorities. In disseminating updated procurement procedures, Members requested that directorates should also be tasked to consider targets and measures for reducing dependency on consultants. Most importantly in all instances of engaging consultants procedures should be transparent explaining the business case for using consultants and there should be a uniformity of approach across the Council. Members requested that an officer guide or toolkit on how to engage consultants should be developed as part of the action plan in response to the recommendations.

#### **Recommendations**

**R 2 That future work on the procurement strategy to include programme of activities to help disseminate and embed procurement related policies within the organisation, for example presentations at all Directorate Management Team meetings and officer training.**

**R 3 That financial reporting on procurement of consultancy services should clearly identify source of funding and ring-fenced funding such as Section 106 or Lottery Funds.**

#### **Use of Consultants in Tower Hamlets**

40. The extent to which Consultants are used in Tower Hamlets was assessed in two ways. Working group members received financial reports on expenditure across directorates from 2005/06 through to mid-year results for 2007/08. Members also requested two case studies to explore specific examples of how consultants had been used to improve services.

41. Members received the financial reports on use of consultants by the Council at the second review meeting. The reports included information on the type of projects where consultants were used, the name of the consultancies used and the cost of the contracts. A summary of total expenditure on consultants is included in the table below. Expenditure on consultants has therefore been consistently around 0.1% of annual expenditure in LBTH for the last few years

<b>Year</b>	<b>LBTH Total expenditure on Consultants</b>
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<b>2005/06</b>	<b>£ 836,246.52</b>
<b>2006/07</b>	<b>£ 1,290,929.89</b>
<b>2007/08 (1 Apr – 31 October)</b>	<b>£ 703,918.96</b>

42. The working group were joined by Cllr Josh Peck, Lead Member for Resources and Performance who introduced the Officer presentation and outlined the current work streams for improving procurement processes. The member led discussion was broadly exploratory with requests for further information. Members' questions and officer responses are summarised below in a table for ease of reference.

<b>Question</b>	<b>Response</b>
Members raised concern over increased expenditure in Development And Renewal, and the reasons behind it?	Some of the increases in expenditure from 05/06 to 06/07 has been because of ad hoc and new work requirements. The Development and Renewal spend on consultants is largely on  Masterplanning, which requires specific skills and qualifications and for which there is not sufficient capacity in house at the point in time when it is required. The Olympics are also generating a lot of additional work.
What the options were for employing staff in house instead on a contractual basis?	
What are the barriers to exploiting skills amongst existing staff?	
What the options were for reducing the amount spent on consultants and on tackling a culture of using consultants?	
How is success measured in terms of procurement? What are the levels of success and or non-delivery? Are our target setting measures robust enough?	Measuring success – In addition to delivery against targets, procurement of consultants is assessed for value for money which include arrangements for vetting suppliers and only procuring services from the EXOR accredited supplier database. Compliance with financial regulations is also an important measure of success in procurement.
How is the equalities policy applied in procuring consultants?	The top 100 suppliers provide equalities data and equalities issues are explicit within the terms and conditions.
What happens when the use of a consultant goes wrong?	Experience with consultants does vary and the key issue is to ensure poor consultancy organisations are not used again. The EXOR framework agreement is there to ensure that the Council can select organisations with a positive track record.
Are there any penalty or get out clauses included in contracts for consultants?	Contracts include regular reporting mechanisms and there are contractual sanctions where failure to deliver results in

	non-payment. Contractual arrangements are all output based and include specific terms and conditions
Further clarification sought on the procedures for recruiting consultants?	The key added elements in addition to those outlined in the presentation are: <ul style="list-style-type: none"> <li>• Pre-qualification questionnaire</li> <li>• Tender process itself</li> </ul>

43. The financial reports were revisited at the final review meeting alongside the two case studies of how consultants had been used in different service areas. Reviewing the full set of financial reports Members felt that it was important for directorates to be able to take a more strategic view of skills gaps and needs in medium to long-term projects to help reduce unnecessary and ad-hoc use of consultants. They welcomed the overall figures indicating that the proportion of spend on consultants was low but were concerned that the trend was for a year on year increase. Members emphasised the need to set targets to reduce current levels of use to in order to achieve efficiency gains and also because of a sense that it is a public priority for resources to be used differently.

**Recommendation**

**R4 That targets for reducing expenditure on consultants should be highlighted as an objective in the Tower Hamlets Strategic Plan under the Excellent Public Services Community Plan theme. The Corporate Management Team to set indicative targets to reduce expenditure on consultants and for progress to be reported back.**

44. Members reviewed two case studies of how consultants were being used within the Council. The first case study looked at how the Council was looking to embed business process improvement (BPI) techniques to help improve services that faced challenges in meeting their performance targets. The technique itself is a management tool widely used in the private sector and increasingly in the public sector to turn around areas of poor performance. In discussing the case study Members noted the good practice around ensuring the work with consultants led to the development of an internal staff resource to carry out future BPI exercises. The working group suggested that there were areas for improvement and more should be done to assess the value added from engaging consultants and the impact it had on the service itself. This had the potential to add to any business case that might need to be made for future projects.

45. The second case study focused on the use of consultants to develop Masterplans, which are spatial planning documents that set out a holistic vision for local areas. The Council agreed to test out different approaches to producing Masterplans, retaining one in house and using a mix of consultant services and in-house officer support for two others. As a result this case study enabled working group members to make some direct comparisons between using internal and external resources to deliver projects.

46. A direct cost comparison suggests that it was more cost effective to use internal staff to produce a Masterplan. However, the evaluation of all three of the different approaches adopted by the Council highlight very different costs and benefits which have made a

strong case for contracting out all future Masterplan work, retaining only the project management and community engagement and consultation work for Masterplans within the Council. In particular the range and complexity of the number of professionals needed to produce a Masterplan make a strong business case for using consultants that specialise in this area and are able to lever in additional resources and achieve economies of scale based on their wider portfolio of work. The costs of delivering the Masterplan in-house also underestimate the cost in terms of staff resources which has been difficult to capture whilst the team project managed all three Masterplans and other Major project developments within the borough.

47. Working group members raised questions about the overall high levels of expenditure across the Development & Renewal directorate and the need to monitor and plan resource requirements in the medium to long-term. Members also recognised that the 2012 Olympics were generating a greater demand for planning services, noting that it could also be an opportunity to involve local people and further develop existing staff resources.
48. Members agreed that it was appropriate to try and achieve efficiency gains that they would like to achieve in this area through existing work-streams such as the horizontal savings exercise but that there also needed to be a specific focus on reducing reliance on and a culture of using consultants. Members suggested a higher profile of the issue was required within key council documents such as the Strategic Plan. It was agreed that Directorates should retain autonomy and flexibility in procuring consultants but that the issue needed to be reviewed at the Directorate level.

#### **Recommendation**

**R5 That directorates review expenditure on consultants to assess the extent to which they are used and to establish a baseline for reviewing their use of consultants. Directorates should identify areas and set targets for reducing future spend in alignment with the Council's horizontal savings exercise.**

#### **Reducing Dependency and Using Alternatives**

49. Throughout the review working group members have stressed the importance of considering internal capacity and resources first before thinking about using consultants. Members are keen to see the Council develop methods for auditing and understanding the skills amongst existing staff and the possibilities around using these skills to meet needs across the organisation. Members recognised that as a local authority, the Council needs to respond to policy developments that take place all the time and sometimes deliver unplanned work which may require the use of consultants in the short term. However, improved planning and knowledge of skills sets amongst staff and greater flexibility around the use of internal secondments and trainees could help to achieve much wider benefits for the Council and employees.

#### **Recommendation**

**R 6 That directorates should increasingly use internal secondments and graduate trainees for one-off projects for example to meet research needs, tying in with the corporate approach to developing**



**staff.**

50. The financial reports showed that there is a significant level of expenditure on using consultants to deliver and facilitate consultation work. As the Council has its own Consultation and Involvement Team, options should be explored around rationalising the way consultants are used for this type of work and how this can be more effectively procured in the future. This would support the development of good practice and provide teams with advice and support on how to get effective consultation services.

**Recommendation**

**R 7 That options should be explored to enable the Corporate Consultation and Involvement team to become a gatekeeper for procuring external consultation services.**

## Conclusion

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51. The working group welcomes the commitment of the Council to improving processes and procedures around engaging consultants to ensure value for money and to reduce dependency on using consultants.
52. The working group also welcomes the findings which demonstrate that there is no evidence of inappropriate use of resources and that expenditure on consultants within Tower Hamlets is in line with other authorities and analysis of wider trends.
53. At a strategic level, the Council needs to help coordinate efforts to understand the full extent of how and when consultants are used and to improve the levels and type of data held on work carried out by consultants. This would allow sharing of information across the organisation and help officers to make informed choices when the use of a consultant is required.
54. There are quicker opportunities for reducing use of consultants in some areas more than others. The recommendations have highlighted the potential for using the Consultation and Involvement team and the working group would recommend that further similar opportunities for collaborative work across directorates are sought out in the future.
55. There are good support services available to officers procuring consultants but more needs to be done to systematically embed good practice across the organisation.
56. The working group is particularly keen to see better use of existing staff to meet wider organisational needs. More internal secondments and use of trainees will help to achieve 'Workforce to Reflect the Community' priorities and has the potential to offer skills development and greater job satisfaction for employees.

## Scrutiny and Equalities in Tower Hamlets

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<b>Committee</b> Cabinet	<b>Date</b> 30 July 2008	<b>Classification</b> Unrestricted	<b>Report No</b>	<b>Agenda Item No</b>
<b>Report of:</b>  Acting Assistant Chief Executive		<b>Title:</b>  <b>Diversity and Equality Action Plan – 2008/2009</b>		
<b>Originating Officer(s)</b> Frances Jones Diversity and Equality Coordinator, Scrutiny and Equalities		<b>Wards Affected All</b>		

## 1. SUMMARY

- 1.1 This report presents Cabinet with the Council's draft Diversity and Equality Action Plan (DEAP) 2008/09. The Plan pulls together an ambitious programme of equalities work across the Council. It reflects the activities required for the implementation of the Council's Race Equality, Disability Equality and Gender Equality Schemes, the actions that are necessary to achieve and maintain the highest level of the Equality Standard for local government and the continued implementation of the Council's commitment to Community Cohesion.

## 2. RECOMMENDATION

- 2.1 That Cabinet approves the Diversity and Equality Action Plan 2008/09 which is set out in Appendix 1.

### LOCAL GOVERNMENT ACT, 1972 SECTION 100D (AS AMENDED) LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT

Brief description of background papers:	Name and telephone number of holder and address where open to inspection
Equality Action Plan 2007/08 agreed by Cabinet on 5 September 2007.	France Jones, Diversity & Equality Co-ordinator, Scrutiny and Equalities 020 7364 4521
Six-monthly and end of year monitoring reports, Overview and Scrutiny, on 8 January 2008 and 10 June 2008	

### **3. BACKGROUND**

- 3.1 Tower Hamlets is one of the most culturally diverse and vibrant boroughs in the country. The rich cultural heritage of people living and working in the borough has been something that the Council has valued and celebrated. While diversity brings tremendous strengths to Tower Hamlets, it also brings real challenges. There continue to be groups in the local community who are not yet able to access all the opportunities and life chances that are available. Some people continue to face discrimination at work and in the community. The Council is committed to tackling this and promoting an environment where people are treated with dignity and respect, where people's differences are understood and valued, and where different communities are able to live at ease with each other.
- 3.2 The Council has placed Diversity and Equality at the core of the Strategic Plan and set itself the target of maintaining the very highest level of the national Equality Standard. The Council has also sought to be at the very forefront of developments on Equalities and Community Cohesion, benchmarking its progress against best practice from across the country. This commitment and the achievement of real progress on the ground have been recognised by central government.
- 3.3 The Council has developed an effective approach to equality action planning and monitoring. In March 2002 the then Policy and Implementation Committee agreed to bring together the separate Stephen Lawrence Action Plan and the Equality Action Plan into a single integrated document. The aim was to create a strong focus for driving equalities through the organisation, and achieving real change on the ground.
- 3.4 The national Equality Standard, which was introduced in 2002, has been a powerful tool for taking forward a broad and integrated approach to addressing equalities issues. The Equality Standard was developed jointly by the Commission for Racial Equality, the Disability Rights Commission, the Equal Opportunities Commission and the Employers Organisation, with assistance from the Audit Commission. Cabinet formally adopted the Equality Standard on the 12 June 2002 and, from that time, it has been a key reference in planning and reviewing the Council's equalities agenda. The core objectives used in the attached integrated Plan reflect the key headings of the Standard: service delivery and customer care, consultation and community development and scrutiny, leadership and corporate commitment and employment and training.
- 3.5 Using the Standard, the Council is able to track progress and success year on year. An important strength is the opportunity to have progress independently validated which took place in May 2007. This confirmed that Tower Hamlets is at Level 5 of the Standard and in 2006 the Council was the first local authority in the country to receive the Equality Mark from the Improvement and Development Agency in recognition of this.
- 3.6 In March 2007 the Equality Standard was revised and the key changes include:
- The achievement of demonstrable outcomes in regard to age, religion or belief and sexual orientation by March 2009
  - Every department and service is engaged in equality self-assessment and external validation from levels 3-5 of the Standard
  - A greater emphasis on the community leadership role of local government in influencing partners to improve their equalities practice and deliver outcomes for local residents

In March 2009 we will be re-assessed against the revised Equality Standard for Local Government. The Diversity and Equality Action Plan will therefore contain a comprehensive programme of actions to ensure that our equalities practice meets the requirements of the revised Standard and that we retain our Level 5 status

3.7 Cabinet first agreed the Council's Race Equality Scheme on the 12 June 2002 and subsequently a new 3-year scheme (for 2005/08). On 8 November 2006 Cabinet agreed the Disability Equality Scheme and on 4 April 2007 the Gender Equality Scheme was also agreed. The actions set out in each of these statutory documents reflect the priorities and requirements of the respective Schemes. In line with national guidance, the race, disability and gender equality objectives have been clearly highlighted within the Plan.

3.8 The refreshed Community Plan to 2020 includes an overarching theme to build 'One Tower Hamlets'. This theme covers three core elements: Tackling inequality; building strong and cohesive communities and; supporting effective community leadership. The Diversity and Equality Action Plan sets out a number of the activities which will enable us to deliver on this theme.

3.9 In February 2008 the Government published their response to the 2007 report of the Commission on Integration and Cohesion. The report included a new definition of a cohesive community:

"Our vision of an integrated and cohesive community is based on three foundations:

- People from different backgrounds having similar life opportunities
- People knowing their rights and responsibilities
- People trusting one another and trusting local institutions to act fairly

and three key ways of living together:

- A shared future vision and sense of belonging
- A focus on what new and existing communities have in common, alongside a recognition of the value of diversity
- Strong and positive relationships between people from different backgrounds"

The actions within the Diversity and Equality Action Plan and our commitment to delivering 'One Tower Hamlets' demonstrates that we are addressing the issues posed by this new definition.

3.10 All of the above developments therefore place an additional spotlight on the Council's diversity and equality work. Matched with this, in its performance monitoring role the Overview and Scrutiny Committee has questioned the effectiveness of the model of previous Action Plans as a performance management tool. Over the coming year the Council will continue to work to provide excellent public services that understand our diversity to achieve better equality. The Diversity and Equality Action Plan will also be monitored to ensure it is an effective tool for measuring and analysing the outcomes of that work.

#### **4. DISSEMINATION OF THE PLAN**

4.1 The preparation of the Diversity and Equality Action Plan has taken place through the Council's Corporate Equalities Steering Group which has representation from across the authority and includes the Trade Unions, and with the contribution of Directorate Equalities Focus Groups.

- 4.2 Once agreed by Cabinet, the Plan will be distributed widely and will also be published on the Council's Web site. Internally, the Plan will be taken forward through each of the Directorate Equalities Focus Groups, and will be reflected in team plans and individual staff performance and development plans. Copies of the Plan will also be made available through the Council's intranet.

## **5. CONSULTATION**

- 5.1 The contents of the Diversity and Equality Action Plan have been drawn together by the Council's Corporate Equalities Steering Group with contributions from all Directorates and reflecting the input from latest consultation, such as the Annual Residents Survey and external consultation groups, including: the Tower Hamlets Interfaith Forum; the Tower Hamlets Access Group and; the LGBT Forum, as well as partnership groups such as the Race and Hate Crime Interagency Forum and the Refugee and New Migrants Forum. The contents of the Plan are also informed from feedback through the staff survey, the local Trade Unions and corporate staff groups which have a specific focus on Disability, Sexuality and Ethnicity. Further input from these groups will be sought as part of the implementation process to ensure maximum impact is achieved from this work.

## **6. MONITORING AND EVALUATION ARRANGEMENTS**

- 6.1 As well as the monitoring of implementation taking place through the Directorate Equality Focus Groups, and the Corporate Equalities Steering Group, the Overview and Scrutiny Committee formally reviews progress every six months. The Council also seeks out opportunities for external challenge and benchmarking.
- 6.2 The involvement of members has been crucial to the successful implementation of the 2007/08 Plan. In February a Members' workshop was held to explore how the role of Members could be strengthened. In 2008/09 a Members' Equalities Group will be established to take forward this work.

## **7. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)**

- 7.1 The European Union Race Directive 2000/43 (published in June 2000) prohibits discrimination on the grounds of race and ethnic origin by laying down "the principle of equal treatment between persons irrespective of racial or ethnic origin".
- 7.2 In November 2000, the European Union published the Equal Treatment Framework Directive 2000/78. This Directive sets out the anti-discrimination "principle of equal treatment" in the context of sexual orientation, religion or belief, disability and age. This Directive is to be implemented on 2 December 2006 in relation to disability and age.



- 7.3 The Government consultation paper "Towards Equality and Diversity-Implementing the Employment Race Directive" (2001) indicated its intention to implement the Directives by amendment to the Race Relations Act 1976 and the Disability Discrimination Act 1995. The consultation paper also referred to the Government's intention to introduce legislation to prohibit discrimination in work and training on the grounds of sexual orientation, religion and age. The Employment Equality (Sexual Orientation) Regulations 2003 and the Employment Equality (Religion and Belief) Regulations 2003 were enacted with effect from 1 and 2 December 2003 and transpose the phase 1 provisions of the Directive into UK law. The Employment Equality (Age) Regulations 2006 gave effect to the provisions on age discrimination with effect from 1 October 2006.
- 7.4 The Race Relations (Amendment) Act 2000 strengthens the Race Relations Act 1976 by extending protection against racial discrimination by public authorities and by placing a duty on public authorities to have regard to the need to eliminate unlawful discrimination and to promote racial equality and good race relations.
- 7.5 The Diversity and Equality Action Plan detailed in Appendix 1 sets out the Council's intentions with regard to equality and has been formulated having regard to and in compliance with legislation. Regular monitoring and review of the Plan enables the Council to maintain compliance with statutory requirements as well as measuring progress in relation to non-statutory aspects.

## **8. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 8.1 As service design and provision already give consideration to equalities issues Directorate budgets reflect these issues and consequently no additional budgetary provision is expected as a result of the Diversity and Equality Action Plan 2008/09. Any additional costs arising from implementing the Plan will be contained within Directorate 2008/09 revenue budgets.

## **9. EQUAL OPPORTUNITIES IMPLICATIONS**

- 9.1 By incorporating national standards, the Diversity and Equality Action Plan represents an important step in progressing the Council's diversity and equality agenda. The attached Plan clearly shows how equalities are at the heart of the Council agenda and the progress towards integrating diversity and equality fully into all aspects of service delivery and employment practice. The aim of the Plan is to create an environment in which everyone who lives and works in our borough is treated with dignity and respect and where everyone can improve their life chances and access the increasing opportunities on offer.

## **10. ANTI-POVERTY IMPLICATIONS**

- 10.1 The Diversity and Equality Action Plan aims to tackle the barriers currently preventing some of the most disadvantaged people in our community from accessing the life opportunities on offer and aims to enable them to participate actively in creating and sharing prosperity in the borough.

## **11. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 11.1 Efforts will be made to ensure that in delivering the commitments of the Diversity and Equality Action Plan the impact on the environment is kept to an absolute minimum. This

includes the use of recycled paper in any documentation, and careful consideration of the methods used to engage with local communities, partners and staff.

## **12. RISK MANAGEMENT IMPLICATIONS**

- 12.1 The Council is seeking to implement an ambitious diversity and equality agenda in the context of changes in national legislation and standards. Progress to date has been very positive, but there is still much to be done if all the Council's targets are to be achieved and all the new legislative requirements are fully complied with. Any slippage could potentially undermine this.
- 12.2 The Diversity and Equality Action Plan provides a focus for all the Council's equalities work, and a means by which Members can ensure that each of the progress milestones are achieved. The arrangements in place to review progress during the year through the Corporate Equalities Steering Group, Corporate Management Team and finally by the Overview and Scrutiny Committee are considered to be effective ways of keeping this work on track.
- 12.3 Diversity and equality performance indicators will help keep the focus firmly on delivery and outcomes. The emphasis on consultation will mean that the Council's performance in this area will be judged by the experiences of service users on the ground.
- 12.4 A greater emphasis will be given this year to communicating the progress that is being made to the wider community and to staff, including greater use of existing communications media such as East End Life and Pulling Together.
- 12.5 The Council will continue to work closely with the Improvement and Development Agency (IDeA) to ensure that local practice in implementing the Equality Standard and all equalities issues is informed by best practice taking place in other parts of the country.

## **APPENDICES**

Appendix 1: Diversity and Equality Action Plan 2008/09

# **DRAFT**

**London Borough of Tower Hamlets**

**Diversity and Equality Action Plan  
April 2008 - March 2009**

**(Incorporating the actions from the Race, Disability and  
Gender Equality Schemes, work to improve our  
understanding of the age, religion/belief and sexual  
orientation equality strands and to strengthen  
community cohesion)**



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## **VALUING DIVERSITY: OUR POLICY STATEMENT ON DIVERSITY AND EQUALITY**

### **Our commitment**

Valuing diversity is one of the four core values of Tower Hamlets Council. We will promote diversity and equality in everything we do to improve the quality of life for everyone living, working and visiting Tower Hamlets. The borough's diversity is one of its greatest strengths and assets. We will build upon this by working with the Tower Hamlets Partnership to provide accessible and responsive services that enable everyone to take part in the social, cultural and economic wealth of the borough. Achieving this is central to delivering the Council's vision, is linked to our Strategic Plan priorities and objectives and forms a driving force within the Community Plan and key to creating a cohesive community.

### **Our aims and values**

As a service provider we will:

- Promote equality of opportunity and eliminate discrimination in the planning and delivery of our services in terms of age, disability, ethnicity, gender, sexual orientation, religion or belief, health and income status
- Promote good relations between communities and address negative stereotyping of any groups
- Ensure that all residents have equal opportunity to participate in the democratic process
- Tackle harassment relating to a person's age, disability, ethnicity, gender, sexual orientation, religion or belief, health and income status

As an employer we will:

- Develop, review and promote policies and practices that ensure equality of opportunity and eliminate discrimination for our workforce in all areas of employment (including recruitment, retention, learning and development, promotion, grievance, disciplinary and retirement)
- Ensure that our workforce reflects the diverse nature of the borough

We will comply with:

- the Equal Pay Act 1970
- the Sex Discrimination Act 1975
- the Race Relations Act 1976
- the Race Relations (Amendment) Act 2000
- the Disability Discrimination Act 1995
- the Disability Discrimination Act 2005
- the Human Rights Act 1998
- The 2004 Employment Regulations on Religion and Faith
- The 2004 Employment Regulations on Sexual Orientation
- Single Equality Act 2006
- Proposed Single Equality Bill 2008

We will recognise our community leadership role and use this to work towards a cohesive community in which inequality is tackled and equality promoted.

#### **How we will continue to deliver our commitment**

Achieving the highest level of the Equality Standard for Local Government is critical to delivering our commitment. This is a nationally recognised framework which we use to measure our progress to mainstreaming diversity and equality. We have now set ourselves the target of maintaining our Level 5 status and will be re-assessed in 2009. Through the Tower Hamlets Partnership we are also committed to work towards becoming a 'Level 5 Borough' with our public, private and third sector partners as well as local residents.

Our commitment is supported by a number of legal duties that require us to promote equality and eliminate discrimination. These provide important tools to help further embed diversity and equality in the culture of the organisation. We believe we have a strong moral and social duty to recognise that discrimination takes place, that tensions can sometimes exist between different communities, and to do everything we can to challenge prejudice and discrimination and promote better understanding and respect.

We recognise that delivering this commitment can only be achieved through building sustainable partnerships. We will deliver our commitment by:

- building on our good practice
- involving all sectors of our community in the design, review and scrutiny of our service delivery and employment practices
- promoting information and access to our services in accessible ways
- carrying out Equality Impact Assessments of new and existing policies and practices to make sure that they will not discriminate against anyone
- delivering services which are appropriate, flexible and responsive to the needs of the community
- removing barriers which deny people access to our services
- using our powers to make sure that organisations providing services on our behalf work in line with this policy
- promoting an environment which gives all residents an equal chance to learn, work and live free of discrimination and prejudice
- developing a workforce which reflects at all levels the community we serve
- making sure that all employees and Councillors know the effects of this policy and are provided with appropriate training
- making sure that all employees (and the resident communities) know about their rights of protection from discrimination, harassment or bullying
- developing and promoting policies which give everyone equal access to employment and related opportunities
- setting performance targets so we can measure our progress.

Our Diversity and Equality Action Plan explains how we will deliver upon our commitment each year. We will regularly review, assess and evaluate our progress and address any areas of underperformance and weaknesses in policy and practice.



## THE PURPOSE OF THE DIVERSITY AND EQUALITY ACTION PLAN

Tower Hamlets Council has placed diversity and equality at the core of its functions and is committed to maintaining the very highest level (level 5) of the Equality Standard for Local Government.

The Equality Standard for local government provides a framework to assist the Council to mainstream equalities practice into all levels of the organisation's activities. In 2006 Tower Hamlets was externally assessed by auditors as being at Level 5 of the Standard and in recognition of this the Council was the first local authority to be awarded the Equality Mark. However in March 2007 the Equality Standard was revised and now requires the Council to build on work to address statutory responsibilities in relation to disability, race and gender to mainstream work on age, religion or belief and sexual orientation into all our activities by March 2009. This Action Plan sets out the priorities for the Council to achieve effective diversity and equality outcomes in relation to the six equality strands across all our services.

The 2008/09 Diversity and Equality Action Plan focuses on four overarching strategic objectives, identified through an analysis of evidence collected during the refresh of the Community Plan to 2020 and an assessment of service performance in priority equalities areas. These objectives are:

- **Tackle worklessness and economic inactivity** among target groups
- **Support participation and engagement** of equality target groups in decision making and active citizenship activities
- **Support and promote community cohesion**, through: Embedding community cohesion considerations into planning in key policy areas (Education, Community Safety and Housing); supporting positive activities that bring people together and build bridges between communities; supporting interaction between new and existing communities and; tackling all forms of discrimination and harassment
- **Access to services**: Address evidence of differential access to services for equality target groups to ensure that services within the Council and the wider Partnership effectively meet the needs of our communities

An analysis of our 2007/08 performance against a basket of corporate and service level equalities performance indicators can be found on pages 16 to 30 of this document. This analysis has informed the focus of Diversity and Equality Action Plan, with the following identified as priority areas:

- Increase the representation of disabled people in the workforce through targeted initiatives and strengthening of inclusive working practices
- Improve access to services for disabled people through work on physical access, accessible provision of information and engagement with disabled people
- Targeted initiatives and enhanced service provision to reduce teenage pregnancy
- Implementation of the refreshed Workforce to Reflect the Community action plan to address under-representation of BME staff in senior management posts in the Council and the PCT
- Development of a robust performance management framework to drive improvement in our response to hate crime incidents

In March 2009 we will be re-assessed against the revised Equality Standard for Local Government. This year's Diversity and Equality Action Plan therefore contains a comprehensive programme of actions to ensure that our equalities practice meets the requirements of the revised Standard and that we retain our Level 5 status. Key activities will include:

- A comprehensive review of all equalities training within the Council
- Embedding of revised Equalities Monitoring Guidance to ensure that all services are monitoring service users by the six equalities strands
- Development of Faith, Age and Sexual Orientation Equality Schemes
- Development of the Diversity and Equality Network to strengthen our community leadership role in relation to diversity and equalities practice and to work towards becoming a 'Level 5 Borough'

**This Action Plan links to other Plans and the main ones are highlighted as:**

**The Community Plan** sets out the vision and objectives of the Tower Hamlets Partnership, looking forward to 2020. The Plan was refreshed in 2007 and is updated annually. The Plan embraces the breadth of strategies which the Council and its partners have in place to deliver our vision and objectives. An overarching theme for the refreshed Community Plan is a commitment to building 'One Tower Hamlets'. This puts tackling inequality, strengthening relationships between communities and building strong and effective community leadership at the heart of all that we do. Working across the Partnership to ensure borough-wide progress to the highest standards of equalities practice is one of the promises in place for 2008-09. One of the key ways in which this will be

delivered is through the Local Area Agreement (LAA).

**The Council's Strategic Plan** sets out a work plan for Tower Hamlets Council and is updated annually. Embedded within the breadth of the Strategic Plan is a commitment to delivering the Community Plan commitment to building One Tower Hamlets through tackling inequality, strengthening and improving community cohesion and building strong community leadership.

**The Race Equality Scheme:** The Race Relations (Amendment) Act 2000 places a statutory duty on the Council to promote race equality. The aim is to help public authorities to provide fair and accessible services, and to improve equal opportunities in employment and service delivery. The Act places a number of specific duties to meet the general duty. These include the production of a Race Equality Scheme which sets out the action we will take over 3 years to promote race equality.

**The Disability Equality Scheme:** The Disability Discrimination Act 2005 amended the Disability Discrimination Act 1995 and placed a duty on the Council to promote equality for disabled people. Our Disability Equality Scheme sets out the actions we will take to address key priorities of local disabled people and staff over the next three years.

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**The Gender Equality Scheme:** The Equality Act 2006 introduced a new gender equality duty on the Council. The Gender Equality Duty places a number of specific duties on the Council which include the development and production of a Gender Equality Scheme, following consultation, that shows how the Council will fulfil its duties under the Act and includes its gender equality objectives. The Council's Gender Equality Scheme was produced in 2007 and sets out what it will do to address the key priorities for local women, men and transgender people for the period 2007-11.

## **THE COUNCIL'S PROGRESS IN 2007/08**

Each year the Council works to strengthen work in diversity and equality by building on the work undertaken in the previous year. During the course of 2007/08, the Tower Hamlets Partnership undertook a full review of the borough's Community Plan. This renewed strategy provides a vision and priorities for Tower Hamlets to 2020. In parallel we negotiated a new three year Local Area Agreement with Central Government. The primary focus at the heart of both of these documents is a commitment to 'One Tower Hamlets' - reducing inequality, supporting cohesion. For example our LAA embeds targets to reduce health inequalities, increase the number of disabled people in supported into employment and raising educational achievement for all groups.

At the end of 07/08 ninety percent of activities within the Diversity and Equality Action Plan had been completed. This represents significant achievements in a number of areas, including:

- The Council's first **Gender Equality Scheme** was launched in November 2007 and has driven forward work on addressing inequality between men, women and transgender people.
- In January 2008, the Council was placed 17<sup>th</sup> in the **Stonewall Workplace Equality Index** of gay-friendly organisations, and ranked top local authority in London. This represents a significant improvement on our performance in 2006/07 when we were ranked 28<sup>th</sup>.
- In September the Council was ranked joint fifth out of 116 public and private sector organisations by the **Employers Forum on Disability**. The Council scored an average of 85% on the three target areas (motivate, act and impact) this puts us in the gold award band.
- The **Diversity and Equality Network** was established in January 2008 as the vehicle for delivering on our commitment to become a 'Level 5 borough'. The Network has met quarterly throughout the year and members have produced a common diversity and equality statement which supports the principles of the One Tower Hamlets Community Plan theme.
- In March a programme of events were funded by the Council to mark **International Women's Week**. The theme for this year's events was 'Women and Work'. Thirty three local community organizations received grants to run events which celebrated the achievements of women in the workforce as well as exploring barriers to employment. As part of the week's events, thirty five year nine pupils from Central Foundation School spent a day in the Council and the PCT shadowing staff as well as meeting senior officers and Councillors.
- In May 2008 the Council held its first **Diversity and Equality conference** for staff. The conference provided an opportunity for over eighty staff from across the organisation to consider how we can work together to deliver on the core elements of the 'One Tower Hamlets' Community Plan theme to reduce inequalities and strengthen community cohesion.
- In February 2008 Children's Services supported the launch of '**Rainbow Parents**' a support group for LGBT partners in the borough. Over one hundred people attended the event and a programme of activities and events are scheduled to take place during 2008/09.
- In May we launched the **One Tower Hamlets Community Cohesion Innovation Fund for Schools**. The pilot scheme is open to all primary and secondary schools in the borough who are required through the terms of the funding to work

jointly with voluntary or private sector partners to promote community cohesion within their local communities. We are the first local authority in the country to launch such a scheme.

- The **Arts and Events** Team organised 83 community festivals and events, against a target of 70 for 07/08.
- On 16<sup>th</sup> May the Council marked **International Day Against Homophobia** by holding a lunchtime seminar for staff on the topic, "Faith and Sexuality: A Question of Tolerance?". The talk was extremely popular with over 100 members of staff attending to hear from and take part in a discussion with a panel of faith leaders and experts.
- The Council has continued to support the development of the Interfaith Forum. In March the first **local interfaith network** was established. This group, which is based in LAPs 5 and 6, aims to bring together members of the Interfaith Forum at a local level to undertake joint activities and strengthen the links between local decision making and structures and faith communities. Networks will be rolled out across the borough from September following the refresh of the Tower Hamlets Partnership governance structures.
- In March the outcome of the **Peer Support National Initiative** was launched. Working with Gravesham and Bristol Councils we produced additional tools to help all authorities undertake Equality Impact Assessments which can be accessed via <http://www.idea.gov.uk/idk/core/page.do?pageId=8067041>
- We were part of the Steering Group of **Capital Ambition's Equality Standard for London Local Government**. In April the project was on track to ensure 90% of London authorities reach Level 4 by April 2009.
- Through our **external and internal equality forums** we have continued to consult both staff and service users to test the effectiveness of service initiatives. To strengthen consultation and involvement arrangements a review of the internal and external equality forums took place May 2008, the results of which have informed the development of Forums and their work programmes for 08/09. Examples of the work undertaken in 07/08 include:
  - Following feedback from the Disabled Staff Forum, further consultation took place around welfare policies including the Carer's Policy, Rehabilitation Leave and Flexible Working Hours.
  - The Council's Black and Minority Ethnic Staff Forum has reviewed the Council's Workforce to Reflect the Community Action Plan and will be scrutinising its delivery in the year ahead.
  - Tower Hamlets LGBT Forum coordinated and delivered a successful programme of events for LGBT History Month 2008.
- **A Workforce to Reflect the Community** is a key Council policy aimed at ensuring we are better able to meet the needs of

our communities. Performance on our targets for 2007/08 saw the following outcomes: 54% of the top earners are women, 18 % are from minority ethnic communities and 3.5 % are disabled. 4.7 % of employees declared themselves disabled under the DDA 1995, 47% are from minority ethnic communities and 17.7% are Bangladeshi. Among the initiatives put in place to continue this work are the Aspiring Leaders Programme which supports the career development of BME and disabled staff and the Step Up Now programme which is aimed at aspiring team and first line managers achieving the Institute of Leadership and Management Certificates. In October 2007 a piece of work was commissioned to establish the direction and associated actions for improving the proportion of Black and Minority Ethnic community staff in senior management positions in the Council and the PCT. Since this date, detailed analysis of the outcome of the work has taken place and programme of actions have been agreed in the Joint Workforce to Reflect the Community Action Plan 08/09.

- Consulting with both staff and service users is a vital way of testing the effectiveness of service initiatives and there are both **internal and external equality forums**. The Council has therefore continued to support the development of three cross-cutting equality forums for disabled, LGBT and BME staff. In addition the Tower Hamlets Access Group contributed significantly to the development of the Disability Equality Scheme. The LGBT Forum was launched in October 2006 in collaboration with local and regional partners including GALOP, the Police and the Primary Care Trust.
- Underpinning the implementation of our work is a major programme of **Equalities Impact Assessments (EqIAs)** covering gender, race, religion/belief, disability, sexual orientation and age. A total of 39 EqIAs were completed in 07/08, which included assessments of significant functions such as the revised Community Plan 2020, school admissions and youth participation. The outcomes of the EqIA action plans have been built into team level action plans and where appropriate picked up at a directorate or corporate level.

## **THE CORPORATE FRAMEWORK FOR DIVERSITY AND EQUALITY**

In 2008/09 the Lead Member with responsibility for Diversity and Equality is Councillor Sirajul Islam, the Deputy Leader. The Scrutiny Lead for One Tower Hamlets, Councillor Anne Jackson, has diversity, equality and community cohesion within her remit.

The Corporate Director responsible for diversity and equalities is the Assistant Chief Executive, this post is currently held in an interim capacity by Michael Keating. The work of co-ordinating and facilitating work across the Council is undertaken by the Scrutiny and Equalities service area which comprises the Service Head, Scrutiny and Equalities and three Diversity and Equality Co-ordinators (Frances Jones, Hafsha Ali and Priti Batavia).

Within each of the service Directorates there is a Directorate Equality Liaison Officers (DELO). These are Hugh Chambers (Development and Renewal), Isabelle Colombeau (Children's Services), Coreen Ung (Environment and Culture), Emdad Haque (Adult Services), Sarah Pace (interim) (Housing) and France Jones (Chief Executive's).

In order to maintain and develop existing good practice the Council has in place a number of standard organisational procedures.

The Diversity and Equality Action Plan is agreed by Cabinet annually and monitored by the Overview and Scrutiny Committee six-monthly.

The Corporate Equalities Steering Group meets monthly with an alternation between business and workshop sessions. The group is chaired by the Chief Executive and membership includes the DELOs and the trade unions. Each DELO also chairs a monthly Directorate Equalities Focus Group.

Each service, team and individual work plan is expected to include diversity and equality objectives to ensure that staff see issues as part of their day-to-day work. To support this a range of training is offered by Corporate Learning and Development including age legislation and best practice, disability equality, sexuality awareness and equality impact assessments.

To help meet our priorities, we have a number of standards to mainstream diversity and equality across the organisation. To achieve this, we will:

<b>Standard</b>	<b>How is this delivered?</b>
Undertake equality impact assessments of both new and existing policies	The EqIA programme is monitored regularly by the Corporate Equalities Steering Group and is reported annually as part of the Diversity and Equality Action Plan and included within the Race, Disability and Gender Equality Scheme reports as appropriate
Ensure that all our team plans incorporate relevant diversity and equality objectives and targets	This is included with the annual review of team plans and reported to the Council's Performance Review Group.
Ensure all new staff participate in Council equality induction training processes	This is co-ordinated by Organisational Development in Corporate Human Resources.
Ensure that our policies are compliant with equality legislation	Committee reports and budget proposals must include consideration of diversity and equality implications.
Involve communities, staff and stakeholders in the design, review and scrutiny of our services and employment practices	Three cross-cutting equality staff forums (covering Black and Minority Ethnic, Lesbian, Gay, Bisexual and Transgender and Disabled Staff) meet every quarter.  We also have two self-organised Staff Forums: The Muslim Staff Forum and the Adults Health and Wellbeing Directorate Black and Asian Workers Forum.  External forums include the Interfaith Forum and LGBT Forum which meet monthly. Work is underway to develop a representative pan disability panel, which will replace the Disabled Access Group.  The Consultation Calendar outlines the key pieces of consultation underway in the borough and includes focussed pieces of work on specific diversity and equality issues.  An equalities analysis of the Annual Residents' Survey is



<p>Members provide community leadership on diversity and equality</p>	<p>produced each year.</p> <p>The Deputy Leader has the lead for Diversity and Equalities.</p> <p>The Diversity and Equality Action Plan, the Race, Disability and Gender Equality Schemes and the Workforce to Reflect the Community Policy are all agreed by Cabinet.</p> <p>Overview and Scrutiny monitors the Diversity and Equality Action Plan. The reviews undertaken by the Scrutiny Leads ensure that diversity, equality and community cohesion are addressed at each stage.</p> <p>A Members' Diversity and Equality Group has been established as a forum for learning and development focused on community leadership skills and as an open space to explore diversity and equality issues faced by the council</p>
<p>Use our monitoring information to assess our achievements against service equality objectives and targets</p> <p>Benchmark our policies and practices against other public bodies</p>	<p>These are incorporated into the Diversity and Equality Action Plan and will be reviewed during 2008/09.</p> <p>We work with London Councils and other relevant cross-borough, regional and national groups to test our practice.</p> <p>We have demonstrated our commitment to learning from others by establishing the Diversity and Equality Network to bring together diversity and equality practitioners from across the local private, public and voluntary sectors.</p> <p>We have participated in several best practice groups including the Capital Ambition Equality Standard for London Local Government programme and the Equality Impact Assessment</p>

	<p>Peer Support initiative with Bristol and Gravesham.</p> <p>Staff from the Diversity and Equality Team contribute to national benchmarking groups including the Employers Forums on Age, Disability and Belief.</p>
<p>Seek external validation of our equality achievements</p>	<p>The Equality Standard is the validation tool used by approximately 90% of councils nationally. We will be reassessed against the Standard in December 2008. In 2009 the Standard will be replaced by the new Equalities Framework for Local Government and we will be the first authority in the country to be assessed against it in April 2009. The CPA assessment undertaken 2008 also provided rigorous external audit.</p> <p>Investors in People and the Stonewall Equality Index are two other recent examples.</p>
<p>Celebrate diversity and promote cohesion</p>	<p>Working with the third and private sectors, a series of events and festivals are timetabled throughout the year both to celebrate the diversity of the Tower Hamlets and to help promote cohesion.</p>
<p>Increase the extent to which our workforce reflects the local community</p>	<p>This is a key Council policy aimed at delivering the corporate commitment “to provide services which offer equal access to every person on the borough reflecting the diversity of the population, and will be overwhelmingly staffed by local people whose profile reflects the community.” To drive forward improvements in this area we have a joint action plan with the Primary Care Trust and are seeking to extend this work to cover the six equality strands.</p>

## PERFORMANCE INDICATORS

The following indicators measure our diversity and equality achievements across the range of Council services in 2007-08.

An analysis of performance against these targets has informed the development of the 2008-09 Diversity and Equality Plan. The following areas of underperformance against targets for 2007-08 are addressed specifically in the Action Plan for 2008-09:

- We failed to meet our targets to increase the percentage of disabled staff in the workforce and the percentage of top five percent of staff who have a disability. The 2008-09 Diversity and Equality Action Plan therefore includes activities to increase the representation of disabled people in the workforce through targeted initiatives and strengthening of inclusive working practices
- We did not meet the target for percentage of Council buildings which are suitable and accessible for disabled people or the target on percentage of pedestrian crossings with facilities for disabled people. This year's Action Plan includes a programme of activities to improve access to services for disabled people through work on physical access, accessible provision of information and engagement with disabled people
- We achieved a reduction in teenage pregnancy rates but not sufficient to meet our target. This year's plan includes targeted initiatives and enhanced service provision to reduce teenage pregnancy
- We achieved an increase in the percentage of top five percent earners in the Council who are from an ethnic minority but failed to meet the 2007/08 target. This shortfall will be addressed through the implementation of the refreshed Workforce to Reflect the Community action plan to address under-representation of BME staff in senior management posts in the Council and the PCT
- We saw a drop in the number of racially aggravated incidents recorded by the Council. However this indicator is ambiguous as it is unclear whether such a drop is due to a reduction in the number of actual incidents or in a decline in confidence in the reporting mechanisms available. This downwards trend has been common across London and there is no evidence to suggest that rates of confidence in the Council's response to hate crime have declined. On this basis it has been agreed that this indicator will be replaced by an indicator which monitors the proportion of incidents reported to the Council which result in formal enforcement action being taken. The 2007-08 baseline for this indicators is 35% with a target of 70% for 2008/09.

<b>Chief Executive's</b>										
<b>PI Ref No.</b>	<b>Description</b>	<b>Meas. In</b>	<b>03/04</b>	<b>04/05</b>	<b>05/06</b>	<b>06/07</b>	<b>Actual 07/08</b>	<b>Target 07/08</b>	<b>08/09</b>	<b>09/10</b>
<b>BV002a</b>	Level of Equality Standard for local Government to which the authority conforms.	Level	4	5	5	5	5	5	5	5
<b>BV002b</b>	The quality of an Authority's Race Equality Scheme (RES) and the improvements resulting from its application.	%	100	100	100	100	100	100	100	100
<b>BV011a, CEO45a, SP517, TH1041</b>	Percentage of top 5% of earners of Local Authority staff that are	%	41.42	44.41	48.66	53.21	52.71	50.00	50.00	50.00

PI Ref No.	women. Description	Meas. In	03/04	04/05	05/06	06/07	Actual 07/08	Target 07/08	08/09	09/10
<u>BV011b</u> , <u>CE044a</u> , <u>SP516</u> , <u>THI040</u>	The percentage of the top 5% of Local Authority staff who are from an ethnic minority	%	14.62	16.43	14.29	15.26	17.43	18.00	22.00	25.00
<u>BV011c</u>	Percentage of the top paid 5% of staff who have a disability (excluding those in maintained schools)	%		3.58	2.45	4.62	3.51	5.00	5.50	6.00
<u>BV016a</u>	Percentage of staff declaring that they meet the Disability Discrimination	%	3.92	3.91	4.66	5.12	4.7	5.50	6.00	6.50

	Act disability definition																			
<b><u>BV016b</u></b>	Percentage of economically active disabled people in the authority area.	%	16.19	16.20	16.20	16.20	16.20	16.20	16.20	16.20	16.20	16.20	16.20	16.20	16.20	16.20	16.20	N/R	N/R	N/R
<b><u>BV017a</u></b>	Percentage of authority employees from minority ethnic communities as a percentage of the total workforce	%	36.6	37.2	41.20	43.53	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R

PI Ref No.	Description	Meas. In	03/04	04/05	05/06	06/07	Actual 07/08	Target 07/08	08/09	09/10
<b><u>BV017b</u></b>	Percentage	%	42.2	42.2	42.2	42.2	42.3	N/R	N/R	N/R



<b><u>BV175,</u></b> <b><u>CE014,</u></b> <b><u>CPAH19</u></b>	Percentage of racial incidents that resulted in further action.	%	100	100	100	100	100	100	100	100	100
<b><u>BV225</u></b>	Actions Against Domestic Violence	%		100	100	100	100	100	100	100	100

<b>PI Ref No.</b>	<b>Description</b>	<b>Meas. In</b>	<b>03/04</b>	<b>04/05</b>	<b>05/06</b>	<b>06/07</b>	<b>Actual 07/08</b>	<b>Target 07/08</b>	<b>08/09</b>	<b>09/10</b>
<b><u>LAA202</u></b>	Percentage of residents who feel their local area is a place where people from different backgrounds can get on well together (proxy for LAA 116)	%		68	73	70	71	77	79	N/R
<b><u>LAA202a</u></b>	Percentage									



	increase in the number of residents from communities sometimes defined as hard to attending LAP events: (a) BME residents				54	142	48	48	48	N/R
<b><u>LAAS202b</u></b>	Percentage increase in the number of residents from communities sometimes defined as hard to reach attending LAP events: Bangladeshi residents				39	152	33	33	33	N/R
<b><u>LAAS202c</u></b>	Percentage increase in the number of residents from communities sometimes defined as hard to				5	24	5	5	5	N/R



CHILDREN'S SERVICES										
Tower Hamlets Performance		Tower Hamlets Targets							Tower Hamlets Targets	
PI Ref No.	Description	Meas. In	03/04	04/05	05/06	06/07	Actual 07/08	Target 07/08	08/09	09/10
<b><u>BV043a</u></b>	Percentage of statements of special educational need prepared within 18 weeks excluding those affected by "exceptions to the rule" under the SEN Code of Practise	%	73.1	99.2	100	100	98.34	100	100	100
<b><u>BV043b</u></b>	Percentage of statements of special educational need prepared within 18 weeks	%	9.1	80.3	94.8	97.5	90.82	100	100	100

	including those affected by "exceptions to the rule" under the SEN Code of Practise																	
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PI Ref No.	Description	Meas. In	03/04	04/05	05/06	06/07	Actual 07/08	Target 07/08	08/09	09/10
<u>BV197</u> , <u>LAA610</u> , <u>SP209</u>	Percentage change in the number of conceptions to females aged under 18; resident in an area, per thousand females aged 15-17 resident in the area, compared with the baseline year of 1998.	%	-19.6	-25.3	-25-3	-25.3	-24.2	-38.3	-42.5	-46.7

<b>ENVIRONMENT AND CULTURE</b>											
<b>Tower Hamlets Performance</b>											<b>Tower Hamlets Targets</b>
<b>PI Ref No.</b>	<b>Description</b>	<b>Meas. In</b>	<b>03/04</b>	<b>04/05</b>	<b>05/06</b>	<b>06/07</b>	<b>Actual O7/08</b>	<b>Target 07/08</b>	<b>08/09</b>	<b>09/10</b>	
<b><u>BV165, CPAE16</u></b>	Percentage of pedestrian crossings with facilities for disabled people.	%	88.9	96.3	98.11	78.4	71.43	100	100	100	

<b>HOUSING</b>											
<b>Tower Hamlets Performance</b>											<b>Tower Hamlets Targets</b>
<b>PI Ref No.</b>	<b>Description</b>	<b>Meas. In</b>	<b>03/04</b>	<b>04/05</b>	<b>05/06</b>	<b>06/07</b>	<b>Actual O7/08</b>	<b>Target 07/08</b>	<b>08/09</b>	<b>09/10</b>	
<b><u>BV075c</u></b>	Satisfaction of tenants of council housing	%	48.66	48.66	49.00	42.63	42.63	42.63	42.63	62.50	

	with opportunities for participation in management and decision making in relation to housing services provided by their landlord: b) non-black and minority ethnic tenants.	Yes/no	yes	yes	yes	yes	yes	yes	yes	yes
<b><u>BV164, CPAH10</u></b>	Does the authority follow the Commission for Racial Equality									

PRIMARY CARE TRUST											
Tower Hamlets Performance						Tower Hamlets Targets					
PI Ref No.	Description	Meas. In	03/04	04/05	05/06	06/07	Actual 07/08	Target 07/08	08/09	09/10	
<u>LAA301a</u>	Increased life expectancy, with a 10% reduction in the gap between Tower Hamlets and the average for England and Wales by 2010 – men (data monitored annually, but available two years in arrears)	%	73.9			74.9	75.2	74.8	75.1	N/R	





<b><u>LAAP304</u></b>	Cervical screening coverage for women aged 25-64 years (proxy for LAA 303)	%	73.7	72.5	<b>73</b>	<b>71</b>	80	80	80	N/R
<b><u>LAA306a</u></b>	Reduce health inequalities between the local authority area and the England population by narrowing the gap in all- age, all- cause mortality: male	number	964		<b>894.8</b>	<b>872.73</b>	838	N/R	N/R	N/R

## DIVERSITY AND EQUALITY ACTION PLAN CORPORATE PRIORITIES

The actions listed below are within the remit of Councillor Sirajul Islam as the Lead Member for Equalities and are all led by the Service Head, Scrutiny and Equalities, Michael Keating, in partnership with all service Directorates. A key driver in each of the actions will be maintaining Level 5 in the Revised Equality Standard for Local Government.

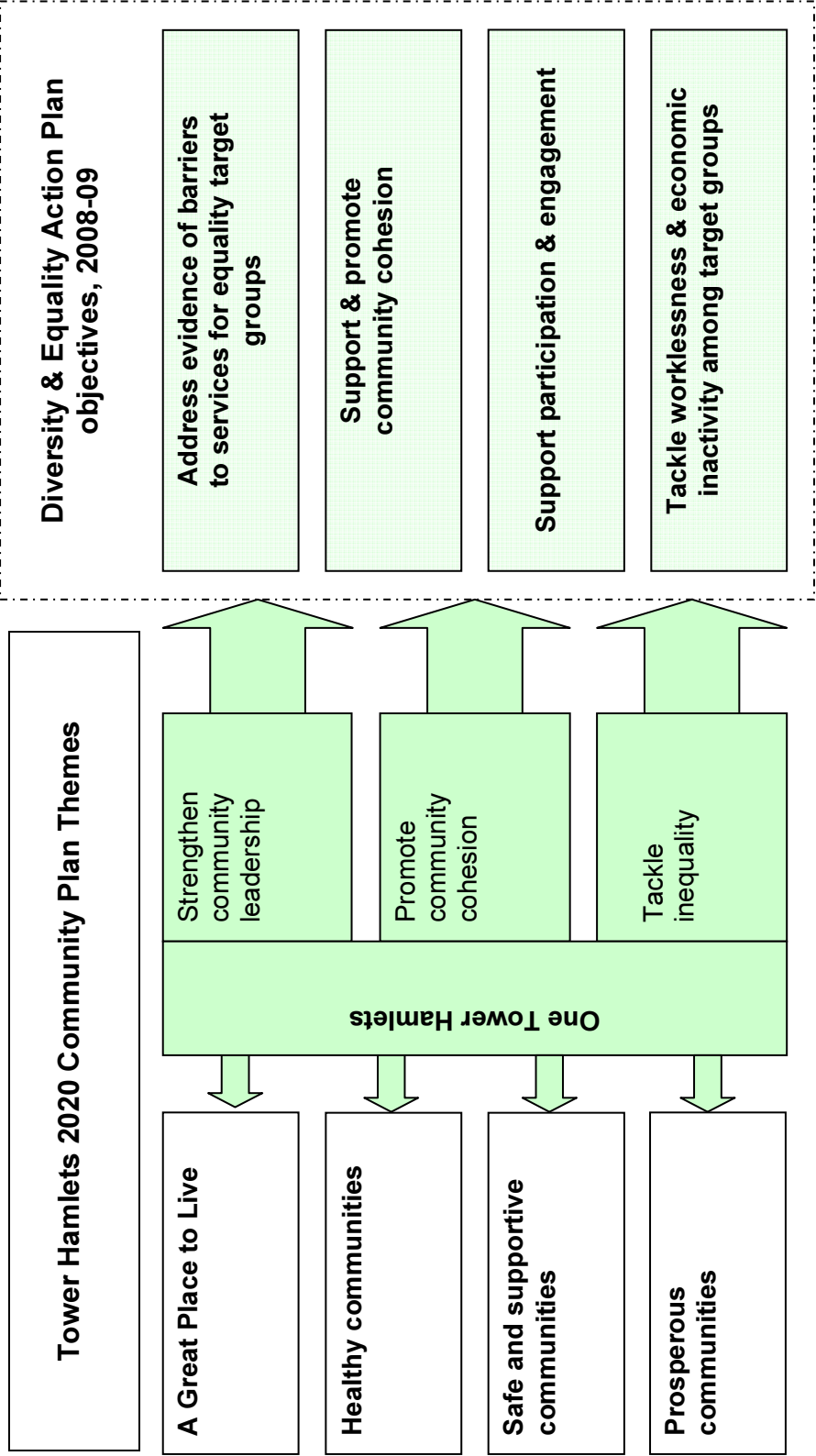
Objective	Key activities	Target date
<p><b>Ensure that the Council operates to the highest standards of equalities practice</b></p> <p><b>Ensure that Council's equality achievements are verified through internal scrutiny and validated through external scrutiny</b></p>	<ul style="list-style-type: none"> <li>▪ Collate revised Level 5 Equality Standard evidence and undertake self-assessment to verify performance on targets and outcomes for Level 5.</li> <li>▪ Undertake internal review to scrutinise and verify Council's Level 5 Standard equality achievements, involving Councillors and equality forum members.</li> <li>▪ External Peer Assessment undertaken to independently scrutinise and validate Council's Level 5 status against the revised Equality Standard for Local Government</li> </ul>	<p>Sept 2008</p> <p>October 2008</p> <p>Dec 2008</p>

<p><b>Ensure that the Council has in place clear equality priorities and targets for all six equality strands</b></p>	<ul style="list-style-type: none"> <li>▪ Develop and Publish a revised Race Equality Scheme for 2008-11</li> <li>▪ Develop and publish a Faith, Religion and Belief Equality Scheme in consultation with the Tower Hamlets Inter-Faith Forum</li> <li>▪ Develop and publish a Age Equality Scheme in consultation with the Older People's Board and Tower Hamlets Youth Partnership</li> <li>▪ Develop and publish a Sexual Orientation Equality Scheme in consultation with LGBT staff and community forums.</li> <li>▪ Establish a Gender Equality Scheme Monitoring Group</li> <li>▪ Review Disability Equality Scheme</li> </ul>	<p>Sept 2008 Dec 2008 Dec 2008 Dec 2008 Sept 2008 Dec 2008</p>
<p><b>Ensure that the Council is making progress in relation to equality in employment outcomes across all six equality strands.</b></p>	<ul style="list-style-type: none"> <li>▪ Produce and publish an employment monitoring report in relation to all six strands.</li> </ul>	<p>Jan 2009</p>
<p><b>Ensure that equalities training effectively meet the requirements of Level 5 Equality Standard and the Council's Corporate, Gender, Race and Disability Equality Schemes.</b></p>	<ul style="list-style-type: none"> <li>▪ Undertake a comprehensive review of the Council's equalities training provision, including: a needs analysis and corporate/directorate/service level training provisions;</li> <li>▪ Based on the outcome of the review, CESH in partnership with Learning and Development to establish a programme of work to strengthen the Council's diversity and equalities training.</li> </ul>	<p>Aug 2008 Oct 2008</p>
<p><b>Strengthen community</b></p>	<ul style="list-style-type: none"> <li>▪ Undertake strategic level EQIA of Tower Hamlets Partnership governance</li> </ul>	<p>Dec 2008</p>

<p><b>engagement processes for designated community, staff and stakeholder groups to participate in the development of equality objectives, service design and employment.</b></p>	<p>structures and develop action plan to ensure consultation and involvement structures engage all communities across all six equality strands.</p>	
<p><b>Further improve support to staff to undertake equality impact assessments (EQIAs)</b></p>	<ul style="list-style-type: none"> <li>▪ Produce EQIA electronic learning tool and EQIA electronic forms.</li> </ul>	<p>Sept 2009</p>
<p><b>Ensure that relevant human rights implications are considered within policies and practice</b></p>	<ul style="list-style-type: none"> <li>▪ Establish guidance for staff on Human Rights legislation and its implications for Council services.</li> <li>▪ Hold a council training event on human rights legislation.</li> </ul>	<p>March 2009 March 2009</p>
<p><b>Ensure that the potential to promote diversity and equality through the procurement process is maximised</b></p>	<ul style="list-style-type: none"> <li>▪ Review and reformulation of equalities criteria for procurement process</li> </ul>	<p>March 2009</p>
<p><b>Address identified challenges/ barriers in undertaking effective equalities monitoring across 6 equality strands and improve the quality of monitoring data collected.</b></p>	<ul style="list-style-type: none"> <li>▪ Communicate key messages on why we monitor, our commitment to monitoring and the benefits of monitoring; produce FAQ card for staff; embed monitoring key messages into relevant corporate training events.</li> <li>▪ Publicise the benefits of equalities monitoring through Manager's Briefing, Pulling Together and East End Life – seek to find meaningful examples of where monitoring has led to improvements.</li> </ul>	<p>Sept 2008 Sept 2008</p>

	<ul style="list-style-type: none"> <li>▪ Examine the possibility of holding training for managers on how to effectively utilise data on equalities profile of staff and service users</li> <li>▪ Examine how the Council can more effectively promote monitoring amongst service users in order to increase the quality of the data we receive</li> <li>▪ Examine current IT systems and the procurement of future systems to ensure that staff have adequate fields to be able to monitor on all six strands</li> </ul>	<p>Dec 2008</p> <p>Dec 2008</p> <p>March 2009</p>
<b>Continue to strengthen equalities practice across the borough working towards a Level 5 Borough</b>	<ul style="list-style-type: none"> <li>▪ Coordinate quarterly Diversity and Equality Network meetings and work to achieve established joint equality targets with partner organisations.</li> <li>▪ Improve the representation of RSLs on the Diversity and Equality Network</li> </ul>	<p>March 2009</p> <p>Sept 2008</p>
<b>Further strengthening of diversity and equality practice.</b>	<ul style="list-style-type: none"> <li>▪ Further develop equalities guidance in performance management and service planning toolkits.</li> <li>▪ Build equalities considerations into peer review of team plans.</li> </ul>	<p>Dec 2008</p> <p>Dec 2008</p>
<b>Develop Member Capacity on diversity and equality</b>	<ul style="list-style-type: none"> <li>▪ Establish Members Equality Working Group</li> <li>▪ Support Members to establish a programme of work for the Group</li> </ul>	<p>Sept 2008</p> <p>Dec 2008</p>

<p><b>Ensure that community cohesion impact is assessed for key services.</b></p>	<ul style="list-style-type: none"> <li>▪ Develop a community cohesion impact assessment tool and embed into service planning</li> </ul>	<p>March 2009</p>
<p><b>Develop the capacity of the Council to implement equalities objectives at strategic level.</b></p>	<ul style="list-style-type: none"> <li>▪ Undertake Strategic Level EQIAs of Workforce to Reflect the Community Strategy; Section106 funding; Customer Access; Tower Hamlets Partnership.</li> </ul>	<p>March 2009</p>



Link to other plans	Equality strand	Objective	Key activity	Progress milestone
<b>Tackle worklessness and economic inactivity among target groups</b>				
CYPP	Race Disability Gender Age	Increase numbers in education, employment and training post-16 including from specified target groups.  Contact Officer: Mary Durkin, Service Head, Youth and Community Learning, Children's Services Directorate  Lead Member: Cllr Clair Hawkins	Support the transition of young people into further education, training or employment by more effective tracking and work through personal advisers, including support for targeted individuals e.g. Somali young people; young people with disabilities; and young mothers.	30 young Somalis, 20 young people with learning difficulties and 20 young mothers supported with community person advisors by the end of September 2008.
CYPP	Age	Increase level 2 and level 3 attainment by 19  Contact Officer: Helen Jenner, Service Head, Early Years Children and Learning, Children's Services Directorate  Lead Member: Cllr Clair Hawkins	Provide targeted support post-16 to young people at risk of underachievement.	Pilot the use of advanced skills personal advisors to support NEET prevention in schools and successful transition at 16 by the end of September 2008.



SP	All	<p>Identify and remove barriers to employment for target groups and help people to get employment by ensuring there is support and training before and after they get a job</p> <p>Contact Officer: Sue Hinds, Access to Employment Manager, Development and Renewal Directorate</p> <p>Lead Member: Cllr Alibor Choudhury</p>	<p>Implement and commence delivery of City Strategy Single Point of Access pilot programme integrating Council-led employment activities and advice into current Council activities such as Extended Schools provision, Children's Centres, Community Hubs and Idea Stores.</p>	<p>600 workless residents into employment, 100 from workless families by March 2009</p> <p>Evaluate the activities within the pilot to determine future priorities by March 2009</p> <p>Strategy for community hubs development agreed by October 2008</p>
SP	All	<p>Update evidence base and develop an economic development strategy to better inform key priorities for the borough</p> <p>Contact Officer: Sue Hinds, Access to Employment Manager, Development and Renewal Directorate</p> <p>Lead Member: Cllr Alibor Choudhury</p>	<p>Develop employment strategy which addresses equalities profile of unemployment and worklessness in the borough.</p>	<p>Evaluate the activities within the pilot to determine future priorities by March 2009</p> <p>Employment strategy paper drafted for consultation by July 2008</p> <p>Wider economic development strategy paper drafted by Sept 2008</p>

SP	Disability Gender	<p>Develop joint partnership programmes of employability interventions to augment/improve mainstream provision of employment support</p> <p>Contact Officer: Sue Hinds, Access to Employment Manager, Development and Renewal Directorate</p> <p>Lead Member: Cllr Alibor Choudhury</p>	<p>Develop the Working Neighbourhoods Fund commissioning strategy to include work with excluded groups with a clear focus on moving people into employment</p> <p>Joint partnership programme plans developed</p>	<p>Report of key interventions to CPAG in July 2008</p> <p>Quarterly updates provided for relevant CPAGs</p>
	Disability	<p>Increase access to employment for disabled people and people with mental health problems</p> <p>Contact Officer: Deborah Clarke, Joint Director of Human Resources and Tower Hamlets Primary Care Trust, Resources Directorate</p> <p>Lead Officer: Cllr Sirajul Islam</p>	<p>Increase number of cases managed by Adult Social Care Services referred to employment projects</p>	<p>Employment strategy for vulnerable adults and for those with disabilities agreed by CMT by July 2008</p> <p>Consultation with broad range of stakeholders by July 2008</p> <p>Action plan to meet LAA targets agreed with TH Partnership for Learning Disabilities and Mental Health by October 2008</p> <p>All new referrals consistently considered for employment options and referrals made to appropriate projects by March 2009.</p>

			<p>All existing care plans reviewed for employment choices and referrals made to appropriate projects: March 2009.</p> <p>Commissioning plans to support social enterprises to develop employment opportunities by December 2008.</p> <p>With key partners facilitate the development of a delivery plan for 2008/09 by May 2008</p> <p>Assist Muslim Women's Collective with business planning process and negotiations with key funders by July 2008</p> <p>Oversee the delivery of the above delivery plan by March 2009</p> <p>Research specification agreed by July 2008</p> <p>Research to commence by September 2008</p>
		Further develop Muslim Women's Collective (MWC)	
CLC DP	Religion/Belief	<p>Develop a strategic framework to promote sustainability and enterprise in our communities</p> <p>Contact Officer: Robin Beattie, Acting Head, Strategy and Performance, Communities, Localities and Culture Directorate</p> <p>Lead Member: Cllr Rofique U. Ahmed</p>	
	Gender Disability	Enhance our understanding of the experience and needs of women and disabled people in the local labour market	

WFRC	Race Gender Disability Age	<p>Contact Officer: Michael Keating, Acting Assistant Chief Executives, Chief Executive's Directorate</p> <p>Lead Member: Cllr Sirajul Islam</p>	<p>Promote awareness of employers' responsibilities under the Disability Discrimination Act (DDA) and the benefits of employing disabled people through the Council's Business Forum lunch seminars.</p>	Lunch seminar to be held by March 2009
		<p>Increase the extent to which the PCT and the Council are viewed as desirable and accessible places to work</p> <p>Contact Officer: Deborah Clarke, Joint Director of Human Resources and Tower Hamlets Primary Care Trust, Resources Directorate</p> <p>Lead Member: Cllr Sirajul Islam</p>	<p>Communications in both the PCT and the Council to work to establish a compelling employer brand focusing on the local community and making them a place where local people want to work</p> <p>Establish talent pool of potential applicants who are looking for jobs in the public sector, across both the council and the PCT and ensure that good but unsuccessful BME/disabled candidates are encouraged to apply for further jobs</p>	Employer brand developed by August 2008
				Talent pool established by January 2009
			Establish local recruitment methods for entry level positions	Local recruitment methods for entry level positions established by June 2008

			Develop career entry routes including apprenticeship, assistant and trainee positions	Develop new scheme in partnership with Tower Hamlets College and Children's Services to promote pathways for employment at the Council by October 2008
				Provide 30 Level One apprenticeship places for TH school leavers by October 2008
				Extend careers work with 14-19 year olds by January 2009
			Extend careers work with 14-19 year olds to raise awareness of career paths in the NHS and the local authority	
			Incorporate monitoring of six equality strands into Commensura system and produce report on equalities profile of temporary staff to inform refresh of Workforce to Reflect the Community strategy	System reconfigured to capture equalities data by October 2008
			Increase the extent to which the Council's temporary workforce reflects the community  Contact Officer: Deborah Clarke, Joint Director of Human Resources and Tower Hamlets Primary Care Trust, Resources Directorate  Lead Member: Cllr Sirajul Islam	First equalities monitoring report produced, March 2009
	WFRC	All		

Support participation and engagement of equality target groups in decision making and active citizenship activities			
SP	All	Engage in Olympic legacy masterplan process to secure maximum benefits for Tower Hamlets from legacy  Contact Officer: Nick Smales, Service Head, Olympics and Paralympic Games, Development and Renewal Directorate  Lead Member: Cllr Ohid Ahmed	Consultation on Olympic Masterplan in October 2008  Borough views incorporated with acceptable Master plan by March 2009
		Ensure that the needs and views of equality target groups are effectively reflected in local decision making and service review mechanisms  Contact Officer: Shazia Hussain, Interim Director of Tower Hamlets Partnership, Communities, Localities and Culture Directorate  Lead Member: Cllr Ohid Ahmed	Complete Strategic level EQIA of Tower Hamlets Partnership structures by September 2008  EQIA action plan agreed by CESG by December 2008  Establish four local interfaith networks, linking up to Interfaith Forum, by March 2009
	All		Consultation on Olympic Masterplan in October 2008  Review governance structures of the Tower Hamlets Partnership

				<p>Increase the capacity of the Council and its partners to engage with faith communities, disabled people and LGBT communities by embedding the Councils Equalities Forums within the wider structures of the Partnership</p>
			<p>Provide opportunities for all young children to play learn and express themselves, including those with disabilities and complex health needs.</p>	<p>Monitoring data shows an increase in the number of children with disabilities accessing Children's Centres services over the year by the end of December 2008.</p>
CYPP	Disability	<p>Improve standards of early years provision to give every child the best possible start in life</p> <p>Contact Officer: Helen Jenner, Service Head, Early Years Children and Learning, Children's Services Directorate</p> <p>Lead Member: Cllr Clair Hawkins</p>		<p>Evidence of daily planned outdoor play provision in all settings with outdoor areas by the end of December 2008.</p>

	All	<p>Develop robust mechanisms for involvement of service users in Adults Health and Social Care Services</p> <p>Contact Officer: Deborah Cohen, Service Head Health and Disability, Adults Health and Wellbeing Directorate</p> <p>Lead Members: Cllr Anwara Ali</p>	Develop Service User Involvement Plan	Revised Service User Involvement Plan agreed by September 08
Gender	<p>Develop the Women into Public Life programme to increase the number of women taking up positions in local representation structures</p> <p>Contact Officer: John Williams, Service Head-Democratic Services, Democratic Renewal &amp; Engagement, Chief Executive's Directorate</p> <p>Lead Member: Cllr Sirajul Islam</p>	Deliver Future Women Councillors training programme	<p>Recruit candidates to participate in the programme by May 2008</p> <p>Undertake training needs assessment by June 2008</p> <p>Training programme developed by July 2008</p> <p>15 women to attend modular training courses by December 2008</p>	



	All	<p>Increase the engagement of equality target groups in cultural activities and the extent to which these activities bring people together</p> <p>Contact Officer: Paul Martindill, Service Head, Cultural Services, Communities, Localities and Culture</p> <p>Lead Member: Cllr Rofique U. Ahmed</p>	<p>LBTH Arts and Events programme reflects 'One Tower Hamlets' objectives</p>	<p>All entries on the LBTH Arts and Events forward plan incorporate methods to increase participation of specific equalities target groups by March 2009</p>
Sexual Orientation		<p>Increase the involvement of LGBT parents in their children's education and well-being</p> <p>Contact Officer: Sarah Gale, Head of Equalities and Parental Engagement, Children's Services</p> <p>Lead Member: Cllr Clair Hawkins</p>	<p>Work with Rainbow Parents LGBT Parents Support Group to provide support to LGBT parents in Tower Hamlets</p> <p>Develop and strengthen existing support networks for LGBT parents</p>	<p>Community events incorporated within the 'One Tower Hamlets' Community Plan marketing campaign</p> <p>Council representative to routinely liaise with Rainbow Parents LGBT Support Group.</p> <p>Roll out No Outsiders Project (Project to raise awareness of the diversity of family life through children's literature) by March 2009.</p>

		<p>Ensure local residents benefit from participation activities available through the Olympics</p> <p>Contact Officer Mary Durkin, Service Head, Youth Offending Team, Children's Services Directorate</p> <p>Lead Member: Cllr Clair Hawkins</p> <p>Contact Officer: Paul Martindill, Service Head, Cultural Services, Communities, Localities and Culture Directorate</p> <p>Lead Member: Cllr Ohid Ahmed</p>	<p>Develop an Education Olympic Strategy to contribute to the promotion &amp; steering of sporting &amp; cultural activities available for young people in the run up to the 2012 Olympic Games</p> <p>Contribute to the development and delivery of the Cultural Olympiad.</p>	<p>Strategy in place by September 2008</p> <p>Core legacy activities highlighted, including a Gifted and Talented programme for all sports, including disability sports by March 09</p> <p>A cultural programme of activities, linked to the national four-year Cultural Olympiad by March 09</p> <p>Publication of 5 Borough Festival Brochure May 2008 Project scoped by September 2008</p> <p>5 Borough Olympic Art Project commissioned September 2008 Draft Framework completed by March 2009</p> <p>Project scoped by September 2008</p>
Age				
ALL				
	All	<p>Ensure that the Local Involvement Networks (LINKS) are used to effectively engage all the equality</p>	<p>Host organisation specification recognises the need to engage with all six equality targets groups</p>	

	target groups to better understand and meet their health needs  Contact Officer: Shazia Hussain, Interim Director of Tower Hamlets Partnership, Communities, Localities and Culture Directorate  Lead Member : Cllr Ohid Ahmed	Action Plan developed to engage with equalities target groups and ensure their involvement in the networks	
	Improve consultation and engagement with young people across Council and partnership services  Contact Officer: Mary Durkin, Service Head, Youth Offending Team, Children's Services Directorate  Lead Member: Cllr Clair Hawkins	Produce Participation Toolkit to support services to involve young people in a meaningful way in service review and scrutiny  Increase the participation of children & young people in decision making and community life	<p>Youth Participation Toolkit completed and disseminated by March 2009</p> <p>Redeveloped AMP website for children and young people launched by June 2008.</p> <p>Over 5000 young people vote in the Young Mayor elections by February 2009</p> <p>Over 180 young people engaged in the Tower Hamlets Youth Partnership, through activities held in every LAP area by March 2009</p>
	All		

	<p>Disability Sexual Orientation Religion/Belief</p>	<p>Improve representation of equality target groups in Youth Participation activities, Contact Officer: Mary Durkin, Service Head, Youth Offending Team, Children's Services Directorate Lead Member: Cllr Clair Hawkins</p>	<p>Undertake specific consultation with young people with learning disabilities, lesbian, gay and bisexual young people and young people from different faith communities on how we can ensure that they can access youth participation activities</p>	<p>Consultation plan agreed by June 2008 Targeted consultation undertaken alongside census of youth service users</p>
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<p>Support and promote <b>community cohesion</b>, including: Embedding cohesion considerations into planning in key policy areas (Education, Community Safety and Housing); Support positive activities that bring people together and build bridges between communities; Support interaction between new and existing communities and; tackle all forms of discrimination and harassment</p>			
	<p>Positively re-integrate young people who offend</p> <p>Contact Officer: Stuart Johnson, Youth Offending Team Manager, Children's Services Directorate</p> <p>Lead Member: Cllr Clair Hawkins</p>	<p>Implement the Race Audit action plan agreed by the Police, CPS, YOT &amp; the Court to monitor the ethnic composition of offenders.</p>	<p>Action Plan in place by May 2008</p> <p>Quarterly monitoring meeting to take place from September 2008</p> <p>Review plan by March 2009</p>
Race	<p>Promote and support community cohesion among children and young people.</p> <p>Contact Officer: Mary Durkin, Service Head, Youth Offending Team, Children's Services Directorate</p> <p>Lead Member: Cllr Clair Hawkins</p>	<p>"Tolerance in Diversity" - facilitate short term peer led projects themed on discrimination &amp; hate crimes</p>	<p>Facilitate projects themed on discrimination &amp; hate crimes, involving 32 projects with 168 young people successfully completing TiD led projects and receiving a recorded outcome. 18 peer workers to complete OCN level 2 - accredited outcome by March 2009</p> <p>Design and run 6 intergenerational projects to include at least 2 secondary and 2 primary schools within 2008/09</p> <p>work with a target group of 50 older people 55+ and 60 children and young people by March 2009</p>
Age		<p>Deliver school, after-school and community based intergenerational projects which reduce mistrust and animosity between generations, building positive relationships and understanding between people of different generations, and often thus between cultures</p>	

<p>Link out of school management information systems with youth service to monitor uptake by March 2009.</p>	<p>Improve uptake of out of school activities by young people to ensure cross – community engagement</p>	<p>Reduce the risk of young people becoming victims of crime, and improve their perception of safety in the local area</p> <p>Contact Officer: Mary Durkin, Service Head, Youth Offending Team, Children's Services Directorate</p> <p>Lead Member: Cllr Clair Hawkins</p>	<p>Age Disability</p>
<p>A training session on cyber bullying for school governors to take place by December 2008</p> <p>A training session on homophobic bullying for school governors to take place by March 2008.</p> <p>Audit of the anti-bullying policies of all schools by December 2008</p> <p>Model anti-bullying policy for youth providers in place by December 2008</p>	<p>Increase awareness of the impact of disability and disfigurement bullying, cyber bullying and homophobic bullying</p>		

			Set up a commission into the Public Safety of children and young people in Tower Hamlets to address the dual issues of violence by groups of young people and the safety of the local community, particularly of young people themselves	Commission to be set up by September 2008  Commission concluded by December 2008  Action plan agreed by March 2009
		Develop a delivery plan to respond to the report of the Commission on Cohesion and Integration to include a cross-borough bridging activities  Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate  Lead Member: Cllr Sirajul Islam	'One Tower Hamlets' delivery plan developed by September 2008	Initial proposals developed by July 2008  Draft delivery plan reviewed by Partnership Executive by September 2008  Finalised plan reviewed by Partnership Board by October 2008
	All	Implement Community Cohesion Impact Assessment procedures within service planning in priority areas  Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate  Lead Member: Cllr Sraajul Islam	Local Community Cohesion Impact Assessment (CCIA) tool developed by September 2008	CCIA tool developed by September 2008  CCIA tool piloted in at least three policy areas by March 2009

		<p>Enhance our understanding of the profile and needs of new communities through work with the Refugee and New Residents Forum</p> <p>Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate</p> <p>Lead Member: Cllr Sirajul Islam</p>	<p>Develop a work programme for the Refugee and New Residents Forum</p> <p>Support the delivery of the New Migrants Integration Initiative</p>	<p>Work Programme for New Residents &amp; Refugee Forum agreed by August 2008</p> <p>Welcome packs for new residents accessible across frontline council services by November 2008.</p> <p>40 frontline staff trained on working with new residents by March 2008</p>
Race		<p>Develop the ability of the Council and its partners to monitor community tensions</p> <p>Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate</p> <p>Lead Member: Cllr Sirajul Islam</p>	<p>Review the role of the Community Cohesion Contingency Planning and Tension Monitoring Group to ensure effective links to other partnership groups</p>	<p>CCCPTMG members take part in ICoCo/Metropolitan Police Service tension monitoring training by May 2008</p> <p>Development session held for CCCPTMG members to support them in their role as project assurance group for PVE programme by September 2008</p> <p>Advisory group established with representation from key partners, project scope and tender process agreed and tender let by June 2008</p>
	ALL			
	All	<p>Enhance our understanding of the needs of victims of hate crime</p> <p>Contact Officer: Andy Bamber, Service Head,</p>	<p>Commission Hate Crime Victim Needs Analysis</p>	



			<p>Primary research completed by September 2008</p> <p>Publish final report and disseminate findings through existing partnership networks by December 2008</p> <p>Recommendations reviewed by relevant services and action plan developed to address identified service improvements by March 2009</p> <p>10 Youth hate crime champions identified and trained aged 16-19 to deliver HC awareness workshops with youth/educational and community groups by June 2008</p> <p>Trainer development programme developed for 10 existing champions by September 2008</p> <p>Hate crime champions to deliver 3 awareness sessions each, total 60 sessions by December 2008</p>
	<p>Community Safety, Communities, Localities and Culture</p> <p>Lead Member: Cllr Abdal Ullah</p>		
All	<p>Extend 'No Place for Hate' communications campaign to address all six hate crime strands</p> <p>Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate</p> <p>Lead Member: Cllr Sirajul Islam</p>	<p>Incorporate 'No Place for Hate' messages in Community Plan marketing campaign</p>	

			End of year report of project outcomes by March 2009
		Develop and deliver Preventing Violent Extremism delivery plan in line with national guidance, drawing on local research and policy development  Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate  Lead Member: Cllr Abdal Ullah	Develop and agree PVE Partnership Delivery Plan by July 2008
All		Develop and deliver Preventing Violent Extremism programme in partnership with colleagues in the Police, criminal justice services and voluntary sector	Commission PVE projects for 2008-11 by November 2008  Carry out a Young Muslim's Leadership Academy, for 24 young men and women drawn from across the borough, by September 2008.
			Publish the PEACE guide to Islam and youth Work, by March 2009.

<b>Access to services:</b> Address evidence of differential access to services for equality target groups to ensure that services within the Council and the wider partnership meet the needs of our communities effectively			
		<p>Support and improve access to open spaces</p> <p>Contact Officer: Nick Smales, Service Head, Olympics and Paralympic Games, Development and Renewal Directorate</p> <p>Lead Member: Cllr Ohid Ahmed</p>	<p>Progress the High Street 2012 concept, including public realm improvements, improved provision for pedestrians, reductions in street clutter and accessibility improvements</p>
All			<p>Vision study completed by September 2008</p>
		<p>Increase level of participation in leisure activities by under-represented groups</p> <p>Contact Officer: Paul Martindill, Service Head, Cultural Services, Communities, Localities and Culture Directorate</p> <p>Lead Member: Cllr Rofique U. Ahmed</p>	<p>Undertake a strategic review of indoor leisure facility provision to inform the building schools for the future programme and future developments within the Borough</p>
All			<p>Demand and supply mapping completed based on future population growth by June 2008</p>

		Ensure that Council services are accessible to all equality target groups  Contact Officer: Claire Symonds, Service Head, Customer Access, Resources Directorate  Lead Member: Cllr Joshua Peck	Undertake Strategic level EQIA of Customer Access	Draft EQIA to be reviewed by CESG September 2008  Final EQIA action plan agreed December 2008
All		Ensure the Council makes available high quality interpreting and translation services which meet the needs of all service users however they chose to access our services  Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate  Lead Member: Cllr Sirajul Islam	Complete Review of Interpreting and Translation services, drawing on national guidance with a particular focus on needs of disabled service users	Interpreting & Translation Review completed by August 2008  Revised interpreting and translation policy and guidance inclusive of disability communications guidelines and good practice produced by December 2008.
	Race Disability			

	Age	<p>Improve the emotional well-being and mental health of children and young people by increasing the focus on early intervention and improving access for mental health services for vulnerable groups.</p> <p>Contact Officer: Helen Jenner, Service Head, Early Years Children and Learning, Children's Services Directorate</p> <p>Lead Member: Cllr Clair Hawkins</p>	<p>Support schools to ensure that the emotional well-being of pupils is addressed effectively through the curriculum by continuing to implement the Social and Emotional Aspects of Learning (SEAL) strategy effectively</p>	<p>SEAL implemented in all Primary schools by July 2008</p> <p>Transition worker support programme extended to support 20% more young people by June 2008</p> <p>Extend amount of early intervention mental health support delivered through schools and Children's Centres by September 2008</p>
		<p>Continue to reduce teenage pregnancy in the borough, particularly in high incidence areas, and raise awareness of sexual health risks among children and young people under the age of 19.</p> <p>Contact Officer: Helen Jenner, Service Head Early Years Children and Learning, Children's Services</p> <p>Lead Member: Cllr Clair Hawkins</p>	<p>Implement ASPIRE pilot project with year 9 &amp; 10 to prevent unplanned pregnancy, doing targeted work with girls at risk, to improve educational achievement and boost self-esteem</p>	<p>Work with 30 girls at risk by March 2009</p>

CYPP	Age	<p>Improve access to and quality of support to children and young people with disabilities and their families.</p> <p>Contact Officer: Kamini Rambellas, Service Head Childrens Social Care, Childrens Services</p> <p>Lead Member: Cllr Clair Hawkins</p>	Consult with children with disabilities to inform the commissioning process for personal care providers.	<p>Implement a positive parenting programme for parents of children with disabilities to assist in achieving sustainable care in the home, with SLA in place with CAMHS and Eva Armsby Centre by July 2008.</p> <p>Develop eligibility criteria for short breaks by July 2008.</p> <p>To produce and distribute leaflets to promote direct payments and complete staff training by September 2008</p> <p>Recruit transition worker to develop person centred planning for transition to Adults Services by September 2008.</p>
CYPP	Age	<p>Continue to protect children from risk of harm and neglect</p> <p>Contact Officer: Kamini Rambellas, Service Head, Social Care, Children's Services Directorate</p> <p>Lead Member: Cllr Clair Hawkins</p>	Review the work carried out within faith, and other communities in Tower Hamlets, and to target input into the leaders of those communities, through training, coaching and other forms of support, to facilitate their direct involvement in preventative work with families	<p>In conjunction with the African Families Service Pastors Group develop Tower Hamlets Safeguarding Handbook for use in all black African/African Caribbean churches by December 2008.</p> <p>Overarching independent review of work with faith/ethnic communities in Tower Hamlets by January 2009.</p>

<p>Delivery of 8 sessions of child protection training to Imams and Islamic teachers focusing on the implementation of the Mosques and Madrassahs Safeguarding Guidance by March 2009.</p> <p>Specific training provided to six Imams to enhance their expertise and ability to support other Imams and community leaders in dealing effectively with domestic violence by March 2009.</p>			<p>To develop a continuum of parenting support from early intervention through targeted and specialist multi-agency services to the use of enforcement measures</p> <p>Contact Officer: Helen Jenner, Service Head, Early Years Children and Learning,</p>	<p>CYPP</p> <p>All</p>
<p>Formal transfer of responsibility of senior parenting worker posts from Community Safety to FIP by end May 2008</p> <p>Provide therapeutic support for 40 mothers and children whose lives have been seriously disrupted by domestic violence by end March 2009</p>	<p>Embed the Family Intervention Programme, focusing on the needs of families of offenders and those with complex and multiple problems.</p> <p>Ensure that children and families affected by domestic violence are identified, assessed and offered appropriate protection and support at the earliest opportunity.</p>			

		Children's Services Directorate Lead Member: Cllr Clair Hawkins	Review commissioning therapeutic services family support services for mothers and children by end March 2009
		Through personalised learning accelerate improvements in attainment with a particular focus on key stages 1 and 3 and GCSE English and Maths Contact Officer: Helen Jenner, Service Head, Early Years Children and Learning, Children's Services Directorate Lead Member: Cllr Clair Hawkins	Continue to support Primary National Strategy English as an additional language projects in 26 schools by July 2008 Evaluate Secondary National Strategy Minority Ethnic Achievement Project in 3 schools by June 2008 Hold termly training for Ethnic Minority Achievement subject leaders to develop skills
CYPP	Race	Improve transition at all key points, with a particular emphasis on the transition from primary to secondary, statutory to post 16 provision and from education to adult life. Contact Officer: Helen Jenner, Service Head, Early Years Children and Learning, Children's Services Directorate Lead Member: Cllr Clair Hawkins	Focus on improving the attainment of pupils with English as an additional language in schools, through guidance and advice on developing effective leadership & management and quality first teaching. Improve post-16 transition support, particularly for vulnerable groups.
CYPP	Age		Develop person centred approaches to Year 9 transition planning by end September 2008



DES	Disability	<p>Create an inclusive environment for disabled people</p> <p>Contact Officer: Michael Keating, Acting Assistant Chief Executive, Chief Executive's Directorate</p> <p>Lead Member: Cllr Sirajul Islam</p>	<p>Review and update DDA audits of Council buildings to ensure action plans are in place to address Disability Discrimination Act</p> <p>Produce Communications Guidance for all Council publications to ensure they meet best practice guidelines</p> <p>Increase the capacity of Councillors to respond to the needs and views of disabled constituents</p> <p>All Open Access Youth Provision contracts held by principal contractors to include five year targets to increase participation in relation to age, gender, disability and race to match the profile of the LAP area they are delivering in</p>	<p>Quarterly reports monitored by DES Monitoring Group</p> <p>Guidance produced by July 2008 and adopted by September 2008</p> <p>Devise and roll out programme of training for members</p> <p>All contracts to include equality group targets by March 2009</p>
CYPP	Race Gender Age Disability	<p>Improve the representation of equality target groups accessing youth services</p> <p>Contact Officer: Mary Durkin, Service Head Youth and Community Learning, Children's Services</p> <p>Lead Member: Clair Hawkins</p>		

# **EQUALITY IMPACT ASSESSMENT PROGRAMME**

## **2008/9**

## Chief Executive's

Service	Function	Lead Officer	Target completion month
Scrutiny & Equality	1. Corporate Equalities Function	Michael Keating	Q3
	2. Support Equalities For ums (Internal & External)	Michael Keating	Q3
	3. Preventing Violent Extremism	Michael Keating	Q3
	4. Community Cohesion	Michael Keating	Q3
	5. Overview & Scrutiny Function	Afazul Haque	Q3
	6. East End Life	Laraine Clay	Q3
Communications Democratic Services	7. Nationality Checking Service	John S Williams (Catherine Sutton)	Q3
	8. Capital Ambition – Councillors of the Future	John S Williams (Beverley McKenzie / Susan Ritchie)	Q3
Legal Services Strategy & Performance	9. Local and National Elections	Isabella Freeman	Q3
	10. Community Plan and LAA	Alan Steward	Q2
	11. Strategic Plan	Louise Russell	Q4
	12. Awards (Screening)	Alan Steward	Q3

## Children's Services

Service	Function	Lead Officer	Target completion month
Children's Information Service	1. Contact Point	Siobhan Giles	Q3
	2. Information Strategy	Siobhan Giles	Q4
	3. THIS Child Programme Management	Siobhan Giles	Q3
Children's Resources	4. Adolescents resource centre	Hilary Bull	Q3
Children's Services Reviews	5. Reviewing Key Targets	Simon Rea	Q3
Early Years	6. Childcare	Jo Green	Q4
External Funding and Commissioning	7. External Funding	Angela Lewis	Q4
	8. Commissioning	Angela Lewis	Q4
	9. Community resources	Angela Lewis	Q4
Fieldwork Services	10. Advice and Assessment Team	Urnee Mazher	Q4
	11. Family Support and Protection Services	Sukriti Sen	Q4
Leaving Care Service	12. Support Services for care leavers	Jenny Boyd	Q4
Parental Engagement	13. Family Support and Parental Engagement Strategy	Sarah Gale	Q3
Parents' Advice Centre	14. Parental Partnership Service (M)	Sarah Gale	Q4
Pupil Services	15. Home to School Travel Passes	Hania Franek	Q3
Resources	16. Education Building Development ( <i>Screening</i> )	Pat Watson	Q3
	17. Schools Finance ( <i>Screening</i> )	Kate Bingham	Q3
	18. Technical Services ( <i>Screening</i> )	Pat Watson	Q3
Social Care ICT	19. Training and Supporting Staff	Anthony Hammond	Q3
Stakeholder Engagement and Participation	20. Communication Team	Sukjinder Nunwa	Q3
Support for Learning Service	21. Monitoring the impact of anti-bullying strategies (Behaviour Support Team)	Liz Vickerie/ Liam McQuade	Q4
Young People and Learning	22. Arts and Music Education Service	Karen Brock	Q3
	23. Education Improvement Partnership 14-19	Wendy Forrest	Q3
	24. E-Learning	John Woods	Q4

Youth and Community Services	25. Humanities Education Centre	Margaret Burr	Q3
	26. Physical Education, School Sport and Club Links Strategy	Helen Spedding	Q4
	27. Secondary School Improvement <i>This could be done jointly with Primary Schools see 70</i>	Di Warne	Q4
	28. Training Team	Steve Sipple	Q4
	29. Rapid response team	Steve Sipple	Q4

## Adults Health and Well-Being

Service	Function	Lead Officer	Target completion month
Disabilities and Health	1. Hearing Clinic	Service Head-Disability and Health	Q3
Older People and Homelessness	2. Assessment and Care Management	Service Head-Older People and Homelessness	Q3
Disabilities and Health	3. Mental Health Act 2007	Service Head-Disability and Health	Q3
	4. Deprivation of Liberty.		Q3
Older People and Homelessness	5. Update Failed Visit Policy	Service Head-Older People and Homelessness	Q3
	6. Enablement		Q3
	7. Linkage Plus	Service Manager-Commissioning-Older People	Q3
Commissioning & Strategy	8. Continuing Health Care	Service Head-Commissioning and Strategy	Q3
Older People and Homelessness	9. Day Care for Somali Older People	Service Manager-Commissioning Older People	Q3
Commissioning & Strategy	10. Accommodation Project	Service Head-Commissioning and Strategy	Q3
Older People and Homelessness	11. Restructure in-house Homecare Service	Service Head-Older People and Homelessness	Q3
Older People and	12. Integration of	Service Head Older	Q3

Homelessness Commissioning & Strategy	<ul style="list-style-type: none"> <li>▪ Provider Services</li> <li>▪ Commissioning</li> </ul>	People and Homelessness and Service Head Commissioning and Strategy	
Older People and Homelessness	13. Homelessness Strategy	Strategy Manager, Strategy and Performance	Q3
Older People and Homelessness	14. Prevention of homelessness	Assessment and Advice Manager	Q3
Older People and Homelessness	15. Allocation of Temporary Accommodation	Homeless Accommodation Business Manager	Q3

## Resources

Service	Function	Lead Officer	Target completion month
Human Resources	1. Workforce to Reflect the Community Strategy	Deb Clarke Joint Director Human Resources	Q3
	2. Flexible Working Hours Procedure		Q3
	3. Corporate Handling Organisational Change Procedure		Q3
	4. Recruitment & Selection Policy	Catriona Hunt Head of HR Operations Joint Director	Q3
	5. Learning and Development Policy		Q3
	6. Tower Hamlets and local Graduate Training Schemes		Q3
ICT	7. ICT Service	Jim Roberts	Q3
ICT Service Development	8. Application design standards	Catherine Ortlepp	Q3
	9. Electronic Mail Internet & Intranet Acceptable Use Policy		Q3
	10. Service Desk		Q3
ICT Service Delivery	11. Enrolment process	Ken Bates	Q3
	12. ICT provision of Homeworking Policy		Q3
	13. ICT Competency Framework		Q3
ICT Business Support Customer Access	14. Supplier Relationship Management	Khaled Hussain	Q3
	15. Telephone contact		Q3
	Face to face contact Web contact Facilities management		Q2 Q2 Q2
Revenue services	16. Council Tax Business Rates Income Cashiers Payments	Martin O Regan Paul McDermott	Q3 Q3



Corporate Finance	17. Treasury Management (screening)	Alan Finch	Q3
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## Communities, Localities & Culture

Service	Function	Lead Officer	Target completion month
Cultural Services Arts & Events	1. Festivals & Events	S Murray	Q4
	2. Community Arts Projects		Q4
Mile End Park	3. Mile End Park	M Rowan	Q2
Cultural Services Idea Stores & Libraries	4. Idea Stores	I McNicol/ J St John	Q3
	5. Libraries		Q4
	6. Local History & Archives		Q4
	7. Outreach		Q4
	8. Children Services		Q4
	9. Reference & information services		Q4
	10. Life long learning		Q4
	11. ICT Services - peoples network		Q4
	12. Sports Development		Q3
	13. Active communities		Q3
	14. Leisure Management		Q3
	15. School sports		Q3
	16. Healthy Lifestyles		Q3
	17. Summer programme		Q3
18. Leisure Centres	Q3		
Environmental Control	19. Pest control	D Farrell / C Shipman	Q2
Environmental Protection			
Environmental Health & Trading Standards (Commercial)	20. Food Safety	C Perrins	Q3
	21. Trading Standards Enforcement		Q3
	22. Health and Safety		Q3
	23. Consumer Advice		Q3
	24. Licensing administration		Q3
	25. Policy - Licensing		Q3
Public Realm	26. Parks & Open Spaces Management	C Stuart	Q3

Parks and Play	27. Landscape Architecture	C Stuart	Q3
Community Safety Drug and Alcohol Action Team	28. Arboriculture Services (screening)	C Stuart	Q3
	29. Drug and Alcohol Action Team	Gilly Cottew	Q2
	30. Alcohol Strategy	Gilles Bergeron	Q2
Community Safety Partnership and Performance Team	31. Reducing Re-Offending Strategy	Jon Underwood	Q1
Community Safety Operations Team	32. ASB Investigation Process	Heather Mailder	Q4
	33. ASBO Publicity Strategy	Heather Mailder	Q3
	34. CCTV Strategy	Andy Bamber	Q3
Tower Hamlets Partnership	35. Consultation and Participation	Shazia Hussain/ Susan Ritchie	Q2
	36. Local Management		Q2
	37. Partnership Support		Q2

## Development and Renewal

Service	Function	Lead Officer	Target completion month
Lettings	1. Choice-based lettings function	Rafiqul Haque	Q2
Estate Strategy	2. Provision of Communal Estate Services: <ul style="list-style-type: none"> <li>▪ Estate caretaking</li> <li>▪ Concierge services</li> <li>▪ Procurement</li> </ul>	Bob Goodbody	Q3
Home Ownership	3. Service Charge & Arrears Collection	Barrie Tyson	Q2
Home Ownership	4. Leasehold Advice	Wumni Odusina	Q2
Home Ownership	5. Major works function (Timing dependent on completion of the Issues and Options of the Core Strategy)	Mithu Gosh	Q4 (dependent on LDF timing)
LHO SERVICES	6. New Tenant Service (sign up, settling in, Probationary tenancies)	Terry Damiano	Q2
RENTS (ALMO)	7. Arrears Recovery	Beverley Greenidge	Q2
RENTS (ALMO)	8. Rents Policy	Beverley Greenidge	Q2
RENTS (ALMO)	9. Tenancy Conditions	Tim Sherry	Q4
RENTS (ALMO)	10. Housing Policy function	Tim Sherry	Q2
RENTS (ALMO)	11. Older People's Decorating programme	Sue Lawrence	Q2
TECHNICAL SERVICES: REPAIRS (ALMO)	12. Repairs Help Centre	Keith Paulin	Q2
TECHNICAL SERVICES: REPAIRS (ALMO)	13. Responsive Repairs function	Peter Allen Bob Moorcraft	Q2

TECHNICAL SERVICES: REPAIRS (ALMO)	14. Repairs partnering contracts	Peter Allen Bob Moorcraft	Q4
TECHNICAL SERVICES:	15. Resident Consultation and Satisfaction	Richard Batchelor	Q2
	16. Contract Procurement	Richard Batchelor	Q4
	17. Contract Management	Richard Batchelor	Q3
(ALMO)	18. Support and monitor development of new & existing TRAs (currently including small grants) ▪ TRAs – smaller grant allocation ▪ Community groups – larger grant allocation	Vicky Potticary	Q2
ALMO: Tenant Participation Resources:	19. Manage the Tenant Resource Centre	Vicky Potticary	Q2
Strategy, Regeneration and Sustainability	20. Strategic Planning (Timing dependent on completion of the Issues and Options of the Core Strategy/LDF)	Jamie Ounan	Q2*
Strategy, Regeneration and Sustainability	21. Access to Employment (function and service) Skillsmatch service	Sue Hinds	Q3
Strategy, Regeneration and Sustainability	22. Strategic Housing	Jackie Oduoye	Q3
Major Project Development	23. Sustainable Housing Development	Jackie Oduoye	Q1
Major Project Development	24. Development Implementation	Anne-Marie Berni	Q2
Major Project Development	25. Strategic Transport Planning	Richard Finch	Q2
Major Project Development	26. Housing Regeneration	Niall McGowan	Q2
Major Project Development	27. Private Sector and Affordable Housing	Alison Thomas	Q2
Resources	28. Section 106 funding ( <b>Strategic Level EQIA</b> )	Clare Wall	Q3
Development Control and Building Control	29. Applications (all major applications are required to submit EQIAs with plans so these come up as applications are submitted)	Stephen Irvine	Screening by Q2
Development Control and Building Control	30. Building Control – Enforcement	Peter Hamilton	Q2

Blackwall Trust	31. Functions	Matin Miah	Q2
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**EQIA BREAKDOWN 2008/9**

	CE	CS	AS	R	CLC	R	TOTAL
<b>Q1</b>	0	0	0	0	1	1	<b>2</b>
<b>Q2</b>	1	0	0	1	7	21	<b>30</b>
<b>Q3</b>	10	14	15	16	19	5	<b>79</b>
<b>Q4</b>	1	15	0	0	10	4	<b>30</b>
<b>TOTAL</b>	<b>12</b>	<b>29</b>	<b>15</b>	<b>17</b>	<b>37</b>	<b>31</b>	<b>141</b>

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# Agenda Item 10.7

<b>COMMITTEE</b> Cabinet	<b>DATE</b> 30 JULY 2008	<b>CLASSIFICATION</b> Unrestricted	<b>REPORT NO</b>	<b>AGENDA ITEM NO.</b>
<b>REPORT OF</b> CORPORATE DIRECTOR OF RESOURCES		<b>TITLE:</b> Award of the Corporate Catering Contract.		
<b>ORIGINATING OFFICER(S)</b> Claire Symonds, Service Head Customer Access		<b>WARDS AFFECTED:</b> All		

## 1. **SUMMARY**

- 1.1 This report deals with the award of the contract for the delivery of a comprehensive catering service for all of the Council's core buildings. The service will provide staff catering to Mulberry Place and Anchorage House along with any hospitality services required.
- 1.2 The successful Service Provider will have sole catering rights for employee catering and meeting room hospitality and will be added to the Council's preferred supplier list.

## 2. **RECOMMENDATIONS**

- 2.1 That the Catering Contract be awarded to Pabulum commencing 15 September 2008 for a period of three years with an option of a one year extension, on the basis of the conclusions of the tender evaluation on the grounds they meet the needs of the Council as set out throughout the tendering process and that they meet the "nil cost" arrangement for this service.

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### LOCAL GOVERNMENT ACT, 1972 (AS AMENDED) SECTION 100D LIST OF BACKGROUND PAPERS USED IN PREPARATION OF THIS REPORT

Brief description of background paper  
NONE

Name and telephone number of holder and address where open to inspection

### 3. **BACKGROUND**

- 3.1 As a result of the recently implemented Accommodation Strategy, a high proportion of the Council's staff have been relocated to the East India Dock Complex. A catering service is currently provided to staff from the 9<sup>th</sup> floor of Anchorage House. Catering for Members' meetings and other events is undertaken by a variety of suppliers. This piece meal approach to service delivery has given rise to concerns as to the quality of the service and has meant ineffective management.
- 3.2 A new corporate contract is therefore required to replace the current add hoc and disjointed methods of delivering a catering service to the council's core administration buildings, this includes the East India Dock complex plus 62 Albert Jacob House, Jack Dash House and Gladstone Place
- 3.3 Corporate catering has been split into three main areas:-
- Staff catering which is the provision of a staff restaurant from Anchorage House. This would provide hot and cold meals and drinks, snacks, baguettes, sandwiches and healthy eating options including, seasonal organic and farm assured produce;
  - Hospitality and function catering which includes provision for meetings, functions and conferences. These will be served to professional standards. Promoting the council's policy of using Fair Trade products, particularly refreshments (tea and coffee). Buffet lunches for conferences, meetings or special occasions designed for various function types and giving seasonal, organic, farm assured, vegetarian, special dietary requirements including the provision of Halal food and Fair Trade options;
  - Trolley Services to the core buildings listed providing a range of sandwiches, soft drinks, fruit, yoghurts and confectionary.
- 3.4 The proposal is to encompass all services under one contract to ensure consistency of service, improvement of cost, and control of quality. As well as providing a single point of contact for catering services. The service provider can use sub contractors to provide specialist services but would remain the sole point of contact.
- 3.5 Part of the contract is to carry out improvements to the current catering areas via an investment programme from the successful company. This will improve both the canteen and surrounding areas and the infrastructure of the kitchen areas within Anchorage House.
- 3.6 The new contract gives the opportunity to set clear objectives and requirements regarding catering as well as the opportunity to promote issues such as healthy eating, Fair Trade and the provision of alternative cuisine. For example, the contractor will be required to use seasonal and locally produced fresh produce in preference to frozen, tinned, dried, or otherwise preserved foodstuff and ready made meals will be kept to the minimum.

- 3.7 In recognising the diverse nature of those using the services, the service provider has been asked to provide menus that reflect the needs of ethnic minority customers, whether for cultural or religious reasons, including halal dishes, in the planning and promotion of menus and selection of dishes. The service provider has also been instructed that the healthiest cooking methods should be employed in the preparation of all meals on site this means low salt, low fat and no hydrogenated fats.
- 3.8 The contract is unusual in that it is classed as “nil cost”. That is to say that no fee is paid but the service provider will have sole catering rights for employee catering and meeting room hospitality services and will automatically become a preferred supplier for any events held in core administration buildings. Their income derives from the spend by staff and the council on these services. Prices will be reviewed annually and will not increase by more than the Consumer Price Index or equivalent.

### **THE TENDER PROCESS AND EVALUATION**

- 4.1 The contract was advertised in national trade magazines and local press outlets. 15 declarations of interest were received. Following the completion of pre qualification questionnaires and undertaking information interviews, at which prospective companies could orientate themselves with what the contract entailed, question and answer sessions took place with the prospective companies to provide further clarification and to ensure that the scope of the contract was fully understood prior to commencement of formal tender. Following this process, six catering companies who met the required criterion, were selected to tender for the contract.
- 4.2 A tender evaluation panel comprising of officers from Facilities Management and Procurement was established. They reviewed the returned tenders against a pre-determined and published set of tender evaluation criteria. The criteria included quality, hygiene, and business proposals. Within the tender documentation it was made clear to all companies that this contract would be at nil cost to the council and therefore all proposals should reflect that fact. The contractor would be given the facilities to run the catering function within the council e.g. use of kitchen and equipment. They would be expected to invest in these facilities, and in return would receive income from being the sole catering provider via the customers to the canteen and those departments procuring catering for events / functions etc. In the last full recorded year the amount spent on these services was over £300,000.
- 4.3 Two final tenders were received and analysed by officers within Procurement and found to be accurate and numerically correct. These were evaluated using a matrix based on a number of elements including:-
- Price of items provided
  - Business Plan / Projected Revenue
  - Quality / Menus including “Healthy Options”, Fair Trade Status, and Delivery Timescales
  - Established methods on quality audits, monitoring process and a framework for performance compliance
  - Method Statements, including to Health and Safety, Sustainability
  - References from previous and existing client base

Clarification discussions were then undertaken. From this process it is proposed that Pabulum be awarded the contract because they have exhibited a greater commitment and flexibility to meet the aims of the contract and meet the needs of the council.

## **5. COMMENTS OF CHIEF FINANCIAL OFFICER**

- 5.1 A “nil cost “ Contract is proposed as detailed at Paragraph 3.8 which is the same as the current arrangements so there is no extra cost or saving. The Council will not be liable to subsidise any contractor losses or receive any annual payment from the contractor. In return the Council is not expected to invest in the service but Pabulum are to invest £33,025 on new equipment at the start of the contract. The Council would be liable to repay the Contractor a depreciated sum for this equipment if the Contract is ended by the Council before the end of the 3 year contract period.
- 5.2 The Council will meet the cost of the buildings space used by the catering contractor and utilities costs as it does now so there are no extra costs or saving.
- 5..3 The Council will be entitled to receive 25% of any contractor profits but will not have to pay towards any contractor losses. The Council will have access to Pabulum’s accounts to verify the amount due each year. The amount the Council will receive is unlikely to be significant especially in the first year. However this will allow the Council share in any future growth in the catering service and increasing profits.
- 5.4 The tender from Pabulum does represent value for money to the Council as it best meets the tendering criteria set out in paragraph 4.3.

## **6. CONCURRENT REPORT OF ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)**

- 6.1 The Council has power under s 111 Local Government Act 1972 to provide the catering and hospitality services. S 111 (1) states that a local authority shall have power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions. The provision of catering and hospitality services to staff would fall within this provision.
- 6.2 The Contract has been properly tendered in accordance with domestic and EU statutory requirements and in accordance with the Council’s Financial Regulations.
- 6.3 Providing Members consider that Pabulum’s tender represents value for money for the Council, there are no legal implications to awarding the contract. The Contract is to be awarded on a nil subsidy arrangement and para.4.3 sets out the reasons why Pabulum’s bid is the most advantageous.
- 6.4 An award Notice should be placed in the Official Journal of the European Union within 48 days from the date of award.

7. **EQUAL OPPORTUNITIES CONSIDERATIONS**

7.1 Consideration has been taken to the high mix of cultural background in both Tower Hamlets staff and those individuals that attend both meetings and functions within the Borough. This is reflected in both the variance of menus proposed by both bidders and how those dishes are prepared.

7.2 Each of the tender submissions included an equal opportunities statement in support of the organisations equal opportunities policies.

8. **ANTI POVERTY IMPLICATIONS**

8.1 There are no anti-poverty implications as a result of the award of this contract.

9. **RISK MANAGEMENT IMPLICATIONS**

9.1 This proposal is a nil cost to the council and therefore is of no quantifiable financial risk.

9.2 The contract has been developed to ensure quality contract monitoring takes place on a regular basis, thus reducing the risk of poor performance and quality issues.

10. **SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

10.1 The Council intends to manage its own sustainability impact and to use the most environmentally and socially responsible goods and services. Each Tenderer was expected to be familiar with environmental issues and the Green Charter approach. They were specifically required, within their submission, to address issues such sustainable food purchasing and ordering plans, to include increasing sourcing from local producers, recycling and environmentally-friendly waste disposal arrangements.

11. **EFFICIENCY STATEMENT**

11.1 The award of a single catering contract for the services described above will facilitate effective management and value for money.

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