

Meeting of the

# OVERVIEW & SCRUTINY COMMITTEE

---

Tuesday, 5 April 2011 at 7.00 p.m.

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## A G E N D A

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### VENUE

**Council Chamber, 1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London, E14 2BG**

<b>Members:</b>	<b>Deputies (if any):</b>
<b>Chair: Councillor Ann Jackson</b> <b>Vice-Chair: Councillor Ahmed Adam Omer</b>	
<b>Councillor Tim Archer</b> <b>Councillor Rajib Ahmed</b> <b>Councillor Lesley Pavitt</b> <b>Councillor Zenith Rahman</b> <b>Councillor Rachael Saunders</b> <b>Councillor Stephanie Eaton</b> <b>Councillor Fozol Miah</b>	Councillor Peter Golds, (Designated Deputy representing Councillor Tim Archer) Councillor David Snowdon, (Designated Deputy representing Councillor Tim Archer) Councillor Harun Miah, (Designated Deputy representing Councillor Fozol Miah)
<b>[Note: The quorum for this body is 3 voting Members].</b>	

<b>Co-opted Members:</b>	
1 Vacancy	– (Parent Governor Representative)
Mr Mushfique Uddin	– (Muslim Community Representative)
Vacancy	– Roman Catholic Diocese of Westminster Representative
Canon Michael Ainsworth	– (Church of England Diocese Representative)
Jake Kemp	– (Parent Governor Representative)
Rev James Olanipekun	– (Parent Governor Representative)

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:

Amanda Thompson, Democratic Services,

Tel: 020 7364 4651, E-mail: [amanda.thompson@towerhamlets.gov.uk](mailto:amanda.thompson@towerhamlets.gov.uk)

# LONDON BOROUGH OF TOWER HAMLETS

## OVERVIEW & SCRUTINY COMMITTEE

Tuesday, 5 April 2011

7.00 p.m.

### SECTION ONE

#### 1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

#### 2. DECLARATIONS OF INTEREST

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 - 10

To confirm as a correct record of the proceedings the unrestricted minutes of the meeting of the Overview and Scrutiny Committee held on 8 March 2011.

#### 4. REQUESTS TO SUBMIT PETITIONS

To be notified at the meeting.

#### 5. SECTION ONE REPORTS 'CALLED IN'

##### 5.1 Report Called In - Commercial Activities in Victoria Park 11 - 22

(Time allocated – 30 minutes)

#### 6. SCRUTINY SPOTLIGHT

Councillor Rabina Khan, Cabinet Member for Housing, will attend to report on her portfolio.

(Time allocated – 30 minutes)

#### 7. REPORTS FOR CONSIDERATION

##### 7.1 Draft Employment Strategy 23 - 100

(Time allocated – 20 minutes)

#### 8. PERFORMANCE MONITORING

**8 .1 Strategic Plan 2011/12: Outline Plan and Year 1 Action Plan 101 - 176**

(Time allocated – 15 minutes)

**9. OVERVIEW AND SCRUTINY MANAGEMENT**

**9 .1 Safeguarding Adults at Risk - Report of the Scrutiny Working Group 177 - 210**

(Time Allocated – 10 minutes)

**9 .2 Scrutiny challenge session - Cancer - Development of Early Diagnosis and Preventative Services 211 - 222**

(Time Allocated – 10 minutes)

**10. PRE-DECISION SCRUTINY OF SECTION ONE (UNRESTRICTED) CABINET PAPERS**

(Time allocated – 5 minutes).

**11. ANY OTHER SECTION ONE (UNRESTRICTED) BUSINESS WHICH THE CHAIR CONSIDERS TO BE URGENT**

**12. 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 Papers)**

The exempt 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.

**13. EXEMPT/ CONFIDENTIAL MINUTES**

Nil items.

**14. SECTION TWO REPORTS 'CALLED IN'**

There were no Section Two reports 'called in' from the meeting of Cabinet held on 9 March 2011.

**15. PRE-DECISION SCRUTINY OF SECTION TWO  
(RESTRICTED) CABINET PAPERS**

(Time allocated 5 minutes).

**16. ANY OTHER SECTION TWO (RESTRICTED)  
BUSINESS THAT THE CHAIR CONSIDERS  
URGENT**

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# Agenda Item 2

## DECLARATIONS OF INTERESTS - NOTE FROM THE CHIEF EXECUTIVE FOR MEMBERS OF THE OVERVIEW & SCRUTINY COMMITTEE

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.

**There are particular rules relating to a prejudicial interest arising in relation to Overview and Scrutiny Committees**

- You will have a prejudicial interest in any business before an Overview & Scrutiny Committee or sub committee meeting where both of the following requirements are met:-
  - (i) That business relates to a decision made (whether implemented or not) or action taken by the Council's Executive (Cabinet) or another of the Council's committees, sub committees, joint committees or joint sub committees
  - (ii) You were a Member of that decision making body at the time and you were present at the time the decision was made or action taken.
- If the Overview & Scrutiny Committee is conducting a review of the decision which you were involved in making or if there is a 'call-in' you may be invited by the Committee to attend that meeting to answer questions on the matter in which case you must attend the meeting to answer questions and then leave the room before the debate or decision.
- If you are not called to attend you should not attend the meeting in relation to the matter in which you participated in the decision unless the authority's constitution allows members of the public to attend the Overview & Scrutiny for the same purpose. If you do attend then you must declare a prejudicial interest even if you are not called to speak on the matter and you must leave the debate before the decision.



**LONDON BOROUGH OF TOWER HAMLETS**

**MINUTES OF THE OVERVIEW & SCRUTINY COMMITTEE**

**HELD AT 6.05 P.M. ON MONDAY, 7 MARCH 2011**

**M71, 7TH FLOOR, TOWN HALL, MULBERRY PLACE, 5 CLOVE CRESCENT,  
LONDON, E14 2BG**

**Members Present:**

Councillor Ann Jackson (Chair)  
Councillor Tim Archer  
Councillor Stephanie Eaton  
Councillor Lesley Pavitt  
Councillor Zenith Rahman  
Canon Michael Ainsworth  
Mr Mushfique Uddin  
Rev James Olanipekun

**Other Councillors Present:**

Councillor Marc Francis  
Councillor Rania Khan  
Councillor Rabina Khan  
Councillor Abdal Ullah  
Councillor Rania Khan (Cabinet Member for Regeneration)  
Councillor Rabina Khan (Cabinet Member for Housing)

**Officers Present:**

Hafsha Ali – (Acting Joint Service Head Scrutiny & Equalities, Chief Executive's)  
David Galpin – (Head of Legal Services (Community), Legal Services, Chief Executive's)  
Afazul Hoque – (Scrutiny Policy Manager, Scrutiny & Equalities, Chief Executive's)  
Jackie Odunoye – (Service Head Strategy, Innovation and Sustainability, Development & Renewal)  
Nick Smales – (Service Head 2012 Olympic and Paralympics Games, Development & Renewal)  
Stephanie Ford – (Interim Performance Manager, Strategy & Performance, Chief Executive's)  
Keiko Okawa – (Scrutiny Policy Officer, Scrutiny & Equalities, Chief Executive's)  
Heather Bonfield – (Interim Service Head Cultural Services , Communities Localities & Culture)  
Louise Fleming – (Senior Committee Officer, Democratic Services)

**1. APOLOGIES FOR ABSENCE**

Apologies of absence were received from Councillors Rajib Ahmed and Rachael Saunders and Jake Kemp, Parent Governor Representative.

**2. DECLARATIONS OF INTEREST**

No declarations of interest were made.

**3. UNRESTRICTED MINUTES**

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

**RESOLVED**

That the unrestricted minutes of the meeting of the Overview and Scrutiny Committee held on 8<sup>th</sup> February 2011 be approved and signed by the Chair as a correct record of the proceedings.

**4. REQUESTS TO SUBMIT PETITIONS**

None received.

**5. REQUESTS FOR DEPUTATIONS**

None received.

**6. SECTION ONE REPORTS 'CALLED IN'**

**6.1 Report Called In - Leasehold Policy Review**

At the request of the Chair, Councillor Marc Francis on behalf of the Call-in Members referred to the reasons in their requisition and highlighted the main issues that they held with the Cabinet's provisionally agreed decision that the Leasehold policies be approved subject to a number of revisions. Cllr Francis praised the decision to retain the £10,000 cap on major works recharges for some older leaseholders on very low incomes. However there were a number of concerns, particularly in respect of the independent audit report of leasehold service charges which had not been signed off from the Project Steering Group.

Councillor Francis outlined the alternative course of action proposed and circulated a copy of the Housing Services Committee report, dated 3<sup>rd</sup> February 1998, highlighting the decision of that Committee to reduce charges for ground floor leaseholders. In addition to the alternative course of action proposed, Councillor Francis asked that a summary of responses of leaseholders be made available and numbers of legal challenges made in respect of the charge. In conclusion, Councillor Francis felt that the decision needed to be better informed and asked that it be referred back to the Cabinet.

Councillor Francis then responded to questions from the Committee and expanded on the concerns about the draft Beevers and Struthers Audit report. He felt that it had been premature to make an assumption about the results of the audit.

The Cabinet Member for Housing, Councillor Rabina Khan was of the view that there were some moral grounds for not charging ground floor leaseholders. However, legal advice had stated that the view was incorrect. Councillor Khan advised that the Beevers and Struthers Audit would be signed off at the Project Steering Group in March and therefore the Policy would be revisited if necessary. Ms Jill Bell, Head of Legal Services, Environment, advised that Case Law made it clear that service charges should be shared equally and that one lease cannot be changed without the agreement of all other leaseholders.

Councillor Khan, Ms Bell and Ms Jackie Odunoye, Service Head Strategy Regeneration and Sustainability, responded to questions from Members regarding the rationale for bringing the report forward before the Audit report had been signed off; and clarification of technical and legal issues. Ms Bell advised that Counsel's opinion could not be released as it could prejudice any legal action against the Council. However a briefing note summarising the opinion could be produced for Members.

The Cabinet Members present at the meeting who had also been present when the Cabinet decision was made left the room. A significant part of the subsequent debate surrounded the rationale for bringing the report forward to Cabinet and whether a decision could have waited for the outcome of the Beevers and Struthers Audit. Concerns were also expressed about the consultation exercise carried out. Members felt that the legal opinion should have been made available in order to scrutinise the decision properly.

After considering the views and comments made by the Member presenting the call-in; the Cabinet Member for Housing and officers; and after a comprehensive debate, the Committee voted on whether to refer the item back to Cabinet and it was

## **RESOLVED**

That the Cabinet Member for Housing urgently convenes the final Project Steering Group meeting to "sign off" the report of the independent audit;

That the Mayor and Cabinet suspends the decision agreeing to the fundamental changes to leasehold policy contained in Paras 9.1 and 9.5 until the independent audit report is published and consultation on these specific proposals is undertaken with leaseholders and councillors; and

That the Mayor publishes Counsel's Legal Opinion in relation to these changes to help inform consideration of them.

## 7. SCRUTINY SPOTLIGHT

Councillor Rania Khan, Cabinet Member for Regeneration, gave a detailed presentation on her portfolio, focussing on the following:

- Achievements in 2010/11 in employment and enterprise including an employment rate of 60% against an LAA target of 55.7%; placement of 545 residents into sustainable employment through Skillsmatch; and securing a minimum 20 work experience placements with the BBC linked to the Olympic Games.
- Future initiatives for employment and enterprise including the 1000 jobs agreed with LOCOG.
- The Single Work Programme.
- The High Street 2012 programme.
- The regeneration of Poplar Baths.
- Highlights of the Culture portfolio including the approval of Watney Market Idea Store; the reopening of and improvements to Bancroft Library; the achievements in Lifelong Learning; and achievements in the Arts, Sports and Leisure and events in parks.
- Future aspirations including the Olympic Live Site development; the Cultural Olympiad; the Watney Idea Store; further phase of Bancroft Library and HLF bid; and the integration of Idea Store and Lifelong Learning services and continued success.

Members then asked a number of questions of the Cabinet Member to which she responded, supported by Mr Nick Smales, Service Head 2012 Olympic and Paralympic Games. The question and answer session focussed on the following points:

- Clarification was sought on the apprenticeships offered to local people by Crossrail through Skillsmatch and whether there would be any local jobs available through the Poplar Baths redevelopment. Assurances were given that both matters would be looked into in more detail.
- Clarification was sought and given in respect of the regeneration element of the Portfolio and how it related to shaping the developments at Blackwall Reach and the proposals made by Thames Water in relation to the Thames Tideway improvements.
- Further information on the demographics of unemployment in the Borough and the duration of the 1000 LOCOG jobs. It was also felt

that there funding should be given to sports other than football. Members were advised that the LOCOG jobs would be of 9wks duration and above in areas such as catering, retail and hospitality. It was felt that, in order to train potential employees appropriately, a better understanding of the jobs which would be available was needed.

- Officers were working on the promotion of sports in the Borough other than football. However it was acknowledged that football was most successful in engaging young people.
- An undertaking was made to look into the viability of tying in the Poplar Baths and Chrisp Street regeneration projects.
- Concern was expressed that Tower Hamlets was behind other London Boroughs on its Enterprise Strategy.

The Chair thanked Councillor Khan for her detailed presentation.

## **8. SCRUTINY MANAGEMENT**

### **8.1 Overview and Scrutiny 6 Monthly Tracking Report**

The Chair presented the six monthly tracking report which monitored the progress of implementing past recommendations of scrutiny reviews.

Councillor Lesley Pavitt, Scrutiny Lead for Safe and Supportive Communities, made the following points:

- Whether the language used on page 38 of the appendix 2 to the report in relation to THEOs was appropriate and it was felt that THEOs should be audited.
- There should be better engagement of the private schools and other private educational facilities to develop anti-bullying policies.
- Alternative healthy option vending machines should be provided in workplaces.
- Clarification was sought and given that the Induction Programme for new Members would be looked at further.

Councillor Stephanie Eaton highlighted the need for the Lead Scrutiny Member to take responsibility for past scrutiny reports and asked that the Chair monitor the situation. The Chair concurred and also asked that the Yellow status for the Private Rented Sector in Appendix 1 to the report should be flagged up over the next few months.

### **RESOLVED**

That the report be noted.

## **9. REFERRALS FROM COUNCIL**

### **9.1 Mayor's Office Staffing Proposals**

The Chair presented the report which followed a referral from Council that the Committee consider matters raised in a question by Councillor Anna Lynch in respect of the setting up and staffing of the Mayor's office. The report provided an update on progress regarding the establishment of the Mayor's office and further developments since the Council meeting.

Councillor Tim Archer, requested that details of the cost of the Mayor's Office should still be provided as per the original question.

#### **RESOLVED**

That the Committee does not consider this matter at this time as the budget for the Mayor's office remains to be set by Council.

### **9.2 Confidentiality of Member's Enquiries**

The Chair presented the report which followed a referral from Council that the Committee consider the issue of confidentiality of Members' Enquiries. The report set out the Chief Executive's findings that there had not been a breach of confidentiality.

#### **RESOLVED**

That the Committee refer the matter to the Assistant Chief Executive (Legal Services) to review the procedures for Members' Enquiries and to report back to Overview and Scrutiny Committee.

## **10. PRE-DECISION SCRUTINY OF SECTION ONE (UNRESTRICTED) CABINET PAPERS**

The Chair advised that no pre - decision questions for the Cabinet meeting on 9<sup>th</sup> March 2011 had been received.

## **11. ANY OTHER SECTION ONE (UNRESTRICTED) BUSINESS WHICH THE CHAIR CONSIDERS TO BE URGENT**

### **11.1 Strategic Performance and Corporate Budget Monitoring to 31 December 2010.**

The Chair informed members of the Committee that the special circumstances and reasons for urgency associated with the proposals were detailed on the front page of the report. The Committee subsequently agreed the special circumstances and reasons for urgency as set out on the front page of the report and also set out below:

“Officers have worked to ensure that the latest possible performance and financial information considered by Overview and Scrutiny and Cabinet. There have also been changes made to meetings to accommodate the budget process, including bringing forward the Overview and Scrutiny meeting by one day. For these reasons the standard publication deadline for Overview and Scrutiny has not been met, although it was possible to do so for the (later) Cabinet meeting. If the report is not taken by Overview and Scrutiny as a separate item at this meeting, then that may limit the Committee’s input to Cabinet. It is considered that these circumstances justify taking the report as an urgent item.”

A discussion ensued and the following points were made:

- 5.6 (p8) – Clarification was sought on whether that was a link between the shortfall in leaseholder service charge income and the timing of the leaseholder policy review.
- 5.4 (p7) - Further information as to the overspend in Children's Schools and Families Youth and Community Learning communications was requested. Also further explanation as to why school redundancy costs had not been appropriately budgeted.
- 5.3 (p4 &5) - Further explanation was requested as to Adults, Health and Wellbeing overspend, particularly;
  - A42 - Older People Commissioning – whether increased demand for home care packages would be likely to cause overspend in the future.
  - A45 Physical Disabilities Commissioning – whether the Council now has appropriate charging set up with the PCT.

Ms Stephanie Ford, Interim Performance Manager, advised that the points made would be reported back to Finance officers and a written response would be provided for Members.

## **RESOLVED**

That the Council’s financial position as outlined in paragraphs 5 and 6 and appendices 1-7 of the report be noted;

That the Quarter 3 2010/11 performance including areas where no further work is needed be noted and that a response to the points raised above would be provided to Members; and

That the actions being taken to address the reported overspends be noted.

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

The resolution to exclude the Press and Public was not adopted as there was no Section 2 'Exempt' business for consideration.

**13. EXEMPT/ CONFIDENTIAL MINUTES**

Nil items.

**14. SECTION TWO REPORTS 'CALLED IN'**

Nil items.

**15. PRE-DECISION SCRUTINY OF SECTION TWO (RESTRICTED) CABINET PAPERS**

Nil items.

**16. ANY OTHER SECTION TWO (RESTRICTED) BUSINESS THAT THE CHAIR CONSIDERS URGENT**

Nil items.

The Chair thanked those present for their attendance and declared the meeting closed.

The meeting ended at 7.40 p.m.  
Chair, Councillor Ann Jackson  
Overview & Scrutiny Committee



# Agenda Item 5.1

<b>Committee:</b>  <b>OVERVIEW AND SCRUTINY</b>	<b>Date:</b>  <b>5 April 2011</b>	<b>Classification:</b>  <b>Unrestricted</b>	<b>Report No.</b>	<b>Agenda Item No.</b>  <b>5.1</b>
<b>Report of:</b> <b>Assistant Chief Executive</b>  <b>Originating Officer(s):</b> <b>Amanda Thompson</b> <b>Team Leader, Democratic Services</b>			<b>Title: Cabinet Decision Called-in:</b>  Commercial Activities in Victoria Park  <b>Wards:</b> Primarily Bow East and Bow West	

## 1. SUMMARY

- 1.1 The attached report of the Corporate Director, Community, Localities and Culture was considered by the Cabinet on 9 March 2011 and has been "Called In" by Councillors Marc Francis, Carlo Gibbs, Anwar Khan, Joshua Peck and Amy Whitelock for further consideration. This is in accordance with the provisions of Part Four of the Council's Constitution.

## 2. RECOMMENDATION

- 2.1 That the Committee consider the contents of the attached report, review the Cabinet's provisional decisions arising and decide whether to accept them or refer the matter back to Cabinet with proposals, together with reasons.

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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 paper"

**Cabinet report - 9 March 2011**

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

**Amanda Thompson**  
**02073644651**

### **3. THE CABINET'S PROVISIONAL DECISION**

#### **3.1 The Cabinet after considering the attached report provisionally agreed:-**

1. That the number of commercial and non-commercial event days in Victoria Park (excluding 2012) be restricted to ten days or less where this can be achieved whilst still securing income targets. This limit to exclude events such as charity fun-runs;
2. That the Corporate Director Communities, Localities and Culture be instructed to explore the possibility of reducing the number of commercial event days for 2011;
3. That the current closing time (11.00pm) remain unchanged;
4. That one consecutive weekend of commercial music events be permitted;
5. That Officers continue to monitor levels of security, stewarding and traffic management and improve these as necessary in response to need;
6. That noise control levels continue to be monitored and adjusted as necessary in the light of ongoing experience;
7. That negotiation for the Live Site in 2012 be considered outside of these arrangements;
8. That arrangements to allow a maximum of ten commercial events in Victoria Park in 2011 continue;
9. That the two-day Paradise Gardens event no longer proceed;
10. That in place of a single major fireworks event in Victoria Park, four smaller community fireworks events take place, one in each paired LAP;
11. That the opportunity to promote events in Victoria Park be tendered for the year 2013 and onwards;
12. That income generating opportunities in other suitable parks continue to be pursued where these do not impact unduly on the local community and planned sporting arrangements;
13. That the Corporate Director Communities, Localities and Culture examine the location of commercial and non-commercial events within Victoria Park with a view to mitigating any noise impact on nearby residents.

14. That the Corporate Director Communities, Localities and Culture be instructed to keep the Authority's policy in respect of events in parks under review and to advise the Mayor and Cabinet of any appropriate revisions.

#### **4. REASONS FOR THE 'CALL IN'**

- 4.1 The Call-in requisition signed by the five Councillors listed above gives the following reasons for the Call-in:

'The proposed programme of ten commercial events in Victoria Park for summer 2011 is in direct contravention to the motion which was overwhelmingly supported by councillors on 8<sup>th</sup> December 2010.

We are not opposed to the use of Victoria Park to stage major commercial events, but believe this programme is excessive. It takes no account of local residents who will be subject to loud noise for up to 10 hours on each of these days and park users who will be denied the use of much of the eastern half of the park before, during and after these events because of the security hoardings.

The original principle was that the two-day Lovebox weekend event funded the Bonfire Night fireworks display. Residents surrounding Victoria Park accepted this disruption resulting from Lovebox because they accepted the benefit to themselves and the wider community of the fireworks display.

Furthermore, while we understand the difficulties some residents in the south and west of Tower Hamlets experience in accessing the annual Bonfire Night fireworks display in Victoria Park and recognise benefit of smaller displays around the Borough, we are disappointed the council has specifically decided Victoria Park will not be a venue for one of them. As a result, residents near Victoria Park will now get all of the nuisance of the commercial events and not even have easy access to a fireworks display. This adds insult to injury.

We recognise that Tower Hamlets Council is facing budgetary pressures and that these events raise income for investment in Victoria Park itself and local community events. However, tickets sales have been estimated at up to £10 million from the ten commercial events in 2010, and Tower Hamlets Council was paid a fraction of that sum. We believe the council is failing to maximise the income it generates from each specific event through its negotiations with promoters, which means it ends up putting forward a bigger programme than necessary.

Finally, we note that the report fails to adequately explain why the costs of both the annual fireworks display and the Paradise Gardens free to access community event have spiralled out of control in the past three years, so that in 2010, they cost around £170,000 and £260,000 respectively. This failure to control costs or facilitate democratic scrutiny of these budgets is

unacceptable and should not be repeated again on the fireworks displays or any other free to access community events.'

## **5. ALTERNATIVE COURSE OF ACTION PROPOSED:**

### **5.1** The Councillors submitting the Call-in requisition have proposed the following alternative course of action:

'We call on the Mayor to restrict the number of commercial events in Victoria Park during the summer of 2011 to a maximum of six days/nights.

We call on the Mayor to publish details of the income generated from the commercial events in 2010.

We call on the Mayor to undertake consultation with residents of those wards surrounding Victoria Park about the maximum number of events that should be held in future years.

We call on the Mayor to continue the Victoria Park fireworks display, and formally ask LBH to contribute to the cost of this event.

We call on the Mayor to continue the popular Paradise Gardens event, exploring ways to reduce the cost.'

## **6. CONSIDERATION OF THE "CALL IN"**

### **6.1** The following procedure is to be followed for consideration of the "Call In":

- (a) Presentation of the "Call In" by one of the "Call In" Members followed by questions.
- (b) Response from the Lead Member/officers followed by questions.
- (c) General debate followed by decision.

**N.B. – In accordance with the Overview and Scrutiny Committee Protocols and Guidance adopted by the Committee at its meeting on 5 June, 2007, any Member(s) who presents the "Call In" is not eligible to participate in the general debate.**

### **6.2** It is open to the Committee to either resolve to take no action which would have the effect of endorsing the original Cabinet decisions, or the Committee could refer the matter back to the Cabinet for further consideration setting out the nature of its concerns and possibly recommending an alternative course of action.

<b>Committee/Meeting:</b> Cabinet	<b>Date:</b> 9 March 2011	<b>Classification:</b> Unrestricted	<b>Report No:</b> CAB 099/101
<b>Report of:</b> Corporate Director Community, Localities and Culture  <b>Originating officer(s)</b> Heather Bonfield, Interim Service Head, Cultural Services		<b>Title:</b> Commercial Activities in Parks  <b>Wards Affected:</b> Primarily Bow East and Bow West	

<b>Lead Member</b>	The Mayor
<b>Community Plan Theme</b>	A Great Place to Live
<b>Strategic Priority</b>	2.2 Strengthen and Connect Communities

1. **SUMMARY**

The report considers a policy for Major Events in Parks, the future tendering of the opportunity to stage commercial events in Victoria Park and agreement to spaces further develop income generation opportunities in other parks and open spaces where these do not impact unduly on the local community and planned sporting arrangements

2. **DECISIONS REQUIRED**

Cabinet is recommended to agree:-

- 2.1 The number of commercial and non-commercial event days in Victoria Park be restricted to ten days (excluding 2012). This limit to exclude events such as charity fun-runs.
- 2.2 The current closing time (11.00pm) remain unchanged
- 2.3 One consecutive weekend of commercial music events be permitted
- 2.4 Officers continue to monitor levels of security, stewarding and traffic management and improve these as necessary in response to need
- 2.5 Noise control levels continue to be monitored and adjusted as necessary in the light of ongoing experience
- 2.6 Negotiation for the Live Site in 2012 be considered outside of these arrangements

- 2.7 Arrangements to allow a maximum of ten commercial events in Victoria Park in 2011 continue
- 2.8 The two-day Paradise Gardens event no longer proceed
- 2.9 In place of a single major fireworks event in Victoria Park, four smaller community fireworks events take place, one in each paired LAP.
- 2.10 The opportunity to promote events in Victoria Park be tendered for the year 2013 and onwards
- 2.11 That income generating opportunities in other suitable parks continue to be pursued where these do not impact unduly on the local community and planned sporting arrangements

### **3. REASONS FOR THE DECISIONS**

- 3.1 The programme of events in Victoria Park has been developed over a number of years and arrangements for the management of these events has been developed concurrently with appropriate professional advice.
- 3.2 Council on 8 December 2010 resolved that officers should bring forward a policy for events in Victoria Park and this report sets out such a policy

### **4. ALTERNATIVE OPTIONS**

- 4.1 An income target for events in parks is proposed within the 2011/12 budget setting process; in addition income from events is used to support events for the community for which there is no budget provision. A substantial income target has been set for Victoria Park within the Management Plan approved by the HLF. Furthermore the events are enjoyed by many thousands of people and generate relatively few complaints. The option to cease major music events in Victoria Park was considered but rejected.
- 4.2 The arrangements proposed by Council on 8 December were fully considered as well as other combinations of days, but the proposed programme offers optimum income opportunity with the least disruption to neighbouring communities whilst remaining comparable with the number of events resolved by Council.

### **5. BACKGROUND**

- 5.1 Prior to 2004 there were occasional major events in Victoria Park in addition to the summer programme e.g. Radiohead 2000 and Paul Weller 1998. However since 2005 the programme has grown with events such as the Lovebox Weekender, High Voltage, Underage / Field Day and LED taking place. Ten commercial event days took place in 2010 and discussions have taken place with promoters since last summer to progress a similar

programme of 10 commercial event days in 2011 to generate a savings target and support free community events.

5.2 Council on 8 December 2010 discussed the impact of major events in Victoria Park on the local community. Council noted that events in Victoria Park are both an opportunity for our community to come together and bring new users to the park and should be supported; that commercial events in the park are an important revenue stream for the future upkeep of the park after the Lottery-funded restoration and that this must be balanced with the needs of local residents. Council resolved to ask officers to bring forward a policy that limits the number of large commercial music events in Victoria Park to six each year; prevents the park being used on consecutive weekends throughout the summer, with at least two weekends free after a weekend of events; brings forward the closing time for events to 10pm; increases the level of security, stewarding and traffic management in the streets surrounding the events; reduces the noise levels permitted at events; and includes a separate policy that addresses the particular needs of the 2012 Live Site during Olympic year, recognising that this is a one-off occasion but also recognising the needs of local residents. This resolution of council is to be taken as a request to the Executive to consider the motion of Council in deciding future policy in the Park.

5.3 In 2010 there were 13 days with major events in Victoria Park, of which ten were commercial and three were community. These are set out in the table below

<b>Event</b>	<b>Date</b>	<b>capacity</b>
<b>Commercial Programme</b>		
Lovebox Weekender	16, 17 & 18 July	75,000 over 3 days
High Voltage Classic Rock	24 & 25 July	50,000 over 2 days
Underage/Field Day	30, 31 July & 1 <sup>st</sup> Aug	40,000 over 3 days
London Electric Dance	28 & 29 Aug	40,000 over 2 days
<b>10 commercial event days</b>		
<b>Community Events</b>		
Paradise Gardens	19 & 20 June	60,000 over 2 days
Fireworks	7 Nov	90,000
<b>3 community events days</b>		
<b>Total = 13 event days</b>		

5.4 Since the end of the 2010 programme of events discussions have taken place with promoters to develop the 2011 programme. Whilst a similar number of events have been planned, these do not include proposals for three successive weekends of events which occurred as a pilot in 2010. Whilst this arrangement substantially reduced the movement of vehicles and disruption caused by build-up and take-down of the infrastructure for the events, feedback from Members and the local community indicated their concerns about this arrangement and it was not proposed for 2011.

## **6. BODY OF REPORT**

- 6.1 As indicated above, development of the 2011 commercial music events programme in Victoria Park is underway and discussions have been taking place with three promoters since the programme concluded last year. The promoters' plans are in progress and in respect of two events at least, advance tickets are already on sale on their websites.
- 6.2 To implement the Council motion in full would have a profound effect on the level of income and mean an effective end to the carefully managed major events programme which the Council has sensitively developed over the past several years fully recognising the potential impact on the local community. It would also prevent the level of income required for Victoria Park under the Lottery funding agreement being achieved. For example, bringing the end time forward to 10.00pm will mean that customers would perceive events as poor value for money and promoters will therefore be less interested. The inability to hold events on consecutive weekends would mean that two of the annual commercial events (which have the same promoter) would not take place, dramatically reducing potential income and providing no funding for community events.
- 6.3 Many Councils are seeking to get a foothold in the events market to generate income, but Tower Hamlets has the advantage to date of a sound track record of effective and safe management and robust arrangements. Nevertheless the impact of Victoria Park events on the local community, which has clearly raised concerns for Members, has to be carefully reviewed and managed and the limits to its use agreed.
- 6.4 In 2010 a total of 97 complaints were made across the ten days of commercial events (the number of complainants likely to be lower as some people made multiple complaints), this was less than ten per event. This needs to be considered against attendances of over 200,000 people and the income generated by these events. It is regrettable that people are affected by events sufficiently to lead them to complain, but there are no grounds to enforce a reduction in current noise levels based on the above analysis. The current noise control levels and management arrangements were developed with external professional advice, are kept under careful review and are rigorously enforced. It is therefore recommended that noise control levels continue to be monitored and adjusted as necessary in the light of ongoing experience.
- 6.5 The stewarding and cleaning of Victoria Park and the surrounding area are also kept under careful scrutiny and arrangements are adjusted and strengthened in response to any complaints received. For example, THEOs and security staff were deployed in specific streets for the last event of 2010 following complaints of anti-social behaviour and this will now be the norm for the future. It is therefore recommended that Officers continue to monitor levels of security, stewarding and traffic management and improve these as necessary in response to need.
- 6.6 Officers have carefully considered the 2010 programme and whilst the resolution referred specifically to commercial events, it can be seen from the



table above that free community events generate the largest audiences – 150,000 across three event days – and therefore have the greatest local impact. It is therefore recommended that, whilst the loss of this popular event to the community is very regrettable, consideration be given to no longer having the Paradise Gardens event. Furthermore it is proposed to re-provide the annual major fireworks event in Victoria Park with four smaller community events, one in each paired LAP. This will reduce the number of events in Victoria Park to ten, one more than the Council resolution (which supported three community and six commercial events), but it will result no loss of income. It will also ensure that there is only one consecutive weekend and frees up a further weekend without a planned use. It is therefore recommended that the number of commercial and non-commercial event days in Victoria Park be restricted to ten days (excluding 2012); this limit to exclude events such as charity fun-runs. It is also recommended that one consecutive weekend of commercial music events be permitted and that the closing time for events remain unchanged

6.7 In 2012 the Olympic Live Site will operate and negotiations in partnership with the GLA, Royal Parks, LOCOG and the preferred event organiser are progressing and the recommendations set out in this report are not proposed to apply for that year.

6.8 Consideration has being given to the management of commercial events after the Live Site in 2012. It is proposed to tender the opportunity to run commercial events in Victoria Park from 2013 onwards and a report on the proposal will be brought to Cabinet in due course.

6.9 Corporate/private events also provide opportunities for income generation and in 2011 c£20,000 income is anticipated. Appendix 1 sets out parks which offer greatest opportunity to generate income, although all opportunities are considered and all parks will be promoted; for example a wedding reception will be held in Stepney Park this summer from which income will be received.

6.10 **Corporate Events:** These include charity sporting events sponsored by corporations such as Nike's Limelight run in Victoria Park. Corporates are also interested in locations for hospitality marquees and promotional events. Whilst this area has been affected by the downturn in the economy, there is still a demand for competitively priced venues and there are a number of events agencies working in this market.

6.11 **Private Events:** The biggest potential market here is weddings where organisers are looking for attractive locations for receptions in marquees.

It is proposed to continue to promote parks for income generating opportunities where these do not impact unduly on the local community and planned sporting arrangements

## 7. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 7.1 Currently, the net income received from commercial events is utilised to fund free to access community events and has no net income benefit to the current Event in Parks budget.
- 7.2 The Events in Parks budget is required to achieve a net income target of £200k for 2011/12.
- 7.3 Paragraph 6.6 recommends ceasing the Paradise Gardens event and re-providing the major firework event with four smaller community events in LAP areas. These are currently funded from the net income received from commercial events.
- 7.4 Paragraph 6.9 identifies how a further £20k of income can be achieved by providing opportunities for Corporate/private events
- 7.5 The implementation of the proposals in paragraph 6.6 and 6.9 should ensure that the income target set for 2011/12 can be met.

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

- 8.1 Under the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 as amended the functions exercised by Council and the Executive have been split so that there are clear decision making powers. The Executive has the powers to decide policy. The Council motion is to be taken as a request from Council to the Executive to ask officers to review the policy and take into consideration there motion. Officers have detailed in the report the impact of the motion for consideration of the Executive. The Council. has the power to raise revenue from allowing activities to take place in Victoria Park but it also has a responsibility to act reasonably in all that it does. It therefore must take into account the issues raised by the adjoining residents.
- 8.2 It also has a duty to achieve best value under Section 3 of the Local Government Act 1999 which includes making best use of the assets it has at its disposal. A balanced view therefore has to be taken about achieving the full potential of assets, the nuisance caused to local residents and the primary purpose of the asset i.e. as a public park. However it also needs to secure funding to ensure the public park can be maintained to a satisfactory standard and the commercial events contribute towards this.
- 8.3 The proposals in this report demonstrate that these issues have been taken into account and adjustments to the previous years' activities have been made.

## **9. ONE TOWER HAMLETS CONSIDERATIONS**

- 9.1 Events in parks, whether free or commercial, provide opportunities for communities to come together in a mutual enjoyment of music, dance and

other arts and entertainment; the council has an excellent record of managing these events to minimise their impact on the local community from noise, litter and asb. The loss of the popular Paradise Gardens is very regrettable; however if the number of events is to be reduced in response to the 8 December 2010 Council resolution and essential income is to be sustained, then it will be necessary to cease this event for 2011.

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

10. Promoters of events in parks are required to provide bonds which ensure that any damage arising from the event is re-instated. They are advised of council's policies on sustainability and required to adhere to them

**11. RISK MANAGEMENT IMPLICATIONS**

- 11.1 The proposals in this report provide the least risk to future income generation.

**12. CRIME AND DISORDER REDUCTION IMPLICATIONS**

- 12.1 Whilst major events could have the potential to generate anti-social behaviour they are planned in full consultation with the Police and all plans are approved by the Safety Advisory Group which has Police and other emergency services representation
- 12.2 If complaints are received about ASB following events they are noted and action is taken to increase the presence of stewards and THEOs in those areas.

**13. EFFICIENCY STATEMENT**

- 13.1 It is proposed to tender the opportunity to promote major events in parks from 2013 onwards; opportunities for income generation from corporate and private events and smaller commercial events in other venues will be marketed in 2011.

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

Nil

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# Agenda Item 7.1

<b>Committee</b> Overview and Scrutiny	<b>Date</b> 5 <sup>th</sup> April 2011	<b>Classification</b> Unrestricted	<b>Report No.</b>	<b>Agenda Item No.</b> 7.1
<b>Report of:</b>  Corporate Director Development & Renewal  <b>Originating Officer(s):</b>  Nick Smales, Service Head - 2012 Olympic and Paralympic Games		<b>Title:</b>  Draft Employment Strategy  <b>Ward(s) affected: All</b>		

## 1. Summary

- 1.1 This report provides the Overview and Scrutiny Committee with the draft Employment Strategy, setting out how London Borough of Tower Hamlets will meet its strategic aim of increasing the employment rate of residents in the borough, towards convergence with the London average rate, over the next 5 years.

## 2. Recommendation

- 2.1 The Overview and Scrutiny Committee is asked to consider and comment on the draft strategy and action plan contained in Appendix 1.

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### LOCAL GOVERNMENT ACT, 2000 (SECTION 97)

#### LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT

Background papers

Name and telephone number of and address where open to inspection

None

N/A

### **3. Background**

- 3.1 During the first half of the 2010/11 financial year a comprehensive Local Economic Assessment (LEA) was undertaken in response to the duty placed on local authorities to complete one under the Local Democracy, Economic Development and Construction Act 2009. The LEA was however not solely conducted to discharge the statutory duty but more significantly to develop the evidence base and enhance understanding of economic and labour market dynamics in the Borough to provide the foundation for a refreshed Employment Strategy.
- 3.2 During the process of preparing the LEA significant changes in the national welfare to work policy approach were introduced by the coalition government which will impact significantly on the implementation of nationally funded back to work programmes going forward. The Employment Strategy refresh therefore is opportune in being able to consider and respond to the changes to the policy environment.
- 3.3 The LEA is structured in to four principal volumes as follows;
- Volume 1: Overview and Summary
  - Volume 2: Economy and Enterprise
  - Volume 3: Worklessness Assessment
  - Volume 4: People and Places
- 3.4 The Worklessness Assessment forms a strong evidence base for the refreshed Employment Strategy and has helped to enhance the understanding of the local labour market dynamics. The local labour market operates well beyond the Borough boundaries with large in and out flows of commuters - indeed over two thirds of working Tower Hamlets residents out commute whereas only 15% of work-based employment in the Borough is taken by Tower Hamlets residents.
- 3.5 Employment has grown massively and there are significantly more jobs in the Borough than working age population and the employment projections suggest that around 94,000 jobs will be recruited for during the period 2007 – 2017. This figure includes replacement demand (turnover) as well as expansion demand. Although around 77% of these jobs are projected to be in higher order occupational categories.
- 3.6 However there remains a disconnect between the labour demand and the labour supply with the workless population of Tower Hamlets given as 21,000 of which 14,600 are unemployed and 6,400 are economically inactive but want a job. A further 41,000 working age residents do not want a job of which two thirds are women. Indeed economic inactivity rates for men in Tower Hamlets do not diverge from London averages however economic inactivity rates in women diverge greatly from London averages.
- 3.7 Supply side barriers include reference to skills both formal (academic and vocational) and basic (notably from the employer survey essential English language skills) and these remain a significant theme for those not working together with other barriers including health barriers, psychological issues including preparedness to

travel to work (a major feature of the inner London labour market) and the benefits of working / benefits trap.

- 3.8 In responding to the worklessness challenge in the Borough the consultation draft strategy seeks to state the aim of the strategy straightforwardly to provide coalescence around a clear purpose and this is given as to increase the employment rate in Tower Hamlets.
- 3.9 This strategic aim can also be placed within the wider strategic context of convergence with the London average employment rate. Currently the Tower Hamlets employment rate is 60.1% of the working age population (up from 54.7% three years ago) against a London employment rate of 69.1% which means that on current population and worklessness rate around 13,3000 more Tower Hamlets residents would need to be in employment just to converge
- 3.10 In developing the strategy further, in response to the aim of increasing the employment rate, posing the question “how” supports the development of the draft strategy strategic objectives and these are provided and described in the table below;

<i>Strategic Objective</i>	<i>Rationale</i>
Making the mainstream services work better for local residents	<p>Services for residents delivered through national programmes form the core of service provision in Tower Hamlets, as they do elsewhere.</p> <p>The DWP’s introduction of the new single Work Programme together with the changing policy context around working age benefits means that the volume of local residents served by mainstream provision will be between 15,000 – 25,000 people depending on ratios of assessment and the impacts of welfare reform definitions. Ensuring that mainstream services are operating as responsively, effectively and efficiently as possible is significant as incremental improvements in the volume programme generate strong returns and impact for Tower Hamlets’ residents.</p> <p>The “black box” approach to the Work Programme also means that the providers delivering the programme will be designing services to overcome the barriers and challenges identified in this strategy to achieve sustainable job outcomes. Therefore, ensuring their responsiveness to local needs and conditions will again generate stronger return.</p> <p>Finally it is essential that Tower Hamlets Council and its partners maximise the return from the national mainstream investment as other funding streams have been significantly reduced.</p>
Engaging workless residents detached from the labour market and complementing the work of the mainstream	<p>If maximising the impact of and return from the mainstream programme is the first objective, then to support those that find it difficult to access the mainstream (i.e. complementing mainstream delivery) logically follows.</p> <p>Complementary work to enhance accessibility to mainstream services or to facilitate access to jobs directly would allow the Council and partners to target those groups or communities of interest or concern as identified earlier.</p> <p>Furthermore, by developing key programmes which complement and thus improve mainstream work there is a reduction in duplication of services and increased value for money.</p> <p>This objective also allows for programme design outside of the working age groups, for example, preparatory work with young people on skills and experience or specific projects to support employability and access to information.</p> <p>Programmes of a complementary nature can also identify and address structural issues relating to unemployment.</p>

<p>Encourage increased aspirations to engage with the labour market, particularly for inactive groups</p>	<p>The first two objectives seek to ensure that there is a suitable range of services providing access for local residents but these need to be placed in the context of the Borough having approximately 47,000 residents classed as economically inactive. There is a need to raise aspirations to work and promote the benefits of work: this is reflected in this objective.</p> <p>It is essential that economically inactive groups are encouraged to engage in the routeway and are offered the opportunity to access information and guidance relating to skills and the labour market.</p> <p>Only by increasing aspiration and furthering a culture of work amongst Tower Hamlets' residents can the longer term goal of employment rate convergence be achieved.</p>
<p>Ensure investment is co-ordinated and focused</p>	<p>Complex delivery arrangements in the Borough often provide overlapping and conflicting services resulting in a dissipation of public investment and inefficiency in service delivery. With the expected reduction in public sector funding and availability of grants, particularly in the third sector, it is essential that resources to increase employment are better co-ordinated. With a newly introduced Work Programme, it is essential that the programme's prime and sub contractors participate in local networks which in turn need to be better coordinated and less fragmented.</p> <p>Better coordination locally and the engagement of Work Programme providers will enable resources to be aligned to the strategic aim of the strategy and allow for better design of both mainstream and complementary services.</p> <p>Additionally it is hoped that better co-ordination across partner organisations will go some way to mitigate the large reduction in outputs against the proportionate reduction in available funding.</p> <p>A revised LSP task group membership could also steer, manage and monitor progress against an annual action plan which will focus activity and thought collectively toward a common goal.</p>
<p>Capture employment opportunities for Tower Hamlets residents within the borough and wider London labour market</p>	<p>The previous objectives are focused on the supply side i.e. the readiness and ability of the local resident labour supply to access the labour market, participate in it and progress. However it is also important for the strategy to support the demand side, reflecting the skills requirements of employers and capturing opportunities for the local resident labour force.</p> <p>This objective therefore seeks through engagement with the public and more importantly the private sectors to identify, incentivise, capture and create the opportunities which local people can access in progressing toward and subsequently achieving their career aspirations.</p> <p>This area of work operates in parallel with the Enterprise Strategy which has as its strategic aim the promotion of enterprise and entrepreneurship in Tower Hamlets to provide opportunity and social mobility, i.e. it seeks to support economic and employment growth in the Borough.</p>

3.11 Again posing the “how” question develops the intermediate objectives and actions of the consultation draft strategy and these can be found in the attached strategy at pages 50 to 61.

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

4.1 The Council is empowered under section 2 of the Local Government Act 2000 to do anything which it considers likely to promote the social, economic or environmental well being of Tower Hamlets, provided the action is not otherwise prohibited by



statute. This power includes the ability to incur expenditure or to give financial assistance to or enter into arrangements or agreements with any other person. The power may be exercised in relation to, or for the benefit of: (a) the whole or any part of Tower Hamlets; or (b) all or any persons resident in Tower Hamlets. In exercising the power, regard must be had to the Community Plan.

- 4.2 Achieving a prosperous community is one of the key themes in the Council's Community Plan. Under this theme, reducing worklessness, supporting excellent learning opportunities and fostering enterprise are priorities. It is open to the Council to adopt an employment strategy if it is satisfied there is sufficient evidence that the strategy will help to achieve its Community Plan priorities.
- 4.3. It will be for officers to ensure that actions taken under the employment strategy are carried out lawfully. A key consideration in this regard will be the restrictions placed on positive action by the Equality Act 2010. The Act states the general position on positive action and deals separately with what an employer may do when employing staff. Generally, the Council may take positive action in circumstances where the Council reasonably thinks that: (1) persons who share a protected characteristic (PC) suffer a disadvantage connected with the PC; (2) persons who share a PC have needs that are different from the needs of persons who do not share it; or (3) participation in an activity by persons who share a PC is disproportionately low. The Act permits positive action that is a proportionate means of addressing the matters in (1) to (3). The protected characteristics are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.
- 4.4. The strategy will need to be the subject of an equality impact assessment prior to adoption, which should include consideration of the matters in paragraph 4.4.

## **5. Comments of Directorate Financial Officer**

- 5.1 The objectives contained within the draft Employment Strategy set out a range of activities and priorities for the Council and key partners providing a clear focus for ensuring that available resources are targeted to and in line with these priorities.
- 5.2 Whilst there are no specific financial consequences arising from the recommendations in the report, delivery of the strategy will be extremely challenging in the current economic climate, and will require a co-ordinated approach and aligning of funding from all major partners. It will also require that best value for money is obtained from limited sources of external funding, given that the Council's mainstream resources to support the Employment Strategy are extremely limited.

## **6. Legal Comments**

- 6.1. The Council is empowered under section 2 of the Local Government Act 2000 to do anything which it considers likely to promote the social, economic or environmental well being of Tower Hamlets, provided the action is not otherwise prohibited by

statute. This power includes the ability to incur expenditure or to give financial assistance to or enter into arrangements or agreements with any other person. The power may be exercised in relation to, or for the benefit of: (a) the whole or any part of Tower Hamlets; or (b) all or any persons resident in Tower Hamlets. In exercising the power, regard must be had to the Community Plan.

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- 6.3. It will be for officers to ensure that actions taken under the employment strategy are carried out lawfully. A key consideration in this regard will be the restrictions placed on positive action by the Equality Act 2010. The Act states the general position on positive action and deals separately with what an employer may do when employing staff. Generally, the Council may take positive action in circumstances where the Council reasonably thinks that: (1) persons who share a protected characteristic (PC) suffer a disadvantage connected with the PC; (2) persons who share a PC have needs that are different from the needs of persons who do not share it; or (3) participation in an activity by persons who share a PC is disproportionately low. The Act permits positive action that is a proportionate means of addressing the matters in (1) to (3). The protected characteristics are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.
- 6.4. The strategy will need to be the subject of an equality impact assessment prior to adoption, which should include consideration of the matters in paragraph 6.3.

## **7. One Tower Hamlets Considerations**

- 7.1. The draft Employment Strategy considers employment issues facing different equalities group and makes a number of recommendations to address this. There is a greater focus on unemployment amongst Bangladeshi Women and will be tied in with research being undertaken by the Corporate Equalities Team. It will be important that future development of the action plan clearly identifies key vulnerable groups that would require support across the equalities strand.

## **8. Risk management Implications**

- 8.1. There are no direct risk management implications arising from this report.

# **Tower Hamlets Employment Strategy**

**Draft for consultation**

*February 2011*



# Employment Strategy: *Summary and Purpose*

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## **Executive Summary**

The London Borough of Tower Hamlets is experiencing rapid change as it emerges from a history of deprivation to become an extension of the economic powerhouse of Central London. The borough's economy is worth over £6bn a year and provides 5% of all the jobs in the capital. With nearly three jobs for every two residents, and with its economy expected to grow by up to 50% in the next 20 years, Tower Hamlets is a place of opportunity.

Great challenges remain, however. The borough's history of deprivation casts a shadow, and the borough remains the third most deprived authority in the country and the second in London. Unemployment, at 13%, is twice the London average, and many claimants have been unemployed for two years or more. Despite the many opportunities available, less than 20% of jobs go to borough residents.

The task for this Strategy is to outline how best to help Tower Hamlets residents' capitalise on the dynamic employment growth occurring around them. There have been great improvements in reducing worklessness over the last three or four years, with a rise of five percentage points in the employment rate, and these need to be capitalised upon. This document outlines both the barriers to future progress and the opportunities that exist to overcome them.

Chief among these are the changes occurring to employment service provision as a result of national policy and the commissioning of the Work Programme. This significant change in delivery has the possibility of bringing significant resources to bear on the underlying issues of worklessness within the borough, while creating an opportunity to streamline local delivery and make sure that local services complement mainstream provision.

Creating lasting partnerships between the Borough, the Prime Contractors delivering the Work Programme, and with local agencies and community organisations will be a key feature of this Strategy. It is only by working together that all stakeholders in Tower Hamlets can hope to capitalise on the transformation of the borough's economy and transform the lives of its residents.

## Purpose and Structure

The Employment Strategy sets out how the London Borough of Tower Hamlets will meet its strategic aim of increasing the employment rate of residents in the borough, towards convergence with the London average rate, over the next 5 years.

This aim has been developed in the context of the broad agreement of national, regional and local government, as outlined in the Strategic Regeneration Framework. In the context of this Strategy, convergence for Tower Hamlets means that the employment rate should be equal to the London average by 2020.

The structure adopted within this Strategy is as follows:

- **Context** – summarises the history, geography and demographics of Tower Hamlets, particularly as they relate to its economic situation and the employment rate
- **Supply** – describes and analyses the composition of working and non-working groups in Tower Hamlets
- **Demand** – details the types of business present in the borough, the changes (growth or contraction) of their relative importance to the labour market, and the skills they require
- **Delivery and funding** – outlines current and forthcoming employment services provision at all levels that apply to borough residents
- **Analysis** – sets out the key factors that this Strategy needs to address
- **Aim and Objectives** – explains what strategic and intermediary objectives are proposed to increase the employment rate in Tower Hamlets

The sections have been colour-coded as shown for ease of navigation.

The document moves from setting out the data to an analysis and discussion of its significance. This enables conclusions to be drawn from which the strategic objectives are set. It is worth noting that this takes place within the overall story of the profound and accelerating changes that have taken place in Tower Hamlets. The context makes it clear that the challenges to increasing the employment rate to the London average are substantial. However, the last three to four years have been a period of marked improvement, including progress in increasing the employment rate. Given this progress, the aim and objectives of this Strategy, whilst stretching, are attainable.

This is a draft for consultation. Responses are invited from partner organisations and there will be opportunities to influence the next draft, including via the Employment Task Group and the Prosperous Communities Group of the Tower Hamlets Partnership.

A proposed action plan for 2011/2012 is included as an Appendix. This will be subject to discussion and it is hoped that all partners will contribute, as a collective approach which draws on the strength of different organisations is vital to successfully increasing the borough employment rate.

## **Note on Figures**

All numbers and statistics used in the Employment Strategy are taken from the Local Economic Assessment (LEA) unless otherwise stated. This is to ensure, insofar as possible, accuracy and consistency throughout the Employment Strategy. Given the dynamic nature of the jobs market, changes are already taking place which affect the precise numbers. However, these should not undermine the overall direction set out in the Employment Strategy: for this reason, the Strategy will not be changed unless external factors require a reappraisal of the direction set out here.

## **Borough Context**

The London Borough of Tower Hamlets is the densest and most populous borough in Inner London, with one of the highest deprivation rates in the country. From its beginnings as a historic docks and manufacturing area it has grown and developed at a faster rate than anywhere else in the UK. This culturally rich and diverse area faces unique challenges as it moves from a place of deprivation to become an extension of the Central London economic powerhouse and a vibrant borough in its own right. This section of the Strategy summarises the history, geography and demographics of the borough, particularly as they relate to its economic situation and employment rate.

## **Overview**

Tower Hamlets' economy is worth over £6 billion per annum and provides some 200,000 jobs, or 5% of London's total employment. This is more than any other of the ten Thames Gateway boroughs, and its economy (by GDP) is bigger than Monaco, Malta or Jersey – in a borough with just 1% of London's land area and 3% of its population.

The borough provides 30% of all the jobs in East London. There are around 60,000 more jobs than there are residents of working age.

The last decade has seen employment growth of 60% in Tower Hamlets – four times the rate of London as a whole. Over the next twenty years employment is expected to grow by at least 50,000 – faster than all but one other London borough. Despite this growth, less than a fifth of jobs in the borough are taken by residents; the others are filled by people commuting in.

Unemployment - at 13% - is close to twice the London average of 7.6%. Only 70% of residents are in work or looking for work, and for female residents the figure is less than 60%. A quarter of borough residents - twice the London average - have no qualifications and over 40% of these are not in work.

Tower Hamlets is the third most deprived authority in the country and the second in London. But more than a tenth of employees earn over £100k p.a., compared to 2% for London as a whole. In many parts of the borough, the very rich live alongside the very poor.

A third of all jobs in the borough are in financial services and another fifth are in business services, a combined total of 55% and comparable with Central London. In contrast, manufacturing – if newspaper publishing is excluded – accounts for just 2% of jobs.

The borough is one of the most ethnically diverse in the country, with a non-white population of over 45%, compared to a 13% London average<sup>1</sup>.

There are high numbers of entry-level jobs and a relatively high number of extremely well paid jobs, but opportunities for progression between these are limited. In

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<sup>1</sup> (ONS estimates, 2006/7)



practice, the opportunities for people to start at a more modest level and then progress in a chosen line of work, increasing their pay, appear quite limited.

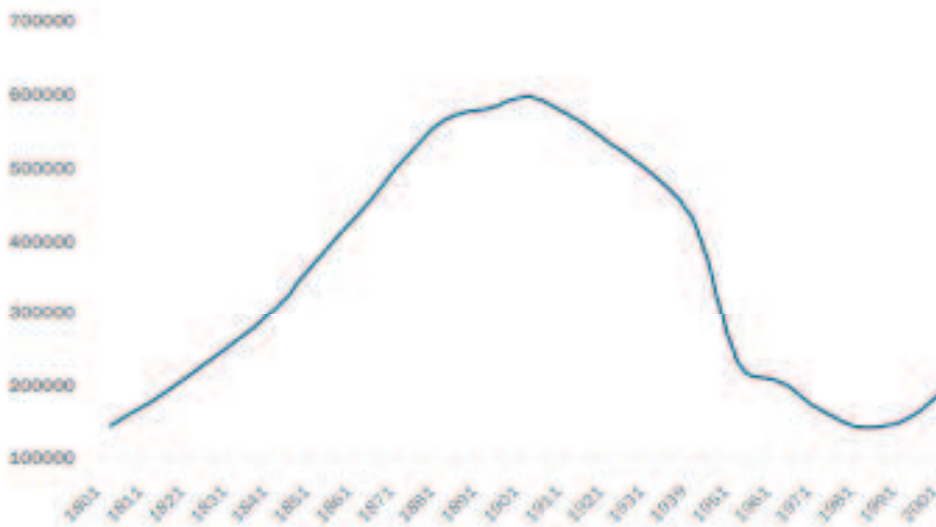
## History

The London Borough of Tower Hamlets stands alone within the UK. Indeed, with its economy, social structure and demography, it has few parallels within the European Union, or possibly the world. One of the world's most important financial districts sits cheek by jowl with one of the most disadvantaged and diverse communities in Western Europe, meaning Tower Hamlets is a place like no other.

The history of Tower Hamlets has been dominated by its location on the banks of the Thames and its proximity to the economic and trading power of the City of London. The collection of villages, just beyond the City walls, have always attracted the types of industry unregulated by the City Guilds, and the river frontage has been shaped by international shipping and trade. The names 'Canary Wharf' and 'East India Dock' speak of both major periods of globalisation experienced by the borough: the power of imperial trade and the rise of global finance.

Between 1801 and 1910 the population of what is now Tower Hamlets increased almost twenty-fold to just under 600,000, following the fortunes of the docks. By 1981, as the docks moved downstream to Tilbury, that had shrunk to under 150,000 – a demographic boom and bust with few parallels in the developed world.

Figure 2.1 - Tower Hamlets Population Growth, 1801-2001



Source: ONS / NLP analysis

Tower Hamlets has always been a recipient of waves of immigration, both domestic and international – from landless Essex farm labourers, through Huguenot artisans, Eastern European retailers and factory workers to Irish dockworkers and Chinese sailors. Traditionally, these groups settled first in the East End before moving elsewhere as they prospered. By the 1980s a substantial proportion of the local population was of Bengali origin, including a very high proportion of first generation immigrants. Whilst there is still evidence of out migration continuing this traditional

East End pattern in which aspirants had to “get out to get up”, there is now also evidence that significant sections of the Tower Hamlets community notably within the Bangladeshi community, are showing ‘staying power’ and an aspiration to break the cycle of deprivation by leveraging the opportunities of economic growth and development locally, creating better outcomes across Tower Hamlets.

Over the last twenty years, Tower Hamlets has experienced a transformation in its economy, although there has been gradual progress in translating this into increased employment for residents and there are still concentrations of deprivation. The development of both the City Fringe and Canary Wharf has created a boom in high-skilled modern occupations, which has developed alongside a marked decline in more traditional lower-skilled, lower-paid sectors (the rise in the restaurant and hospitality centre around Brick Lane being an exception). Polarisation has become the dominant feature of the new Tower Hamlets, with thousands earning £100,000 and over, but some 47% of residents on benefits. Today, , the overall picture remains one of deprivation existing alongside plenty.

Underpinning this structural divide is the phenomenon of population churn, by which some residents exercise a choice to leave the borough seeking better jobs and greater housing choice. By leaving they create space for others, often with similar or more challenging socio-economic profiles at the start of their economic career in London – and so the same pattern of deprivation tends to re-assert itself. This can make the borough’s indices of health, wealth and skills seem unusually resistant to improvement over time, whereas in fact significant social mobility has taken place.

## **Geographic Context**

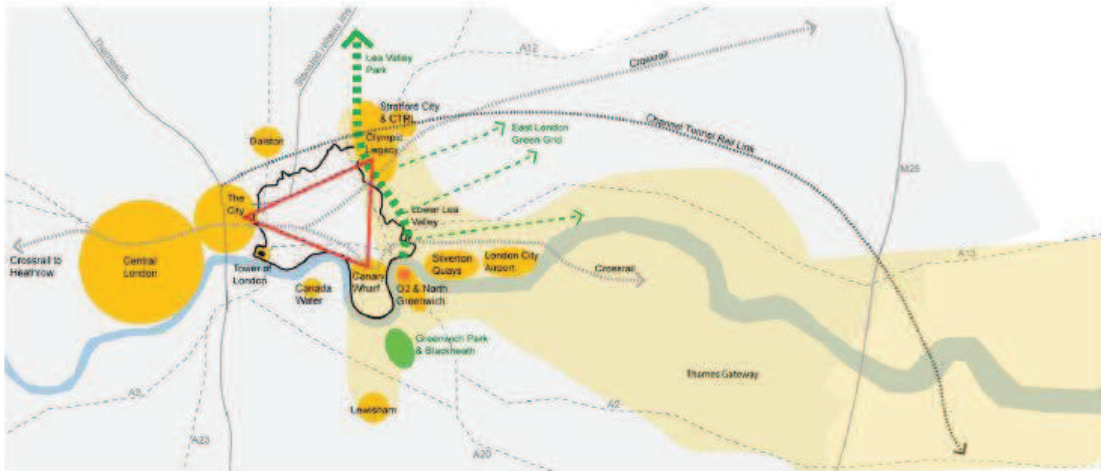
The London Borough of Tower Hamlets occupies an area of approximately 8 square miles just east of the City of London. Bounded by the river to the south, it sits with the boroughs of Hackney to the north and Newham to the east. The borough has grown from a series of semi-agricultural settlements, with rapid urbanisation and significant population growth, followed by rapid post-war de-population, meaning a coherent town centre never developed. Although subsequent development has transformed many locations, and seen significant population growth (driven by in-migration to the borough), the urban form and geography maintains a perception of individual hamlets despite a somewhat fractured and fragmented urban form.

This historical ‘Hamlets’ legacy continues to drive the perceptions of many residents, with distinct neighbourhood identities creating a positive attachment, sense of place and community identity. However there is some anecdotal evidence that this geographical attachment can negatively influence people’s behaviour when they consider their job options and expectations.

Tower Hamlets has a rich cultural heritage that includes historic buildings and archaeology, parks, open spaces, views, archives and collections, along with local cultural elements such as markets and local festivals. These resources give the borough the seventh largest tourism economy in London.

Tower Hamlets enjoys a strategic location within London, located between the three employment poles of the City, Canary Wharf and Stratford City, which includes much of the Olympic developments. The borough is part of the Central Activities Zone defined in the London Plan, and is a key business district in London. This is indicated in the following diagram:

Figure 2.2 - Tower Hamlets Strategic Location



The transformation of the docklands into the economic powerhouse of Canary Wharf has spearheaded this change, along with similar enterprise growth at the City Fringe. The combined economic might of these areas mean that in some respects the borough's economy has more similarities to that of the City or Westminster than it does to the other 2012 Host Boroughs.

Sub-regionally, the borough forms part of the Host Borough partnership of Tower Hamlets, Newham, Hackney, Greenwich, Barking & Dagenham and Waltham Forest. These boroughs will together host the 2012 London Olympic and Paralympic games, an event that presents employment opportunities as well as bringing significant regeneration and investment.

Tower Hamlets also benefits from excellent transport connections, with major road, tube, train, light rail and bus routes all running through the borough. The recent East London Line extension has improved the borough's north-south connections, and it is expected that the Crossrail project will enhance east-west transit, including improving the borough's connection to Heathrow airport. Tower Hamlets experiences high levels of commuting from the working population, both with employees entering the borough to work and residents commuting predominantly west into Central London.

## Demographic Context

### Population Growth

The population of Tower Hamlets has grown markedly over the past 20 years, spurred by the dynamic growth of Canary Wharf and the Docklands. The current population of the borough is estimated at around 240,000 people (of whom around 160,000 are of working age), and this is expected to grow by around 25,000 by 2015.

There is a consensus that population growth will continue over the next 20 years, to anything from 280,000 to over 330,000. This scale of increase is greater than that projected anywhere else in London (except in neighbouring Newham) and will have significant economic implications. The strength and significance of these trends is shown in the graph below.

Figure 2.3 - Percentage Increase in Household Projections, 2001-2026



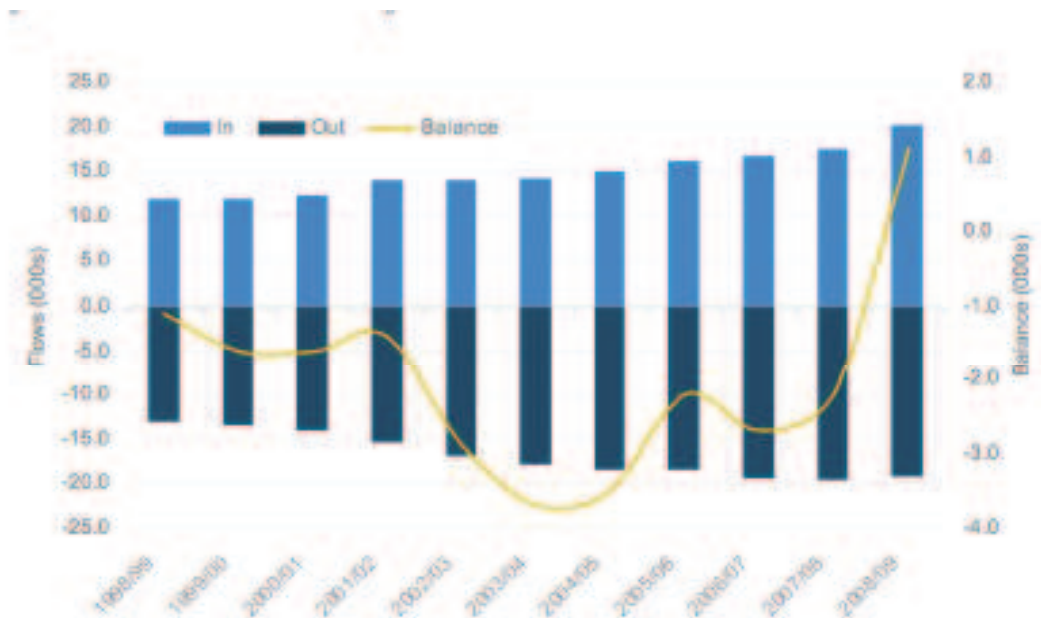
Source: GLA Household Projections 2008 Low / NLP analysis

This household growth - of up to 80% by 2026 – is expected to predominantly be of single person households, accounting for some 60% of the increase. This has significant implications for housing type and tenure.

Over the past ten years, Tower Hamlets has generally been a net exporter of population to the rest of the UK, although this moved into net importation in the most recent year. This is illustrated in the graph below, which shows year-on-year changes. The lighter blue above the central axis is the in-flow of people; the dark

blue shows those moving out; and the yellow line shows the overall change in population. It is only in 2008/2009 that this is positive, i.e. more people moved into the borough than moved out.

Figure 2.4 - Tower Hamlets Domestic Migration Flows, 1998-2009



Source: ONS / NHSCR / NLP analysis

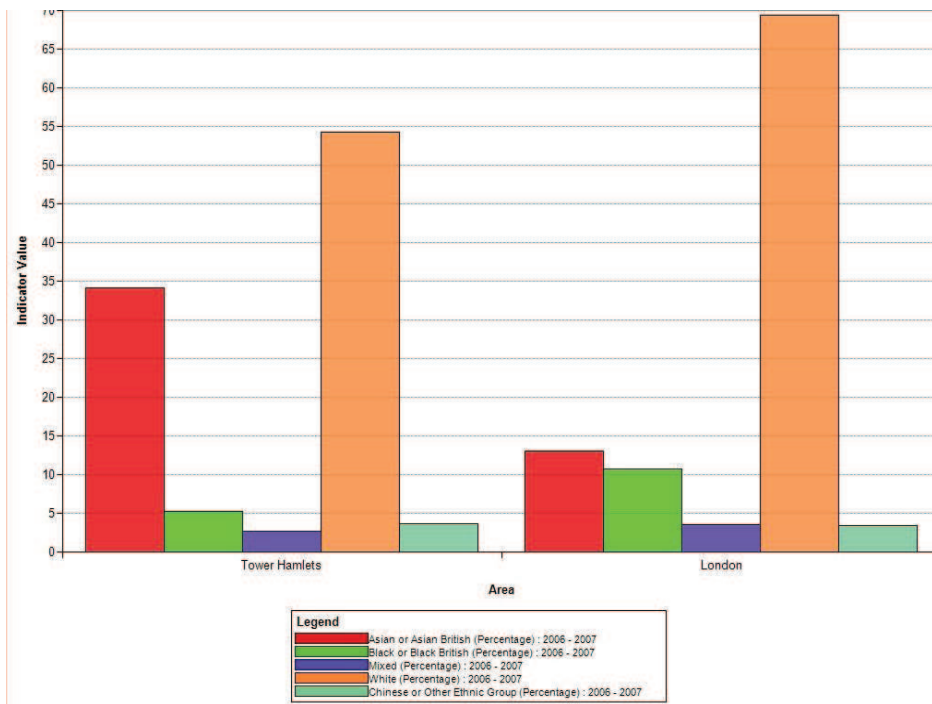
All the indicators above have to be considered in the context of Tower Hamlets having the 4<sup>th</sup> highest population turnover in London which is characterised by net inward migration (to the Borough) of under 30s and net export of those aged 30-45 who are generally economically active.

### Ethnicity

Tower Hamlets is one of the most ethnically diverse boroughs in the country, with a non-white population of over 45%. The high proportion of Asian origin residents within the borough stands in marked contrast to proportions for London as a whole.

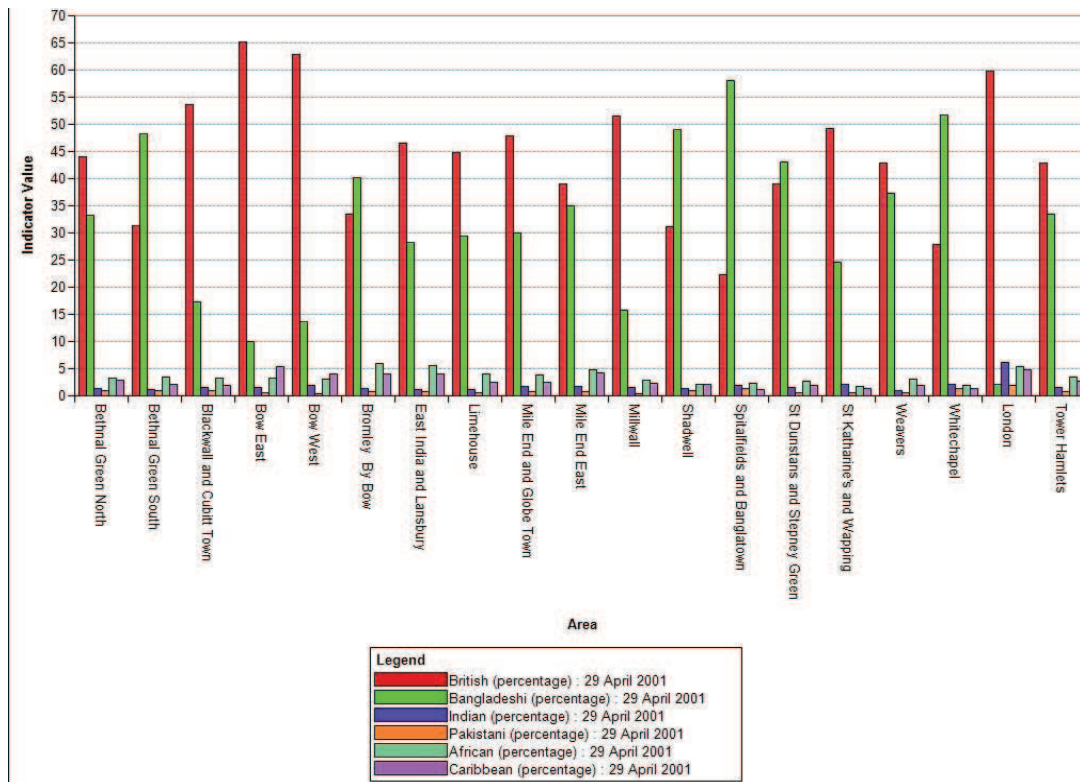
# Employment Strategy: Borough Context

Figure 2.5 - Comparative population Estimates by Ethnic Group (%), ONS Survey 2006-2007



The ethnicity distribution varies widely across the borough, with a number of wards in the west having a predominately Asian population, as can be seen below.

Figure 2.6 - Percentage Resident Ethnicity, by Ward, 2001 Census

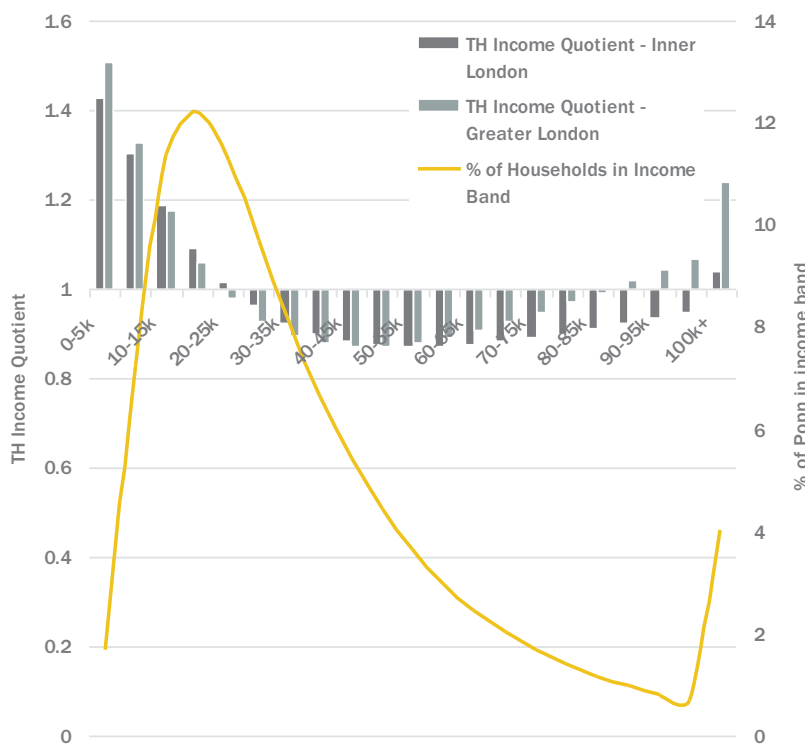




## Income Distribution

Tower Hamlets has evolved from a deprived borough into a borough with a greatly restructured economy. The borough has proportionately more people earning less than £20,000 per annum than the Greater or Inner London averages, lower proportions earning between £30,000 and £85,000, and significantly more people earning over £85,000 than the Greater London average. This is represented visually in the income graph below. The yellow line is the percentage of households in that income band: the large peak is at roughly £20k p.a. and this falls sharply until the line rises sharply for incomes in the region of £100k.p.a. and over.

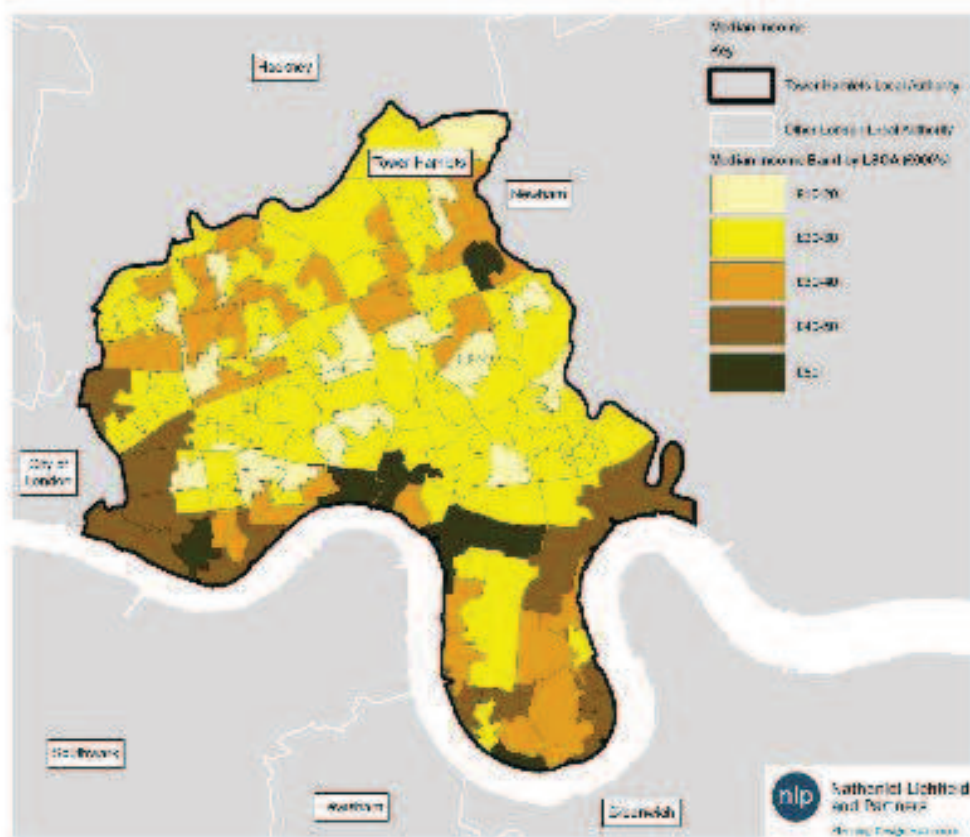
Figure 2.7 - Borough Income Distributions, CACI 2009



Note: Data is Equivalised Paycheck data. Equivalised data takes account of household size and composition and its impact on household budgets

The map below shows the distribution of household median income across the borough, with the darker colours corresponding to higher median incomes. Here it can be seen that, although high-income households are largely clustered along the course of the river, with those on lower incomes further north, in wards such as Millwall and Bow East the rich and poor live starkly side-by-side.

Figure 2.8 - Medium Income by LSOA (000s)



## Inequality

Inequality has existed within East London for a long time. The 1898 poverty map produced by Charles Booth showed a pattern of deprivation in the capital very similar to that seen now, with a concentration of deprived communities beginning to be formed to the east of the City.

Since the production of the Booth Map a great deal has occurred within the borough, but a lot has remained the same. The 2007 Indices of Deprivation (IMD) rank Tower Hamlets the third most deprived borough in the country, and the second most deprived borough in London.

Over 50% of children in the borough live in families claiming key out of work benefits: There are over 24,000 children in Tower Hamlets in families on Income Support or Jobseekers Allowance. Over 20,000 of these children are under 16 years old, and nearly 13,000 are in lone parent families. The proportion of out of work Tower Hamlets families receiving child tax credit is higher, at 59.2%, than London (39%) or national (23.5%) averages. 60% of the borough's children are classed as living in low-income households, with 33% of families living on less than £20,000 per annum.

All wards exhibit considerable levels of child poverty compared to the UK average. The ward with the highest level of child poverty is St Dunstan's and Stepney Green, where nearly 70% of children live in poverty. This is closely followed by Bromley by Bow, Mile End East, East India and Lansbury, Bethnal Green South and Shadwell,



each reporting more than two thirds of children living in poverty. Like deprivation (as measured through the national Indices), child poverty is high compared to the UK average and it also shows strong spatial concentrations.

Although Tower Hamlets remains a place where deprivation is very real and inequality a pressing issue, the progress that has been made provides a positive foundation for future intervention. It should be noted that the employment rate has risen by more than five percentage points in the last three years, despite recent economic adversity. Economic activity has also increased, including within more deprived groups. Education is also a source of success, and young people leaving school and college in Tower Hamlets have increasingly high levels of attainment, which should stand them in good stead in the workforce. Therefore, whilst it is right to highlight the persistence of inequality, the picture should not be seen in solely negative terms – the basis for increased employment is simultaneously growing stronger.

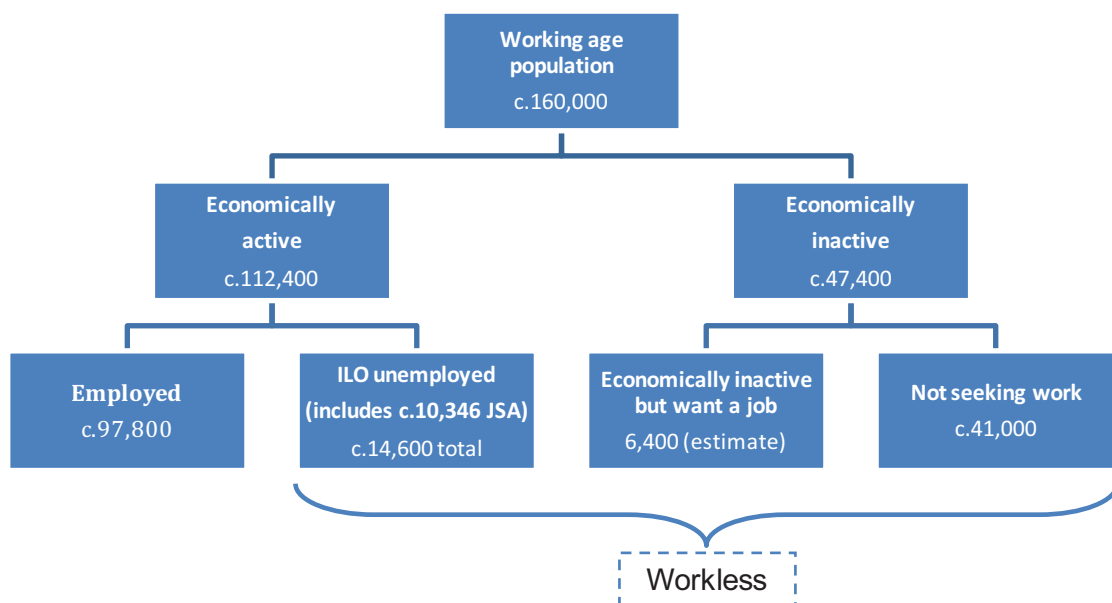
The following section, on labour supply, provides more detail on the patterns of work and worklessness in the borough. This in turn lays the basis for increasing the employment rate, which is a key means of raising the overall wellbeing of the community, including reducing child poverty and helping residents to better their economic situation.

## Supply

### Worklessness and the Employment Rate

Worklessness is different to unemployment. As Figure 3.1 illustrates, the workless includes: those who are economically active, but not in employment; those who are economically inactive, but would like a job; and those who are economically inactive and are not seeking work. This means that worklessness is, at least in Tower Hamlets, much higher than unemployment, as measured by the number of Jobseekers' Allowance (JSA) claimants for instance.

Figure 3.1 - Structure of the Labour Market



*NB figures are approximate and may not total exactly total, due to rounding and the use of different data sets*

Essentially, the workless population includes four main groups:

- The unemployed – this is the **ILO unemployed**<sup>2</sup>, meaning both individuals in receipt of Jobseekers' Allowance and those who are looking for work but are not claiming benefits.
- Those who are in receipt of **incapacity benefits**. This category encompasses people receiving a range of benefits, including Incapacity Benefit (IB); Income Support; the new Employment and Support Allowance (ESA); and Severe Disablement Allowance.
- Those claiming Income Support for **Lone Parents** (IS-LP).
- Those who are available for work, but who are **not claiming unemployment-related or incapacity benefits**.

<sup>2</sup> The ILO – (International Labour Organisation) – approach is designed to exclude the otherwise distorting effect of different countries' benefits policies when comparing unemployment counts.

The combination of these groups collectively accounts for all of those people not in work: the total of those in jobs compared to this figure gives the employment rate. Tower Hamlets has the second lowest working age employment rate in London at 59.4% (97,800 residents - Annual Population Survey, ONS, Nov 2010). Neighbouring Newham has the lowest at 58.1%, and in third is Haringey with 62.2%. Tower Hamlets' employment rate is roughly 10 percentage points behind the London average of 70.2%. As in London and the UK, employment rates related to ethnicity are below average, with the non-White employment rate in Tower Hamlets being significantly lower than the overall employment rate at 40.9%.

### Overview of Worklessness in Tower Hamlets

21,000 people in Tower Hamlets are estimated to not have jobs and be seeking work of which two-thirds (14,600) are currently unemployed but economically active (using the ILO measure), and a third (6,400) are economically inactive but want a job. Unemployment levels are high at 13% compared with 7.6% for London as a whole, as are unemployment benefit claimant levels, at 6.7%, compared with a 4.4% London average. Most of the unemployed are claiming JSA and these individuals are primarily men under 29 years old. Indeed Tower Hamlets has the highest number of young unemployed residents in London.

Furthermore, approximately 41,000 residents are claiming benefits and are thought to be not actively seeking work. 12,240 residents, or 7.4 % of the working age population, are claiming Incapacity Benefit. 44% of these cite mental health related issues as the reason for their incapacity.

Overall worklessness figures within the borough have been relatively stable over the last decade, although the breakdown of benefits claimed has altered. There are fewer lone parents claiming now than in 1999, and there are fewer individuals claiming income support that is not linked to Jobseekers, Incapacity, Lone Parent or carer benefits. Claims of incapacity benefit (+1,300) and JSA (+830) have increased markedly over the period, although these changes follow the London average.

It is also possible to disaggregate which groups have higher and lower levels of economic inactivity. There are significant differences running along lines of gender, age and ethnicity, which are illustrated below.

### Ethnicity and Worklessness

Black (African) residents are proportionally more likely to be claiming JSA than any other ethnic group. However, this group is less numerous as a percentage of the population. Numerically, the highest number of claimants are Bangladeshi residents, who have the second highest claimant rate; this is higher than the White (British/Irish) population which has the second highest number of claimants overall.

Table 3.1 - JSA Claimants by Ethnic Group

Ethnicity	Population (20-64)	Claimant count	Incidence
White (British/Irish)	48,179	2,875	6.0%
Bangladeshi	38,647	3,650	9.4%
White (Other)	6,961	560	8.0%
Mixed	8,199	330	4.0%
Other Asian	8,932	280	3.1%
Black (African)	6,484	725	11.2%
Black (Other)	7,638	650	8.5%
Other (inc Chinese)	7,472	355	4.8%
Unknown	25,569	740	2.9%
<b>Total</b>	<b>158,081</b>	<b>10,175</b>	<b>6.4%</b>

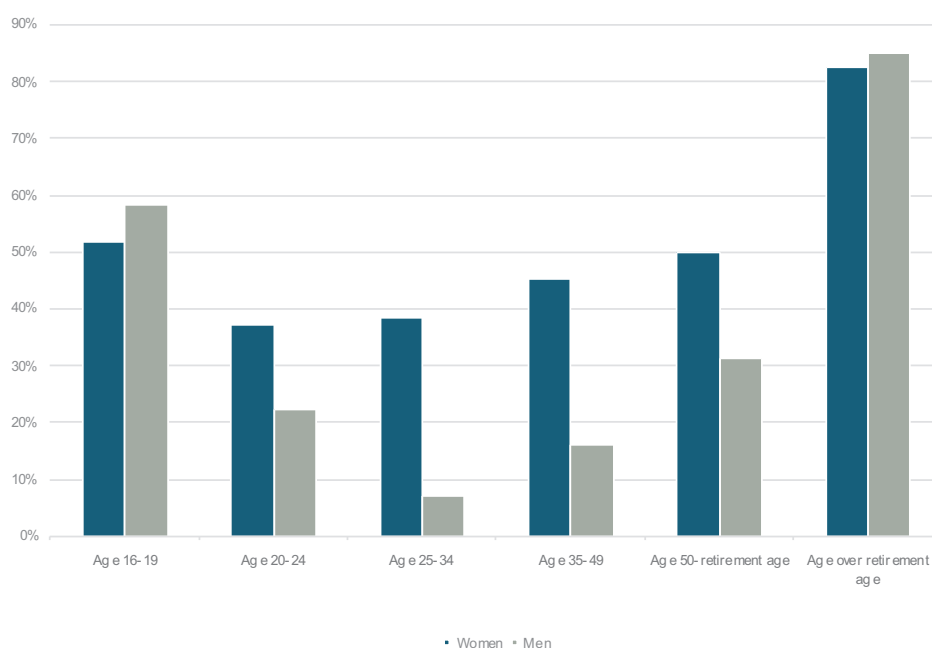
(Source: DWP Claimant Count, April 2010, Mayhew 2010 population estimate for Tower Hamlets)

8.5% of residents unemployed and claiming JSA have been doing so for over two years - worse than every other London borough. In terms of overall numbers there are currently 880 claimants who have been claiming for two years or more.

## Men and Women

The economic activity rate for men in Tower Hamlets is 81% and is very similar to that for men in London and the UK. The rate for women residents, however, is much lower, at 58%, than for London (68%) or the UK (74%). More than a third of women are not in work and do not want a job – which is more than half as high again as the London average. The category of Bangladeshi (and Pakistani) women accounts for the largest percentage of this group.

Figure 3.2 - Economic inactivity rates within Tower Hamlets by sex and age

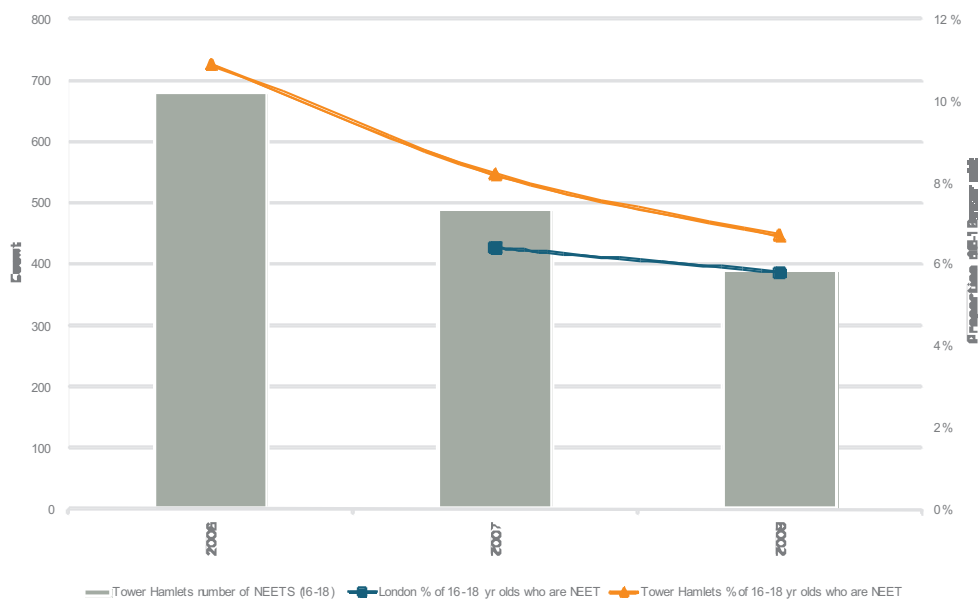


Not only are women much more likely to be economically inactive relative to men, but women from ethnic minorities are even more likely to not work. Disaggregating the data by ethnicity shows that two-thirds of Bangladeshi/Pakistani female residents are economically inactive compared to a quarter of White female residents.

## Young People

The proportion of 16-18 year olds who are Not in Education Education or Training (NEET) has fallen significantly in recent years from 10.9% in 2006 to 6.7% in 2008. However, the rate is still higher than the London average of 5.8%.

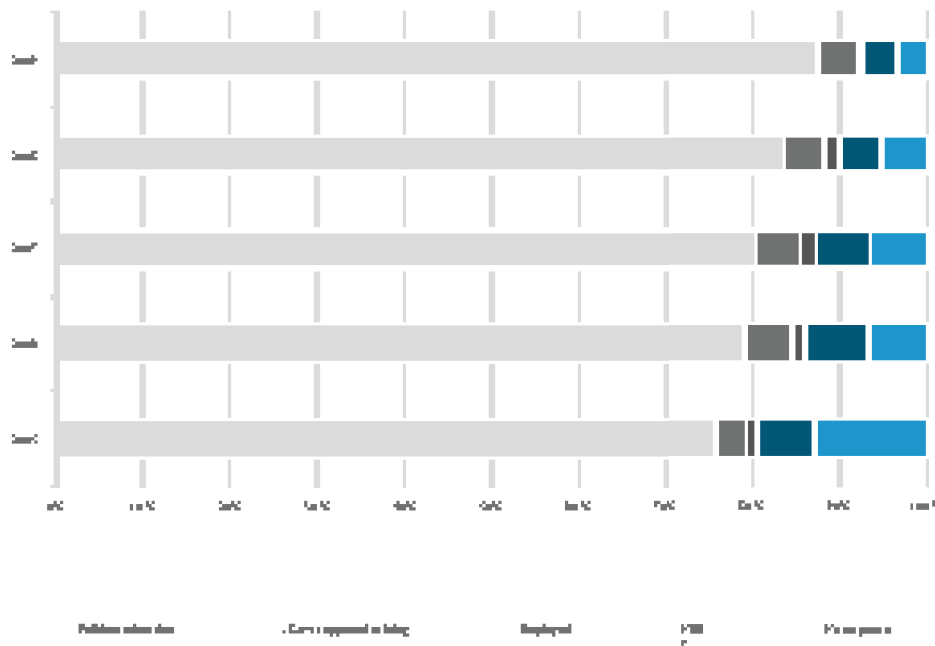
Figure 3.3 - Percentage and numbers of young people aged 16-18, Not in Education, Employment or Training, 2006-08



(Source: NEET figures for Local Authority Areas, DCSF)

The 2009 VT Enterprise Survey of the activity of Year 11 leavers suggests this rate has continued to fall, with only 3.8% of 2009 Year 11 leavers classified as NEET. This equates to 98 young people, which reflects a continued increase in young people continuing in learning (92.7%), particularly in full-time education (87.3%), and increased knowledge about what young people are doing.

Figure 3.4 - Destination of Year 11 leavers in Tower Hamlets 2005-2009



The trend for Year 11 leavers to continue in full-time education has increased year-on-year for the last 4 years. Whilst this is very positive, national cuts relating to education, specifically the removal of the Education Maintenance Allowance (EMA), may put this at risk in future years..

### Prioritising Workless Groups

From the analysis above and the evidence in the LEA, it is evident that certain groups are particularly likely to be economically inactive. We can identify these groups as women, particularly Bangladeshi women, men of 16-39 years old, and people who have a health issue which is perceived to prevent them from accessing the labour market. Successful interventions for these groups could have a significant impact on the employment rate of the borough. Additionally, the transition from education to employment is critical for young people if they are to avoid being unemployed at the start of their working life. Whilst much progress has been made with regards to young people, there is a need to monitor activity levels and make sure that the situation does not worsen.

Overall, Tower Hamlets has considerable need when compared to other parts of the capital – and indeed the UK – in both absolute and relative terms. With some people very distanced from the labour market, there is much to be done.

## Skills

The skills base of Tower Hamlets' population varies across the range of NVQ levels. A quarter of residents have no qualifications at all, which is well above the London or UK average. Business employers have identified skills gaps as a key barrier to recruitment in the borough.

In contrast, a third of residents are qualified to degree level or above, consistent with the London average. With fewer residents at intermediate skill levels than in London, there is something of a polarisation of skill levels within the borough.

Table 3.2 - Highest qualification of the resident population

Resident qualification levels	Tower Hamlets				London 2008
	2005	2006	2007	2008	
No qualifications	23%	24%	19%	23%	12%
Level 1	10%	9%	13%	6%	10%
Level 2	8%	9%	8%	10%	11%
Level 3	10%	12%	11%	9%	12%
Level 4 +	29%	28%	32%	36%	39%
Other	20%	19%	18%	15%	16%

(Source: APS)

In addition, whilst lower skilled residents are less likely to be employed than more highly qualified people, Tower Hamlets residents do not achieve the London average of being likely to be in work at level 2 and below. At level 3 there is reasonable parity and overachievement at level 4. This reflects the nature of the jobs available, especially the predominance of the finance and business sectors. It also reinforces the point that Tower Hamlets residents do not achieve similar success in competing for entry-level jobs requiring skills at level 2 and below.

## Employment Strategy: *Supply*

Table 3.3 - Likelihood of being in employment, per level of highest qualification

Highest qualification of resident population	Tower Hamlets				London	
	Number of residents	Proportion	Number in employment	Likelihood of being in employment	Proportion of residents	Likelihood of being in employment
No qualification	35,500	23%	9,700	<b>39%</b>	12%	<b>41%</b>
Level 1	9,500	6%	4,500	<b>47%</b>	10%	<b>59%</b>
Level 2	15,600	10%	7,800	<b>50%</b>	11%	<b>64%</b>
Level 3	13,500	9%	8,800	<b>65%</b>	12%	<b>66%</b>
Level 4	54,100	36%	48,100	<b>89%</b>	39%	<b>85%</b>
Other (inc trade apprenticeships)	23,400	15%	14,700	<b>63%</b>	16%	<b>72%</b>

(Source: APS)

The qualification levels of women are even more polarised than men, mainly because there are a large number of women with no qualifications. Comparing the same qualification level between the sexes shows that women are less likely than men to be in employment no matter what qualification level they have.

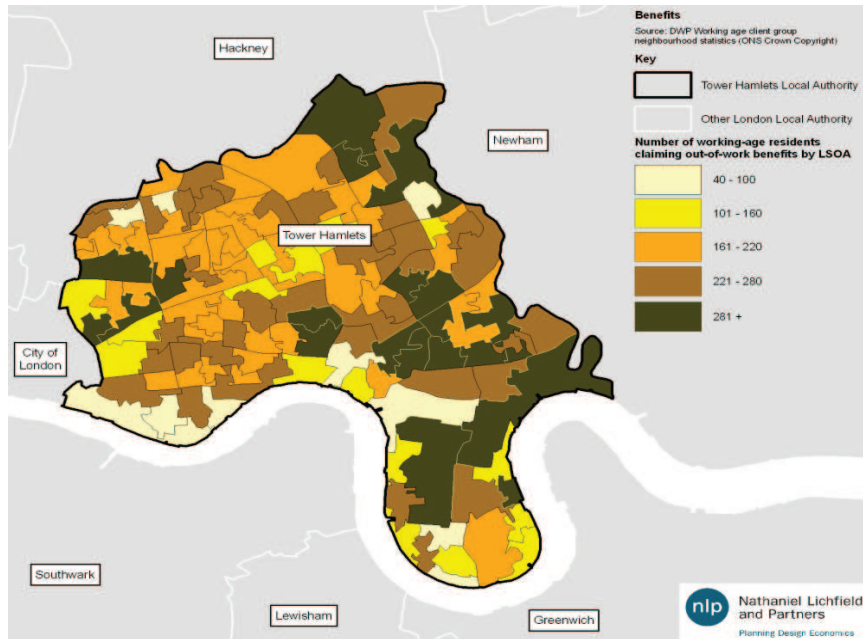
Lack of language skills is a significant issue for Tower Hamlets residents, with data indicating very low levels of proficiency in English among Bengali women, highlighting the importance of ESOL courses within the borough in this context.



## Geographic Concentrations of Worklessness

Worklessness, inactivity, poor health, low household income, child poverty and housing need all overlap geographically. Whilst this is not unexpected, this correlation suggests that geographic targeting of multi-agency services could bring potential benefits.

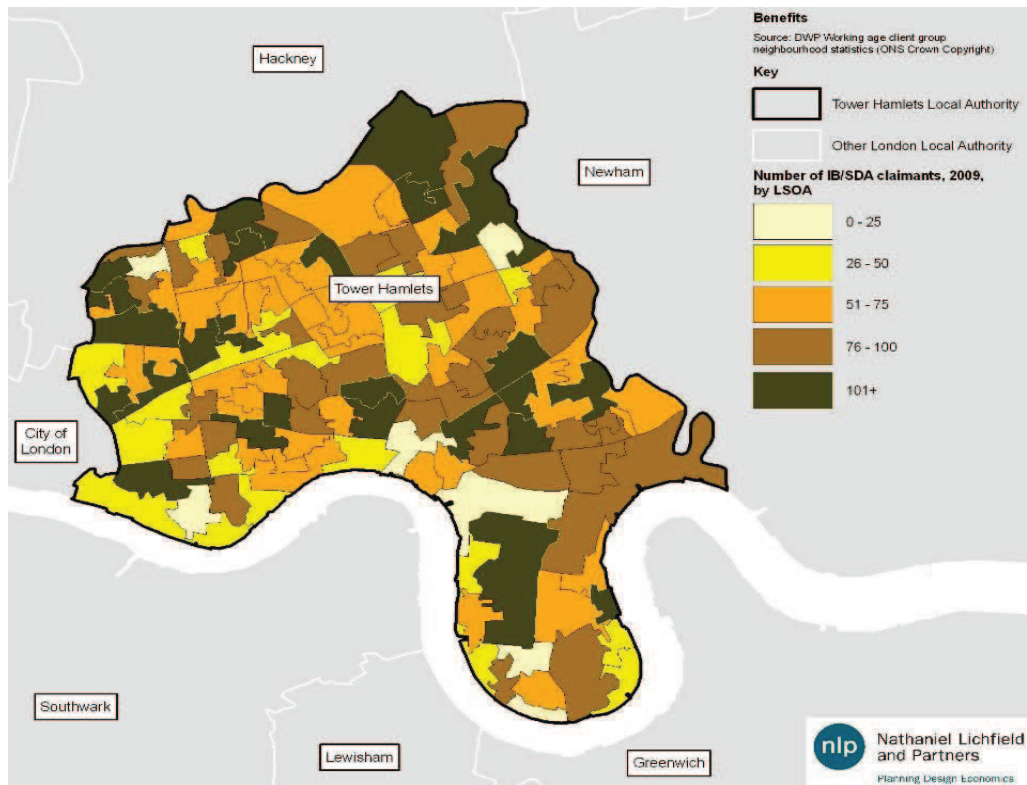
Figure 3.5 – Geographic Concentrations of JSA claimants



There are four main geographical concentrations of worklessness in the borough:

- In the north-east of the borough starting to the east of Victoria Park extending down into Bow there is both a large number of people claiming a workless benefit and a high proportion of the working age population who are workless.
- In the west of the borough there are large numbers of workless residents in the south of Spitalfields extending into the west of Whitechapel and the southern half of Shoreditch.
- There is a central concentration with an area of worklessness on the border between Limehouse, Stepney and Bow Common as well as a concentration encapsulating much of Poplar and extending north into the east of Bow Common.
- The final concentration occurs in the east and south of the borough beginning in Leamouth, extending south-west through the east of Blackwall and Canary Wharf, finishing with a concentration in northern and central Millwall with a small but significant concentration in the east of Cubitt Town.

Figure 3.6 – Geographic Concentrations of IB/SDA claimants

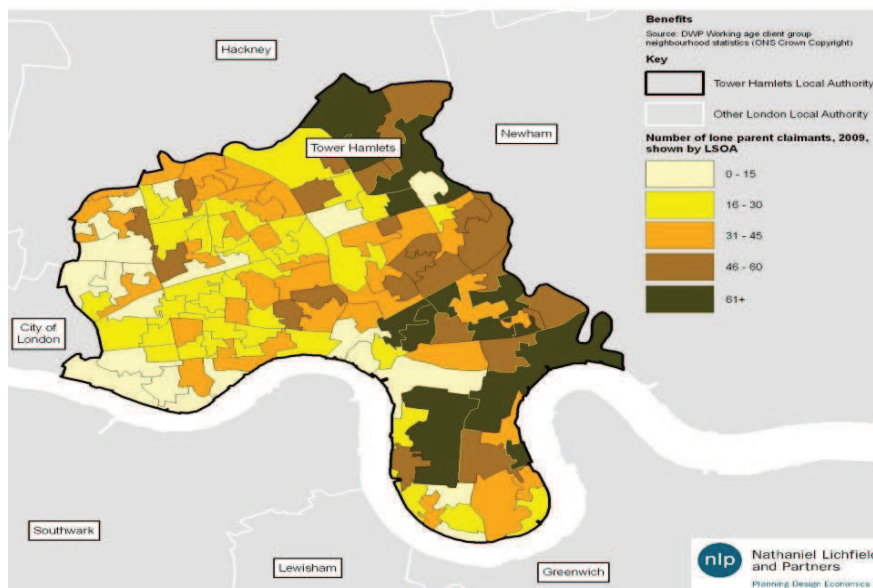


(Source: DWP working age client group, Nov 2009)

The map above illustrates where the concentrations of long-term claimants of IB are located. This shows a quite different geography to that of JSA claimants. Pockets of high JSA counts and highly engrained IB claiming are apparent in Shoreditch, but there are other areas that have low JSA but high proportions of residents claiming for IB for long durations – such as in Millwall and Cubitt Town. Poor health is a significant barrier to employment, with a third of the borough among the 10% most health deprived areas in the UK. Amongst IB claimants, 45% cite poor mental health.

Qualification for incapacity benefits does not necessarily mean an *inability* to work, just evidence of sufficient ill health not to be *required* to look for work. As the cost to the Exchequer of these benefits has risen very fast in recent years, they are a key focus for Government attention, and a direction of future policy will be to aim to move significant numbers of IB claimants into seeking work and then into jobs.

Figure 3.7 - Geographic Concentrations of working-age population claiming as lone parents



(Source: DWP benefit claimants - working age clients for small areas, Nov 2009)

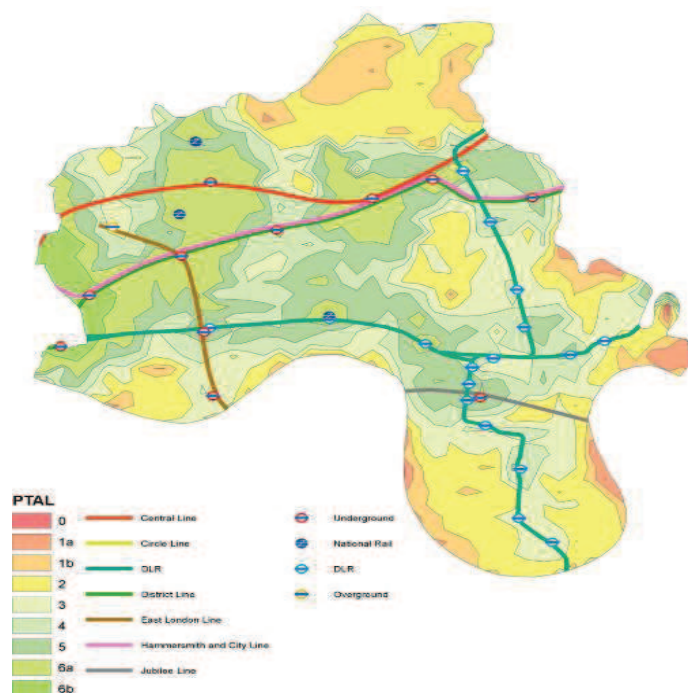
The distribution of lone parents claiming IS-LP matches more closely to that of JSA claimants in the east of the borough, although not in the west. National research undertaken by the Joseph Rowntree Foundation (2009) found that whilst skills acquisition is important, lone parents face particular barriers in accessing the labour market. The most obvious barrier is the availability and cost of childcare, with formal childcare expensive, particularly in London. The inability of low-paid work to fund childcare, and a lack of flexibility amongst available jobs, make it particularly difficult for lone parents to access the labour market.

## Commuting and Transport

Tower Hamlets has generally good access to public transport. This facilitates movement within the borough, enables residents to work elsewhere, and is used extensively by commuters to access jobs within the borough.

The accessibility of the borough has been greatly improved over the past thirty years by the introduction of the Docklands Light Railway and the East London Line, with further improvements planned, notably Crossrail. Compared with most parts of the UK, and with other London Boroughs, Tower Hamlets is now highly accessible. There are variations within the Borough however: east-west public transport routes are good, but north-south bus links are weaker, which is reflected by the lower Public Transport Accessibility Level (PTAL) rating of some areas.

Figure 3.8 - Tower Hamlets Public Transport Accessibility Levels (PTAL)



Source: LBTH Core Strategy Research Report, 2009

The higher numbered PTAL ratings (6) represented by dark green in the figure above represent the highest accessibility to transport, whereas low numbers (0 and 1) shown in red have poor access. The green shadings (3 and above) mean that the local residents are within easy reach of transport hubs.

Generally, Fish Island, Victoria Park and the parts of the Isle of Dogs away from the DLR have the worst connections, with only minor bus routes serving these areas. They also have the longest transfer time to east-west commuting routes. The best connections are in the west of the borough, clustered around the transport hub at Liverpool Street.

Though much national research cites transport as a barrier, evidence for Tower Hamlets does not support the view that transport issues make a significant contribution to worklessness, partly because by national standards London has excellent public transport. There is a high level of in-commuting and out-commuting to the borough, with nearly 70% of working residents commuting out of the borough to work. It has been suggested, however, that psychological barriers to commuting exist within some sectors of the population, with some residents reluctant to travel outside their particular hamlet or neighbourhood.

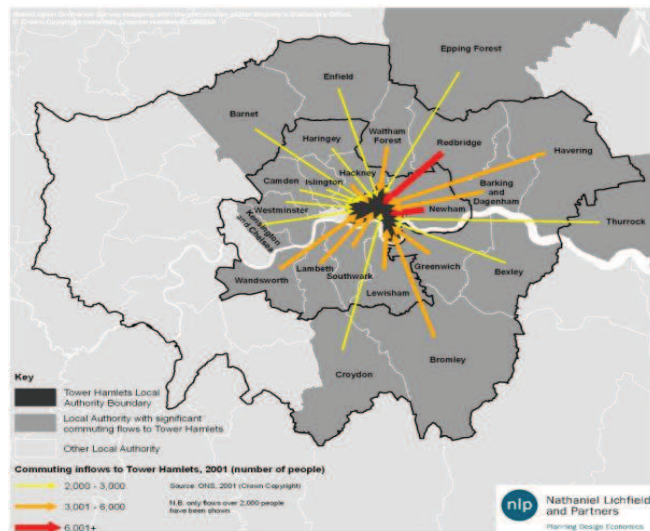
The borough's high job-density ratio means of necessity that there is a large net inflow of people resident outside the borough to fill local employment opportunities. The degree of specialisation within the Tower Hamlets economy, with a concentration of employment in the financial services sector, has the effect of further exacerbating demand for people from outside the borough, with a third of those commuting in employed in financial services.



# Employment Strategy: Supply

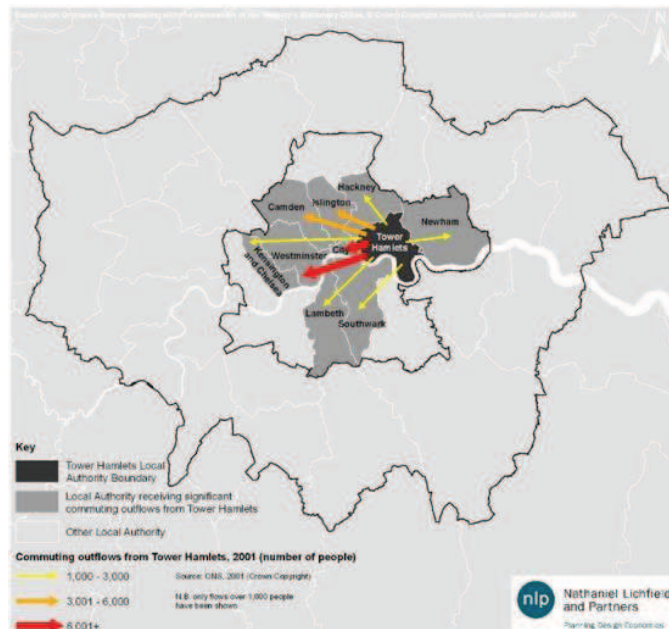
The business base recruits locally, regionally, nationally and internationally. In-commuting is largely from all over London with some longer distance commuters from outside of London and some internationally. Over 80% of jobs in the borough are taken by non-residents – this is well above the London average but very similar to the fellow City Fringe boroughs of Camden and Islington and only behind Westminster and the City itself.

Figure 3.9 – Flow of In-commuting working people



The majority (69%) of working residents commute out to neighbouring boroughs. A third of these out-commuters work in business services. Conversely, less than a third (31%) of working residents work in the Borough, with 25% of residents commuting to the City, 13% to Westminster and 7% to Southwark.

Figure 3.10 – Flow of Out-commuting Residents



## Convergence and Targets

*Tower Hamlets currently needs to place around 13,300 residents into work to converge with the average London employment rate*

In order to converge with the London employment rate Tower Hamlets needs place 13,300 residents into employment. With only about 10,500 claiming JSA, the strategy has to look beyond this group and involve all of the agencies that have a stake in helping residents into work.

In addition to the 14,600 residents who are ILO-unemployed, there are estimated to be 6,300 economically inactive people who are assumed to want a job, totalling approximately 21,000 residents across these two groups who actively want to find work. There are a further 41,000 economically inactive residents who may or may not want to work.

To meet the convergence target, the Strategy would need to support the move of 63% of those who want work into a sustainable job over 10 years, assuming the labour market and population remain stable. Helping some of the 41,000 people who are economically inactive and not job-seeking to consider work could extend the benefits of work to more residents and provide a larger pool of people from which to meet the convergence target. This all has to be done in the context of a competitive labour market where many people from elsewhere are choosing to work in Tower Hamlets, and some of these people come with higher levels of skills than local people.

At the same time, borough residents can make use of the borough's excellent transport links to look for work elsewhere in London, and many do. However, some anecdotal evidence gathered during the writing of the LEA suggests that some disadvantaged groups within the borough share a lack of preparedness to travel to work opportunities outside their immediate community.

There are also particular groups, notably Bangladeshi women and those with no qualifications, who have disproportionately low levels of economic activity. Working with these groups could make a significant difference to the employment rate in the borough.

This is the challenging goal which the Employment Strategy seeks to address, and which Tower Hamlets and partners will work to achieve. The next section on demand details where there is potential for employment and the requirements of employers.

## **Demand**

The number of jobs within Tower Hamlets has doubled in the last 20 years and the borough is now, once again, one of the largest employment centres in London. There are many more jobs than working-age residents in Tower Hamlets giving it one of the highest job densities in the country (1.4 jobs per working-age population). The borough is therefore a net importer of labour from across London and the South East.

The Tower Hamlets labour market is dominated by the large, global institutions in the finance and business sectors. 50% of the jobs are within businesses which are considered large employers (500+ employees).

The labour market in the borough has grown significantly in recent years, in line with the growth in financial and business markets. While Tower Hamlets' land use policies have contributed to this successful growth, the supply of labour has not kept pace. A two-speed economy exists, where high levels of unemployment and worklessness still persist alongside areas of affluence and employment growth. This partly reflects the suitability of local residents to take these jobs, but also reflects the level of commuting in and out of the Borough, and the corresponding additional competitive pressures, which Tower Hamlets residents sometimes struggle to overcome.

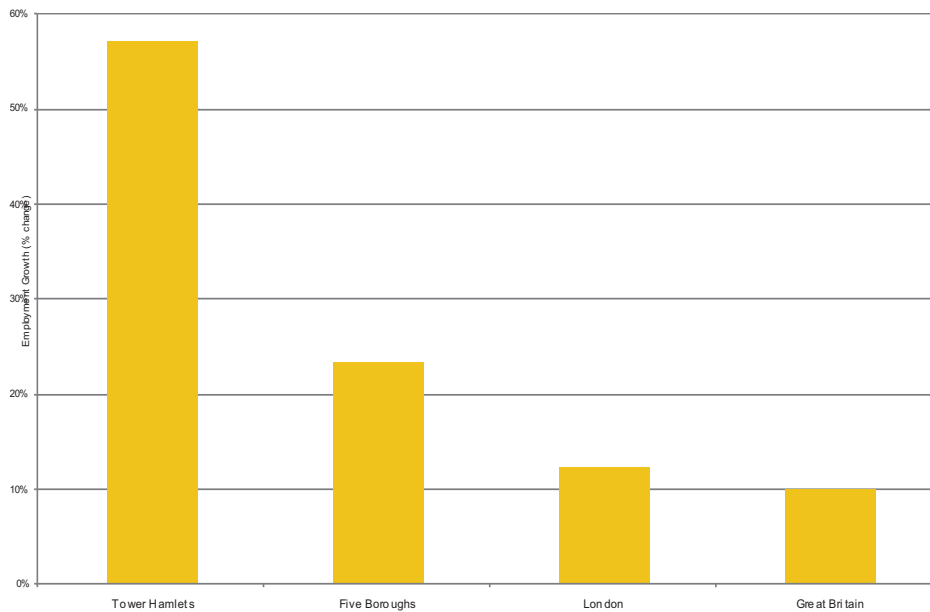
As the economy continues to evolve there will be changes in the skills demanded by employers. This Strategy has used national research and reports from Sector Skills Councils to provide some indication of sector specific needs. Important sectors for employment within the borough, both now and in the future, include the digital industries, creative and cultural industries, financial services, retail, security and hotels & conferencing.

## Growth & Contraction

### Decades of Growth

Employment opportunities within Tower Hamlets have grown significantly in the last twenty years. The number of jobs within the borough has increased from 105,000 in 1991, to 140,000 in 2000 and reached 204,000 jobs in 2008<sup>3</sup>.

Figure 4.1 - Total Employment Change, 1998-2008



(Source: ABI)

By 2008, the borough was home to 5% of London's total employment, in a borough that constitutes just over 1% of the capital's land area and 30% of the total employment in east London.<sup>4</sup>

The borough's population has also grown over this period – with estimated growth of around 45,000 since 2001, but employment growth has been much greater. In consequence there are now approximately 3 jobs in Tower Hamlets for every 2 residents of working age – an “excess” of 60,000. Indeed, Tower Hamlets has the fifth highest job density in London, with only the Central London boroughs of the City, Westminster, Camden and Islington ahead.

The greatest employment growth within the Borough over the last 10 years has been in financial and business services. This is shown in the graph below.

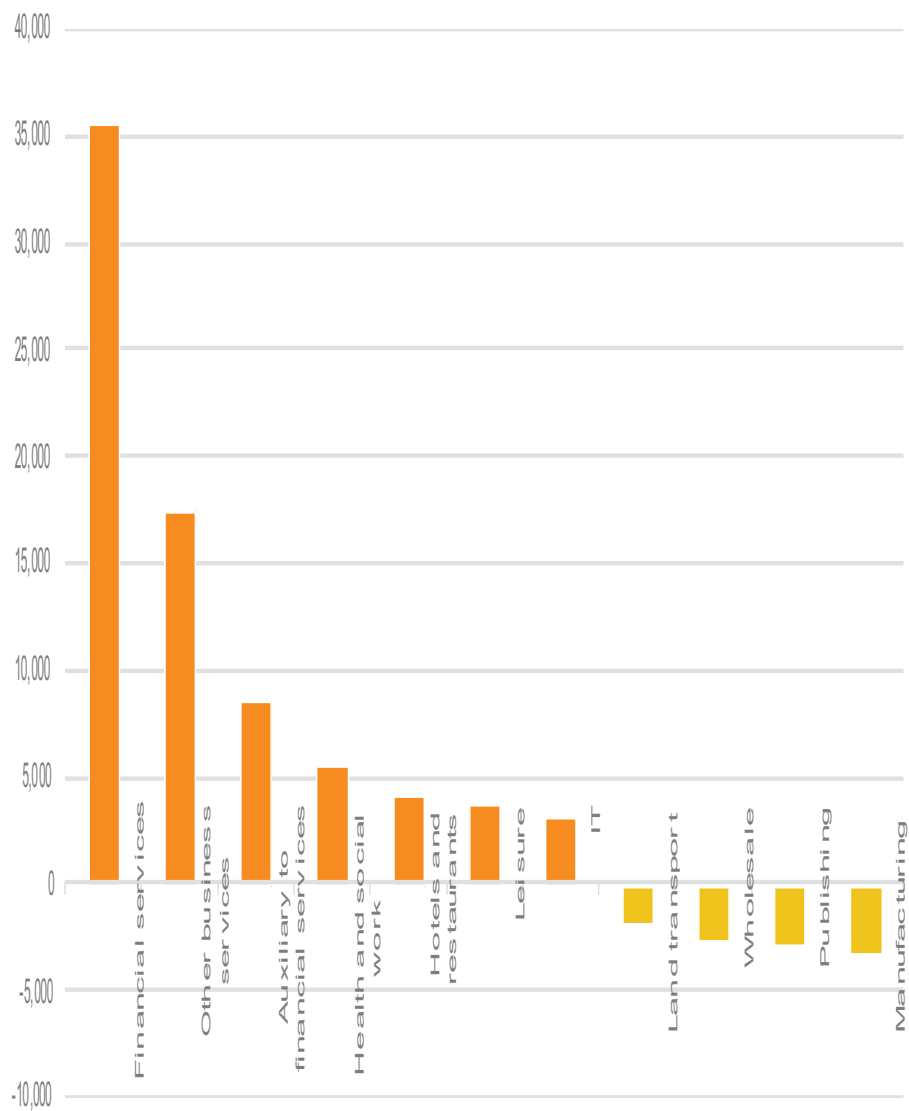
<sup>3</sup> Census of Employment 1991, ABI 2000, ABI 2008

<sup>4</sup> Defined here as the 10 Thames Gateway boroughs



# Employment Strategy: Demand

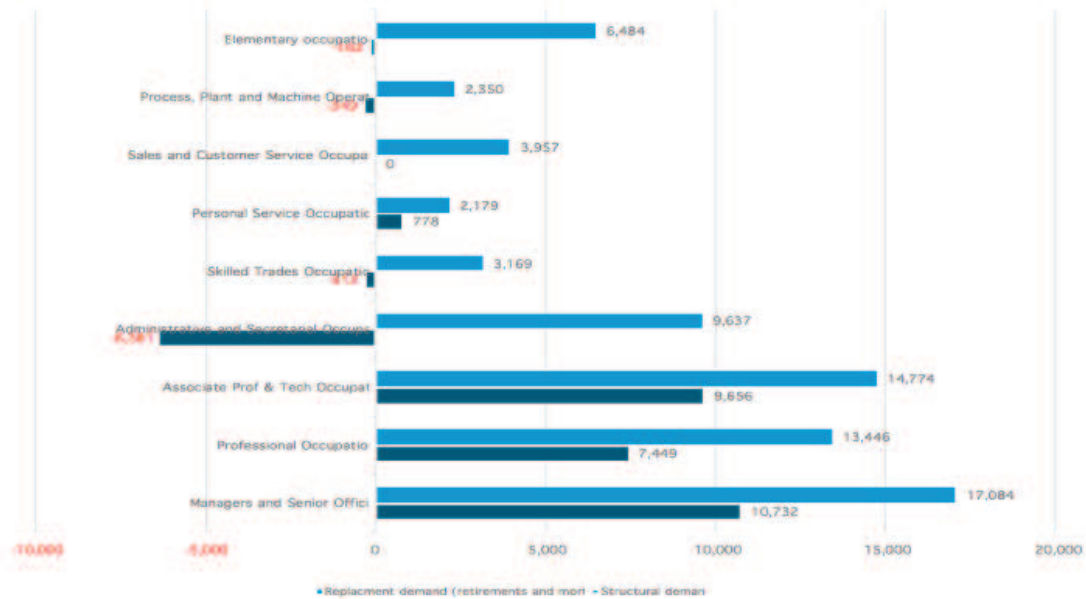
Figure 4.2 - Tower Hamlets Employment Growth 1998-2008, by sector



Source: Annual Business Inquiry 1998 and 2008, ONS

Economic forecasts suggest that 94,000 people will be recruited for jobs from 2007 to 2017. However, this includes replacement demand, hence not all of these are new jobs.

Figure 4.3 - Comparison of replacement and structural demand



Here, expansion and contraction of parts of Tower Hamlets' economy is shown by the darker blue bars. Replacement demand is light blue. This highlights that the structural demand – new jobs, essentially – are concentrated in the expanding areas of technical, professional and managerial work. Administrative and secretarial occupations, by contrast, show the sharpest structural decline, whilst most of the other areas show predominantly replacement demand.

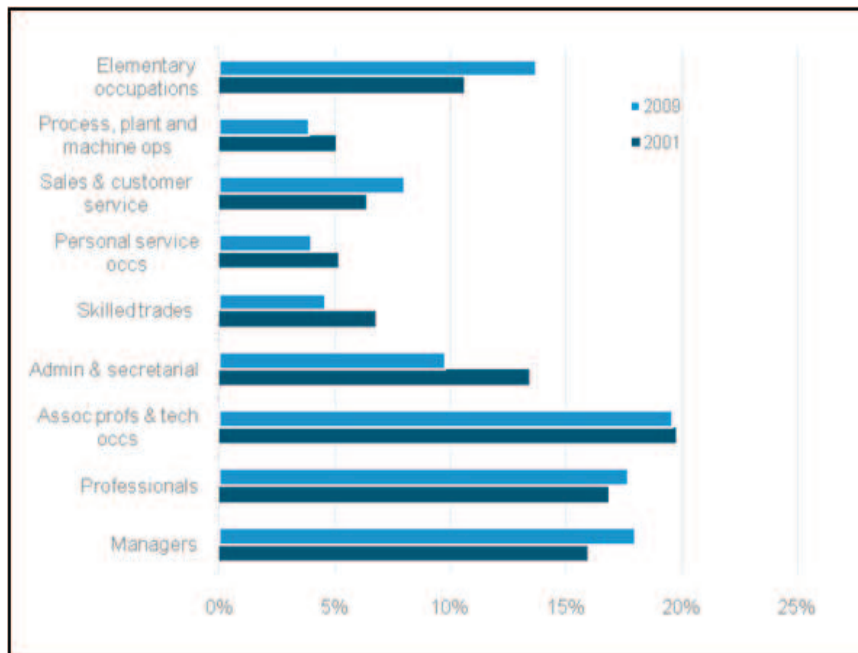
In the medium-term, overall employment is forecast to grow strongly and faster than in all but one other London borough. On a range of different scenarios, employment growth is projected to be between 25% and 50% over the next twenty years.

### Growth by Occupation

Over half of working residents (52%) are employed in the three highest-order occupational categories. This proportion has remained relatively static since 2001. The proportions of residents employed in low-skilled elementary (15%) and sales (7%) occupations have also increased and are higher than the London average. The number of residents employed in these occupations has increased by around two thirds since 2001.

# Employment Strategy: Demand

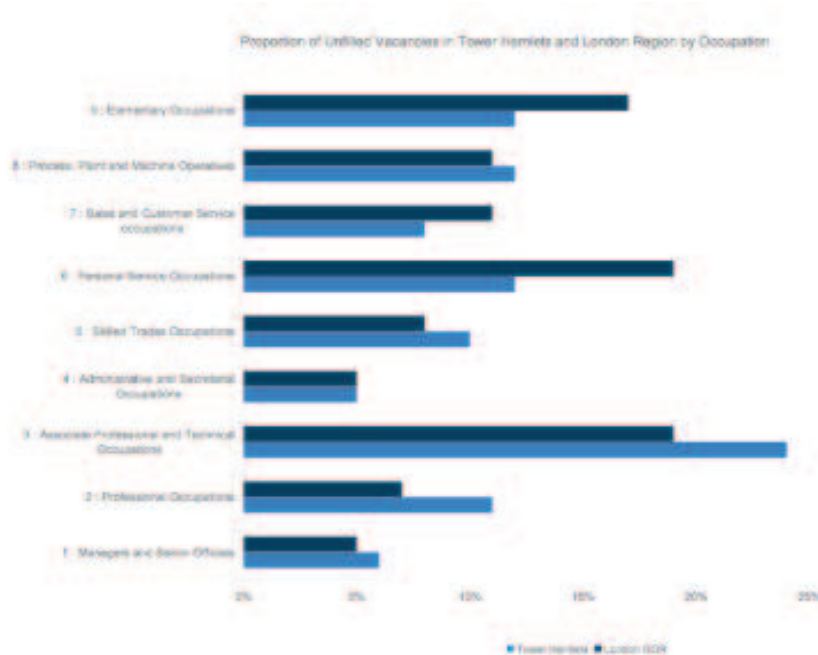
Figure 4.3 - Percentage of residents employed in different occupations 2001-2009 within Tower Hamlets



(Source: 2001 Census of Population, Annual Population Survey 2008-09)

The growth in elementary occupations within the borough is in contrast to London as a whole, which has not experienced any growth over the period. The fall in Admin & Secretarial trades, while the most significant fall in the borough's trades, is less than that capital-wide. In most other sectors, where variations compared to the London average exist, they are so small as to be considered marginal.

Figure 4.4 - Proportion of Unfilled Vacancies, by occupation



Source: Job Centre Plus Notified Vacancies, 2009, ONS

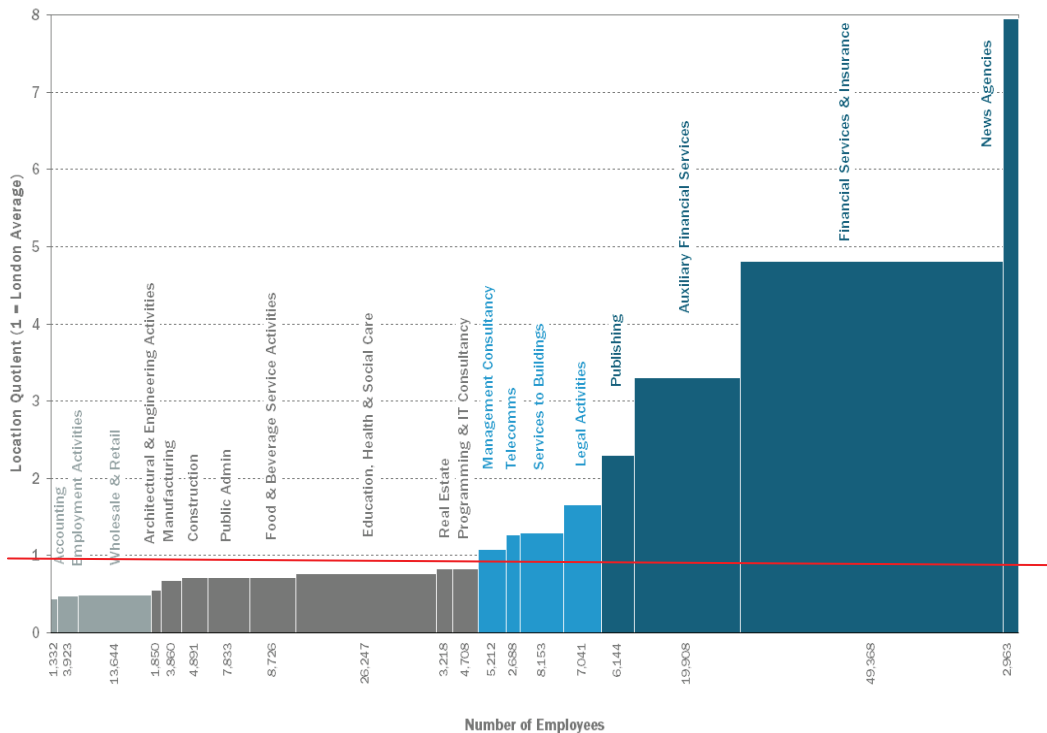
# Employment Strategy: Demand

The above graph indicates how Tower Hamlets performs in recruiting for the different sectors according to Jobcentre Plus notified vacancies, compared to the London average: the longer the bar, the greater the number of unfilled vacancies. Tower Hamlets (in light blue) thus performs worse in recruiting for elementary and personal service occupations, areas where the borough will mainly experience replacement demand. The numbers of unfilled vacancies are highest for technical, professional and managerial occupations. Since this is where the new jobs will be, and the success in recruitment appears lower, this may raise questions over how likely residents are to access them.

## Sector by Sector

Overall, employment has grown by nearly 60% over the last decade, five times that of London as a whole.

Figure 5.1 – Size and predominance of business sectors within Tower Hamlets, compared to the London average



Source: Annual Business Inquiry 2008 (NLP analysis)

In the above chart, the size of various Tower Hamlets business sectors is shown both in terms of number of employees (the width of bars along the horizontal axis), and in terms of the number of firms compared to the London average (vertical axis). Bars which are above  $y=1$  (the red line) show that Tower Hamlets has more firms in these groups than is average for London.

The international investment banks and large financial institutions that have been drawn to Canary Wharf, and the large floorplate offices there, means that large businesses dominate the borough's economy in employment terms. Over 70% of

# Employment Strategy: Demand

employment in Canary Wharf is in businesses with 500 or more employees, and for the borough as a whole this equates to 50%, with a further quarter in firms of over 50 staff. This make up is close to that of the City of London, but markedly different from that of the other Host Boroughs, or of London as a whole.

Public sector employment – spanning public administration, education, and health and social work – has grown by two-fifths over the last decade and provides a sixth (17%) of the borough’s jobs. This is a very similar proportion to Central London (18%) and well below that for the other Host Boroughs and East London which are both around 30%. However, it should be noted that in absolute terms public sector employment is as high or higher in Tower Hamlets as in other Host boroughs. Within education, a third of jobs are in higher education; the health and social work sector includes the borough’s second largest employer in the Royal London Hospital in Whitechapel, which provides 7,500 jobs.

Figure 5.2 – Tower Hamlets Sector Employment Growth, 1998-2008



After decades of retrenchment (and a 40% drop since 1998), manufacturing amounts to only 5% of employment, but at 10,000 jobs this is twice that of the closest Olympic Host Borough, Hackney. However, it should be noted that 60% of these jobs are in newspaper publishing, without which manufacturing figures would be much lower, at around 2% of total employment or c.4,000 jobs.

Hotel and restaurant employment has increased by over 75% since 1998, bolstered by Canary Wharf and the City Fringe. At nearly 10,000 jobs it provides 5% of borough employment.

Wholesale and Retail activities has also seen significant decline over the last decade, but still accounts for some 7% of employment, or almost 14,000 jobs across 1,700 businesses. In absolute terms this is larger than other Host Boroughs and in proportionate terms similar to Camden and Islington. As would be expected there are concentrations within the town centres and in particular in the City Fringe.

Transport, Storage and Communications supports over 8,500 jobs; employment in this sector having fallen by sixth over the last decade. Telecommunications, which supports business and financial services, represents a third of this total. Workplaces are mainly concentrated in the City Fringe and Canary Wharf, with some grouping at the northern edge of Bethnal Green.

Construction provides just 2% of total employment within the borough (4,300 jobs) but has expanded by 20% over the past decade.

Community, Social and Personal Services is a broad category providing 9,000 jobs, and has grown by 85% over the decade to 2008. A significant sub-sector is news agency activities.

The “Creative Industries” – where intellectual and cultural property is generated and exploited - cuts across a number of standard industry sectors. It is a significant source of employment in the borough, providing around 25,000 jobs and has grown rapidly in recent years. These activities are reasonably dispersed in the West and East of the borough.

The overall picture is one of relative diversity of business type but relative reliance on a few key sectors for both jobs growth and volume.

## Skills demand

A recent survey of London employers shows that, when recruiting, the majority of employers consider general employability skills (92%), basic literacy and numeracy (81%), and English fluency for speakers of other languages (76%), to be important or very important. Higher skill levels increase success in competing for employment.

Employers across Tower Hamlets have reported skills gaps across a broad range of skills

Table 5.1 - Type of skills gaps identified by those Tower Hamlets employers reporting skills gaps

Type of skills gap	% of employers reporting skills gaps
Technical, practical or job-specific skills	61%
Oral communication skills	45%
Problem solving skills	43%
Management skills	43%
Team working skills	43%
Office admin skills	40%
Customer handling skills	34%
General IT user skills	33%
Numeracy skills	28%
Written communication skills	26%
IT professional skills	19%
Literacy skills	17%
Foreign language skills	16%
Unweighted base	85
Weighted base	1,264

Source: NESS, 2009

Specific sectors have their own, often high, skill requirements. The sectors listed below all represent significant industries within the borough, and show the expected future skills needed by these sectors as they grow.

# Employment Strategy: Demand

Table 5.2 - Future skill needs in key sectors relevant to Tower Hamlets

Professional/ financial services	Level 4 qualification for 60,000 investment advisors; ethical management and influencing senior managers in financial services; understanding corporate risk and capital markets.
Engineering/ construction	Management and leadership skills required will include design management, multi-discipline team and technical leadership; contract and relationship management; leadership and supervision onsite.
Digital economy	There will be increasing demands to deliver creative content using multi-platform capability. Collaboration between telecommunications, technology and creative content organisations requiring strong management skills in networks. More skills in technology to improve business performance with Web and net specialist skills increasingly in demand.
Creative	Skills in the use of digital media, ICT skills, advertising and visual arts, marketing skills.
Retail	Management/professional skills in online retailing development through web design, front line administration, customer handling and team working skills; entrepreneurship, understanding commerce and supply.
Tourism, leisure, hospitality, hotels conferencing	Customer service roles in hospitality/retail – basic communication, literacy/numeracy, team working, problem-solving, empathy to enhance customer experience.
Care	ICT literacy among care assistants to support care users in learning to manage assisted living technologies.
Low carbon	Additional skills relating to installation and maintenance of new equipment in building services/engineering sectors including electrical trades..

Source: Skills for Jobs: Today and Tomorrow: The National Strategic Skills Audit for England 2010

The overall picture is therefore one of significant numbers of jobs and skills gaps, which could, with the right interventions, potentially be met by Tower Hamlets residents. Improving access to this vibrant market needs to be understood in the context of changing delivery mechanisms for welfare to work activities and this is covered in the next section.



## **Changes in Welfare to Work**

### **Policy Context**

National policy is changing, with a move towards a single worklessness delivery approach, reforms to the welfare system and significant changes to schools and education. Recent Government papers: '21<sup>st</sup> Century Welfare' (DWP, July 2010) and 'Universal Credit: welfare that works' (DWP, Nov 2010), have given some information on the intended context, but some detail still needs to be defined.

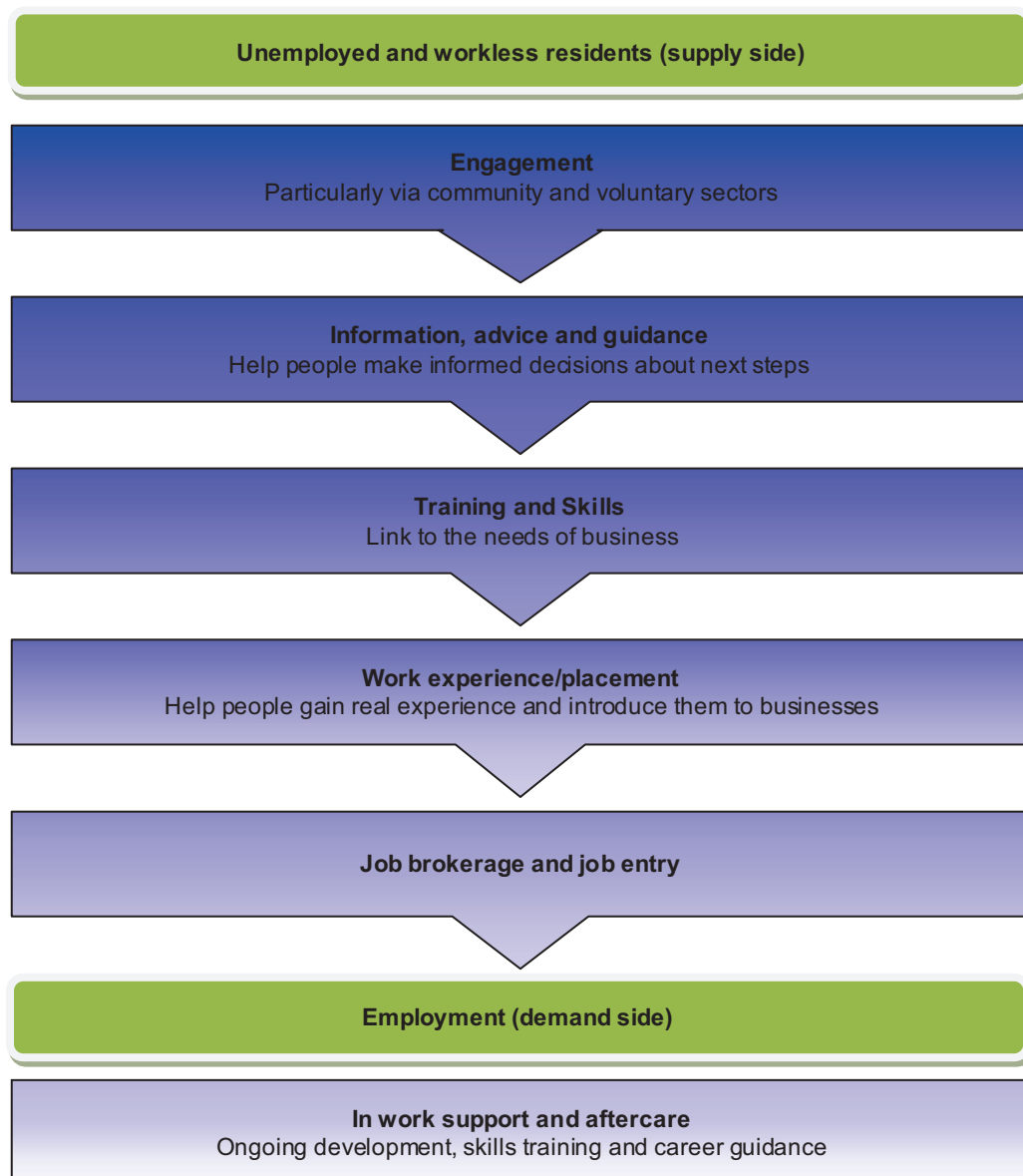
What is clear is that these radical shifts in national policy will impose change on the lives of Tower Hamlets residents, impact on operations and delivery within the borough, and pose further challenges for the objectives relating to this Strategy. Contained in the new national policy framework is a significant change to funding mechanisms through private sector led contracts to deliver the Work Programme.

### **Delivery Approach**

Despite very significant changes to the policy context, work-related and employability services can still be thought of using the following model, shown below, which represents an individual's routeway from worklessness to employment:

# Employment Strategy: *Changes in Welfare to Work*

Figure 6.1 - Routeway to Employment



## Employment Services Provision

The Government white papers describe a significant shift in welfare provision services. Historically, Jobcentre Plus delivered mainstream services, supplemented by New Deal programmes and Employment Zones. This approach was added to by local authority programmes and a host of additional employment projects and services, largely delivered by third sector organisations.

Recent Government policy on welfare to work programmes will introduce large new service providers with different delivery models. Tower Hamlets has little influence on DWP commissioning but has a role to play in the facilitation and delivery of the programme through partnership working. The borough has significant experience in understanding the characteristics of its population and their needs, and can help facilitate the work of other providers to best meet these needs.

## **Prior Delivery Model for Workless Residents**

in the past the mainstream of service delivery has been conducted by Jobcentre Plus, which focused on those who claim welfare benefits: JSA, IB/ESA, and IS. JSA claimants were engaged on employability programmes and 80-85% of new claimants would get a job in the first 12 months. If jobseekers reached 12 months unemployed they would be referred to the New Deal Programmes or Employment Zones, depending on their age, disability and certain other criteria. With the introduction of ESA, new IB claimants were moved immediately to ESA and assessed for capability to work. They would then be either moved to JSA or remain on ESA. IS claimants (Normally Lone Parents) would remain on IS while their youngest child was under 10 years old. The DWP commissioned private and third sector providers to deliver New Deal, Employment Zone and Pathways to Work programmes for specific groups and claimant types.

Other employability programmes, including Council ones, offered services to all residents, including those groups serviced by Jobcentre Plus. External funding expanded and increased the volume of service delivery available to all groups (dependant on funding requirements). Voluntary and community sector organisations delivered services to specific groups of residents and this was usually tailored to the funding requirements of their grants. Grants were received from a variety of national, regional and local sources. In April 2010 a survey of local employment and skills providers indicated that there were several hundred providers running welfare to work initiatives within the borough of Tower Hamlets.

A key characteristic of this service approach has been the duplication of provision by the mainstream and local providers. Whilst choice of provision can be beneficial, overlapping services can reduce value for money and produce competition between local deliverers. In the last three years much funding has been released as unemployment has risen, including, for example, European Social Fund (ESF) and the Council's own Working Neighbourhood Fund (WNF) allocation. Due to the large amounts and accessibility of funding streams for employment many organisations added employment outcomes to their portfolio of services. This has produced an uncoordinated and complex array of overlapping provision.

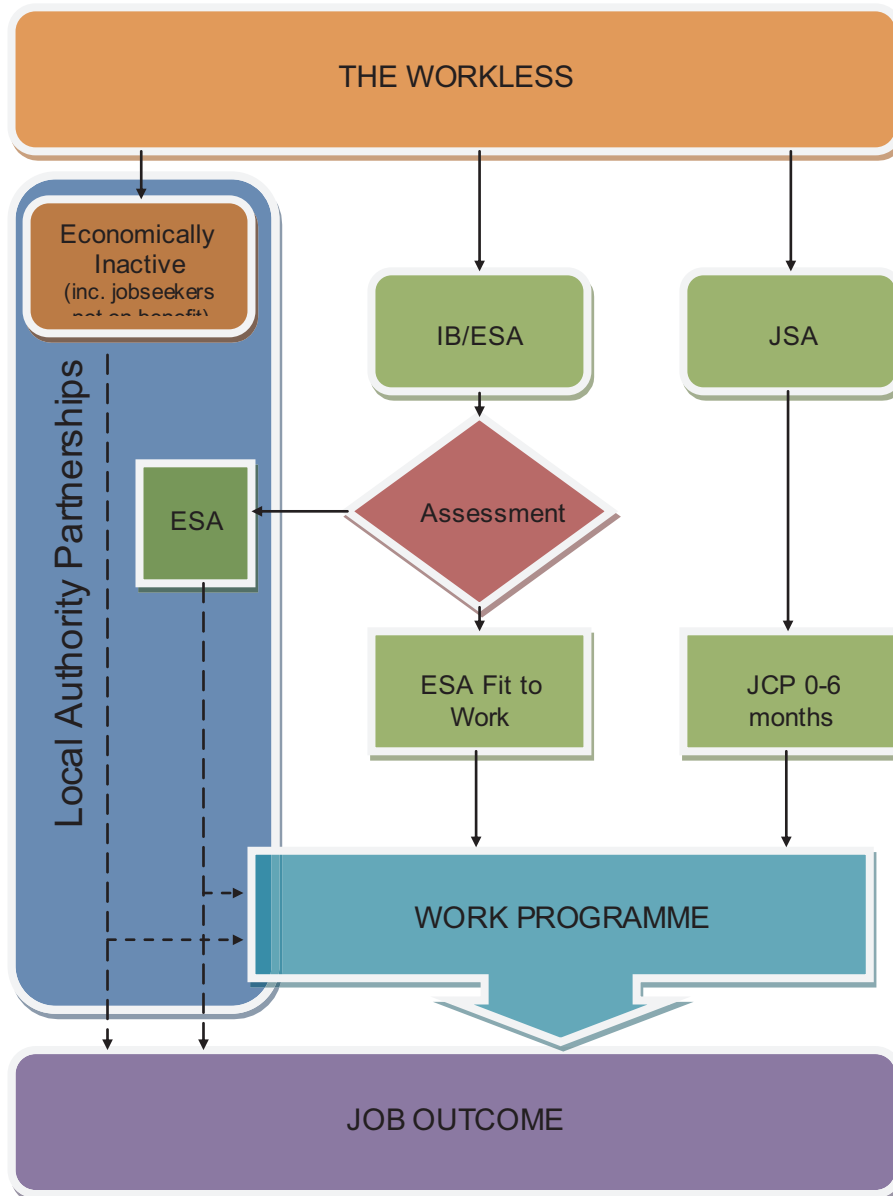
## **New Employment Delivery Model**

National policy changes have created a more streamlined model of delivery for Jobcentre Plus services and the new Work Programme.

JSA claimants will remain with JCP for 6 months, where it is assumed 65% will move into employment. On reaching 6 months unemployment, claimants will be moved onto the new Single Work Programme. ESA/IB claimants will be assessed for their capability to work and it is expected that 23% will move to JSA or cease to claim. Of the remaining 77% it is expected that 25% of this group will remain on ESA as being unable to work and 75% will move into the ESA-work-related group. These claimants will be referred to the new Work Programme for further assistance. IS claimants will have their Lone Parent status ended when their youngest child reaches 5 years old, and be expected to look for work through the JSA route. The movement of different groups in the new delivery model is shown in the diagram below:

# Employment Strategy: *Changes in Welfare to Work*

Figure 6.2 - New Delivery Model Overview



The Work Programme is a nationally-commissioned service, delivered by two or three private providers in specified Contract Package Areas (CPAs). The 'East London' CPA includes the 16 boroughs of Hackney, Newham, Tower Hamlets, Barking & Dagenham, Redbridge, Havering, Waltham Forest, Croydon, Bexley, Lambeth, Bromley, Greenwich, Lewisham, Southwark, Merton, Sutton, and the City of London. London Borough of Tower Hamlets will need to work closely with the three Prime Contractors who will be providing services.

According to DWP estimates contained in the bid documentation for the Work Programme, it is estimated that there will be 45,000 clients starting with the Work Programme ("customer starts") in the East London CPA in 2011/12. This is forecast to reduce relatively steadily, to 26,000 in 2015/16. Dividing the number of participants by the number of boroughs (excluding the City of London), suggests that 11,250 participants is the mean number of people who would receive support from the Work

# Employment Strategy: *Changes in Welfare to Work*

Programme in the borough during these five years (although it should be noted that changes in policy and the economy could change the figure substantially). However, as the supply section above showed, Tower Hamlets is an area of acute need with some of the highest numbers of eligible claimants in the East London CPA. This means that the actual number of Tower Hamlets residents served by the Work Programme is likely to be much higher. Given that an assumption of 11,000 Tower Hamlets' participants in the Work Programme is conservative, whatever the eventual numbers, this provision will be very significant for the borough.

That said, it should be noted that despite the importance of Tower Hamlets as a borough with high numbers of people unemployed and economically inactive residents, within the context of the East London CPA it will be only one of 17 local government bodies seeking to make its case. To help tailor the Programme to the needs of Tower Hamlets residents, it may be necessary to facilitate dialogue with both providers and councils across the whole of the East London CPA.

## **Complexity of the Benefit System**

Consultation findings show that people find it difficult navigating the benefit system and have concerns about the 'benefit trap' – the lower take-up of child working tax credit could be as a result of this. Consideration needs to be given to how people can be better advised on benefits entitlement. Partners also need to consider how to address the perceived and real 'benefit trap'.

As set out in the White Paper "Universal Credit: welfare that works", published in November 2010, Universal Credit is due to be introduced from 2013. Some changes will be necessary to the Work Programme contracts as a result of this. This area of work will need further research to identify the impacts and opportunities for Tower Hamlets residents.

## **Resourcing Delivery**

Of the financial resources available for delivery, the mainstream of Jobcentre Plus and the Work Programme account for a significant portion. The funds available for Work Programme Prime Contractors are affected by the volume of clients serviced and their success. They receive payment in four stages: an attachment fee; a Job Outcome payment; Sustainment Outcome payments; and Incentive payments. It is expected that these incentives will drive the Primes' approach to delivery. Since DWP suggests that each Primes' contract will be worth £10-50m p.a., it is possible to derive a mean spend per borough per annum of about £1.9m to £9.4m (£9m - £47m in the next 5 years). Again, this figure may be misleadingly low because of the high concentration of eligible people within Tower Hamlets.

The Work Programme has increased significance given that there are some reductions in the resources available to the borough. In particular, there is no replacement for Working Neighbourhoods Fund which ends in 2011. This has been providing an average of £10.8m per year since 2008. Whilst the Council will be seeking to mainstream these activities where possible, the end of this funding will affect service delivery in the borough. Since many local organisations benefited from WNF funding, there is also likely to be a knock-on effect on charities and community groups.

# Employment Strategy: *Changes in Welfare to Work*

This also raises the question of the role of the Council, given that it will have less finance available. It may be that the Council's role in influencing what others do with their money, particularly Jobcentre Plus and Prime Contractors, takes on a greater importance if it is to achieve its objectives. London Borough of Tower Hamlets can offer other resources which add value to delivery including improved access to people, buildings, data and, to a limited extent, match funding where the Borough wants to incentivise provision for certain groups.

The overall effect then is that there is a need to do more with less. This will require co-ordination by the Council and partners, in conjunction with JCP and Primes.

## **Complex Local Employment Provision**

For its Total Place analysis, the Council is compiling information on existing provision. Headline analysis of the work done so far shows a complicated map of provision, with no fewer than 207 employment projects delivered by 146 organisations, with 43% of the projects focused exclusively on Tower Hamlets. While these multiple programmes undoubtedly benefit Tower Hamlets residents, this level of complexity and overlap cannot be considered the most efficient use of funding. Further consideration needs to be given to how service provision can be better co-ordinated to address local needs and provide value for money, particularly in the current funding climate. It should also be noted that the implementation of the new Work Programme will have a dramatic effect on this complicated web of provision.

The Work Programme, expected in Summer 2011, will target all those on a welfare benefit, particularly JSA, IB/ESA and IS, and these mainstream services will impact greatly on the service provision levels within the borough. This presents an opportunity to rethink the council's focus on where investment should be targeted and how partnership working might influence and complement the work of these new provision arrangements.

## **Holistic Approach to Tackling Worklessness**

The complicated relationships between employment and skills, health, poverty and housing, family structure and mobility highlight the strong socio-economic determinants of worklessness and the need for an holistic approach to supporting workless people into sustainable employment. Employment programmes will need to engage other services to assist people in overcoming the often complex nature of their barriers to work. This joined up approach will secure longer sustainability for those entering the jobs market.

The challenge is to address low levels of skills and qualifications and other barriers to work, so that all residents of Tower Hamlets can compete effectively for the many jobs within the borough and within easy reach of it.

## Analysis

To successfully identify the factors that will shape the employment strategy, it is necessary to understand the context of Tower Hamlets, the supply and demand of labour within the borough, the barriers to entry facing the workless population, and changes underway in welfare to work provision. This is provided in the preceding sections. In addition, a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of factors which influence the employment rate in the borough is also provided in the Appendices.

The information in the earlier sections of this strategy, as well as that in the Local Economic Assessment, provides the basis for six important conclusions. These are that:

- (i) The scale of the employment challenge requires that Tower Hamlets target different groups of benefit claimants, as well as non-claimants if it is to reach its aspiration of a convergent employment rate.
- (ii) Collaboration will be required with agencies who are connected to hard-to-reach groups. Many residents will be reached by mainstream provision but some are “off the map”, meaning the Council, health, housing and community groups need to strengthen partnership working to access them.
- (iii) Some groups have disproportionately low employment rates and so require more targeted intervention.
- (iv) There are many jobs available in Tower Hamlets – and the number is growing – but residents need to be able to access and compete for them.
- (v) The high degree of commuting into and out of Tower Hamlets suggests that the aim of increasing the employment rate should not be solely restricted to activity within the borough.
- (vi) There is a correlation between housing need and the employment rate, which is reflected in the high churn rate: Tower Hamlets loses economically active people who move into the market.

## Scale of the Employment Rate Challenge

- (i) The scale of the employment challenge requires that Tower Hamlets target different groups of benefit claimants, as well as non-claimants.

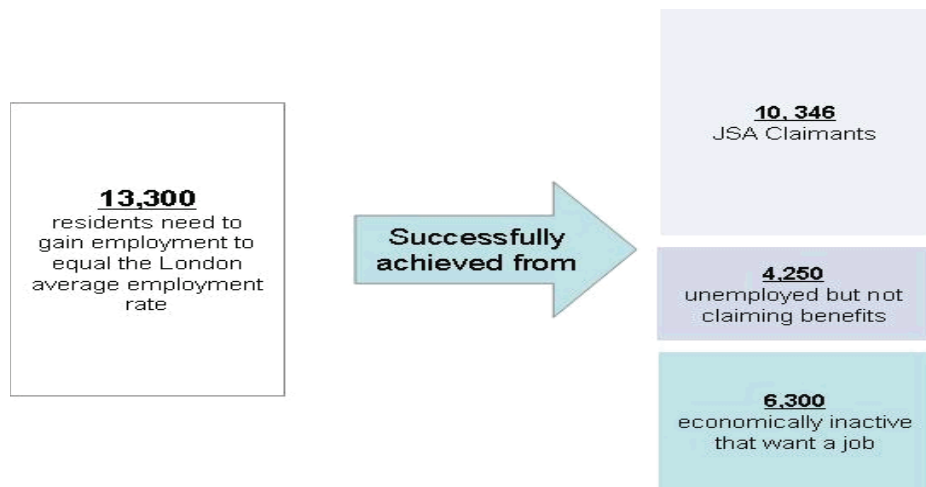
Tower Hamlets faces a significant challenge in trying to increase the very low employment rate. Around 13,300 additional Tower Hamlets residents will have to start working for the borough to reach the London average employment rate.

Where will these people come from? In addition to the 14,600 residents who are ILO-unemployed, there are 6,300 economically inactive people assumed to want a job, totalling 21,000 residents who constitute the main target groups to move into employment. This is summarised in the diagram below.



# Employment Strategy: Analysis

Figure 7.1 - Achieving the Target Rise in Employment Rate



If the total of the three groups on the right hand side of the diagram (c.21,000) is taken as the supply of willing labour, this means that almost two thirds of all the people who are seeking work need to move into employment if convergence with the London rate is to be achieved. Tower Hamlets therefore has to look beyond the unemployed who are looking for work if it is to have a realistic chance of reaching the London average employment rate. In addition, there are a further 41,000 people not shown on the diagram who are economically inactive and not actively interested in work who should not be overlooked. Whilst they may be further from the labour market, some might consider work given the right circumstances or motivation.

## Collaboration with Different Agencies

- (ii) Collaboration will be required with agencies who are connected to hard-to-reach groups. Many residents will be reached by mainstream provision but some are “off the map”, meaning the Council, health, housing and community groups need to strengthen partnership working to access them.

For JSA clients, the main delivery agencies are JCP and the Work Programme. Since the Work Programme also serves some ESA customers, mainstream provision is likely to account for approximately three quarters of the pool of residents that the Borough would like to move into work. Besides building on the existing relationships with JCP, it will be necessary to forge new relationships with the Prime Contractors appointed to deliver the Work Programme in East London. Primes have a key role to play because the Work Programme will deal with a significant volume of people and they will have long-term contracts which incentivise them to keep people in work. The Council needs to partner effectively with Prime Contractors so that Tower Hamlets residents benefit from good service delivery.

By extension, with the Work Programme prime contractors delivering services to the main claimant groups in the borough, the Council and its partners have the opportunity to focus on those residents who fall outside of this provision or find it difficult to access. The Council has a vital role to play here. With access beyond what the Prime Contractors can expect to achieve, the council can partner with a range of appropriate stakeholders, including the third sector, and utilise the expertise of local



providers to help the hardest-to-reach to “step up” to mainstream provision. This approach will help to reduce duplication and maximise the value for money of locally provided service delivery.

The challenge for the Borough is therefore to work with the mainstream providers to reduce levels of worklessness amongst the resident population at a time when competition for jobs both within and outside the Borough is high and large proportions of workless residents are in a poor position to compete. Additionally there is a challenge to ensure that those recently made unemployed do not remain out of the labour market for too long and join the pool of long-term workless.

## Targeting Disadvantaged Groups

- (iii) Some groups have disproportionately low employment rates and so require more targeted intervention.

Analysis suggests that some key groups are more disadvantaged in the borough and subsequently are disproportionately represented in lower employment and higher unemployment statistics.

These groups include:

- *Black (African)* – the ethnic group with the highest proportion of JSA claimants
- *Young men* – over half of JSA claimants are young men
- *Women* – economic activity rates are much lower than for men in Tower Hamlets. Since men’s activity rate is almost in line with the London average, high economic inactivity is a significant factor in reducing the overall employment rate in the borough
- *Other ethnic minority communities*, notably including the Bangladeshi community, which has the second highest incidence of JSA claimants after Black (African) people.
- *People with health issues or a disability*, particularly mental health
- *Overlaps between these groups* – such as Bangladeshi women, who are significantly more likely to be economically inactive than other groups

Evidence from the Local Economic Assessment and this strategy therefore suggests a need for a core of service delivery which will be accessible to local residents particularly in need of support. This takes account of the fact that generic services are not suitable for, and will not reach, all client groups due to the issues and barriers they face in accessing the labour market. As well as using demographic characteristics and benefits information to target these groups, in some cases geography can also be used, as there are spatial concentrations of workless people, as well as poverty and deprivation.

It is therefore essential that alongside core functions, largely provided by mainstream services, targeted delivery methods are developed in order to affect change on those groups of people who remain largely detached from these systems, or under-represented in employment statistics. This is an effective way to identify key issues among a diverse residential population and can form the basis for the design of service provision.

The Council and Tower Hamlets' partners have a wealth of access to residents through health, education, housing and communities and it is important that these communication lines are exploited. Working with partner organisations can raise residents' awareness of opportunities and broker them onto appropriate support. The Council can also be a key facilitator in forming consortia of services to enable a joined up approach toward disadvantaged groups. While it can be a challenge working with the most difficult and disadvantaged groups, extending opportunities of employment can bring added benefit, such as reducing child poverty. The hard-to-reach are also often longer-term residents and therefore less likely to contribute to the 'churn' effect. Reductions in worklessness in these groups are therefore more likely to have a long-term effect on the borough's employment rate.

## Linking Residents to Demand

- (iv) There are many jobs available in Tower Hamlets – and the number is growing – but residents need to be able to access and compete for them.

There are many jobs available in Tower Hamlets and the trend is one of growth. The different projections and scenarios forecast very significant levels of employment growth in Tower Hamlets over the next 20 years (between 25% and 50%). It is clear that the expansion of Canary Wharf at Wood Wharf, combined with higher levels of housing delivery, will provide the greatest potential for employment growth. However, with the LEA projecting that employment of residents will increase by just 19% under the baseline scenario, the borough's employment opportunities appear likely to grow more quickly than the ability of local residents to access them. In other words, unless something changes, most of the new jobs in Tower Hamlets will continue to go to people who live outside the borough.

Data also indicates that the types and sectors of work which residents are most successful in accessing are not those which are growing. Although there is replacement demand, residents have lower success in entering professional, technical and managerial types of work, which are the areas where there is an increase in structural demand. Qualification levels are likely to be part of the issue here, given that employers report skills gaps and that Tower Hamlets has below average numbers of people with skills at Levels 2 and 3, in particular, but there may be other factors at work. Increasing residents' ability to compete, as well as finding ways to improve residents' access to vacancies, should form part of the objectives and actions.

## Employment as a Cross-Borough Issue

- (v) The high degree of commuting into and out of Tower Hamlets suggests that the aim of increasing the employment rate should not be solely restricted to activity within the borough.

Nearly 70% of working residents commute out of the borough to work, mostly in towards Central London. This trend is partnered with a high degree of in-commuting by workers who come from across the city and the South East. With quick access from London City Airport to Canary Warf, some workers even commute internationally. This high level of labour migration creates both challenges and opportunities for the target of increasing the borough's employment rate. Strong transport links mean that Tower Hamlets residents can benefit from employment

opportunities throughout the regional and sub-regional labour markets, but they face stiff competition from other London residents who are just as willing to travel for work.

It is therefore beneficial to see the issue of creating employment opportunities as at least a sub-regional problem. Opportunities such as Westfield and the Olympic Legacy developments can be both a driver and an opportunity for Tower Hamlets residents. Residents willing to travel to find work will find job opportunities both before and during 2012. Additional development, notably at Stratford City, will create retail and commercial opportunities that are located near to Tower Hamlets' residents, particularly on the east side of the borough. There is a clear benefit to encouraging workless residents to overcome barriers or reluctance to travel, and to exploit employment opportunities just across the borough boundary.

Finally, given that employment is a cross-borough issue, there is a need to partner with other boroughs on employment issues. This can build on the working relationships and alignment of objectives achieved through the Multi Area Agreement and the Strategic Regeneration Framework. This need for cross-border collaboration is made even more necessary by the size of the Contract Package Area for the Work Programme, given the programme's likely dominant affect on local service delivery.

### **Housing and Population Churn Affect the Employment Rate**

- (vii) There is a correlation between housing need and the employment rate, which is reflected in the high churn rate: Tower Hamlets loses economically active people who move into the market.

Tower Hamlets experiences a high degree of churn, as economically active groups migrate out of the borough in search of affordable housing. This phenomenon is closely linked to middle income distributions and to individuals and households within the 30-45 age range.

This out-flow is partnered by an in-flow of migrants, both international and from across the UK, who typically have lower levels of economic activity and are attracted to the borough's high levels of employment opportunities. The combined effect of this churn is the outward migration of a stable, middle income, high employment demographic and the inward migration of relatively deprived, lower-skilled and unemployed new residents. This therefore has a large suppressing effect on improvements to the borough's employment rate, as those residents who find stable, well-paid jobs are more likely to leave the borough and be replaced by the unemployed. There is therefore a link to the Housing Strategy as the continuing need for affordable housing – both for rent and sale – will continue to drive residents from the Borough.

# Employment Strategy: *Aims and Objectives*

## Aims and Objectives

The aim of the Employment Strategy is to increase the employment rate in Tower Hamlets, with the overall goal that the borough's employment rate converges with the London average by 2020. This requires 13,300 additional people in Tower Hamlets (based on current figures) to enter the labour market.

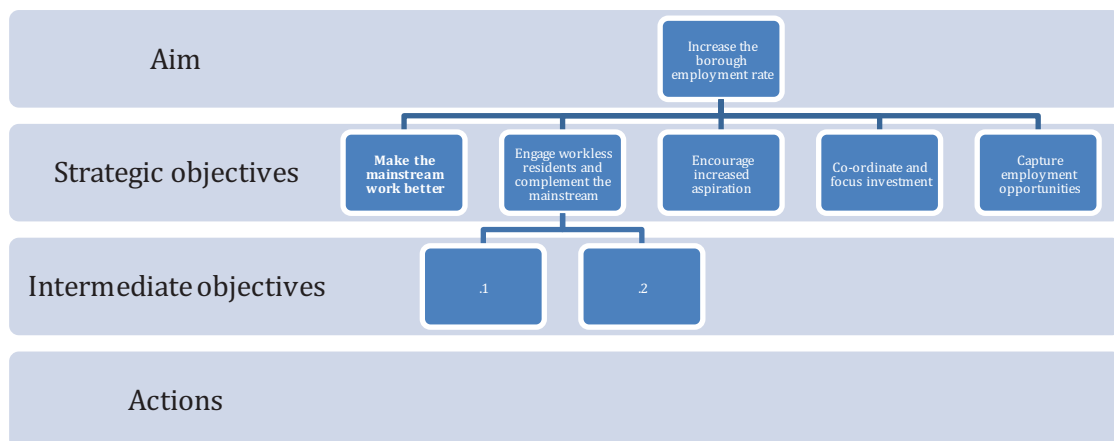
Five strategic objectives are set:

1. Make the mainstream services work better for residents
2. Engage those workless residents detached from the labour market and complement the work of the mainstream
3. Encourage increased aspiration toward engaging with the labour market, particularly for inactive groups
4. Ensure economic investment is co-ordinated and focused
5. Capture employment opportunities for Tower Hamlets residents within the borough and wider London labour market

The objectives are based on the earlier data and analysis, which set out the challenges and opportunities the borough faces.

Each of the strategic objectives is now considered further. The hierarchy used is that each strategic objective is supported by about three intermediate objectives, which then have actions assigned to them, as shown in the diagram below:

Figure 7.2 - Hierarchy of Strategic Objectives



# Employment Strategy: *Aims and Objectives*

## **Objective 1: Making the Mainstream Services Work Better for Local Residents**

Services for residents delivered through national programmes form the core of service provision in Tower Hamlets, as they do elsewhere in the country. The DWP's introduction of the new single Work Programme, together with the changing policy context around working age benefits, means that the volume of local residents served by mainstream provision, including Jobcentre Plus, will be between 15,000 and 25,000 people, depending on assessment results and the impacts of welfare reform definitions.

Ensuring that mainstream services are operating as responsively, effectively and efficiently as possible is vital, as incremental improvements in the volume programme will have a significant positive impact for Tower Hamlets residents. The "black box" approach to the Work Programme also means that the providers delivering the programme will need to design services to overcome the barriers and challenges identified in this strategy to achieve sustainable job outcomes. Ensuring providers' responsiveness to local needs and conditions will benefit all parties and generate a stronger return.

It is essential that the Council and its partners maximise the return from the national mainstream investment, as other funding streams have been significantly reduced.

The intermediate objectives in this area are to:

### **1.1 - Develop and Maintain Appropriate Relationships with DWP / JCP and Primes**

Tower Hamlets will build on its strong relationship with Jobcentre Plus to further engage with the DWP and Prime Contractors. The purpose is to secure partnership agreements and identify ways of working together. The Council has:

- democratic accountability
- access to residents, directly and through partners
- in depth knowledge of the context of its residents
- relationships with delivery agencies, many of which have expertise with specific groups
- access to premises, many of which are located in the heart of areas in need of intervention

Tower Hamlets will invite representation from Work Programme providers on the Employment Steering Group and ask Prime Contractors to sign up to the Employment Strategy. Securing this representation and agreement is an important part of this sub-objective.

### **1.2 - Develop and Secure Partnering, Co-commissioning and Sub-contracting Opportunities from Primes**

The Council wishes to secure subcontracting arrangements for consortia of local provision that are best positioned to achieve an impact. Charities, social enterprises and other providers have much to contribute because of their experience and networks and the Council wishes to ensure that the Prime Contractors can readily draw upon these resources. The Tower Hamlets Partnership structures can help to ensure access to the local third sector, in conjunction with the Council as the relationship manager.

## **1.3 - Ensure that Mainstream Provision Responds to Tower Hamlets needs**

London Borough of Tower Hamlets intends to share performance information and other data with Prime contractors. Understanding which groups are benefitting from mainstream services will help the Council identify where there is a need for complementary provision. This might include groups of service users eligible for mainstream support but with a low uptake, as well as groups which are not entitled to support. In line with the overarching objective, where gaps are identified, the Council would consult with mainstream providers about possible programme adjustments.

# Employment Strategy: *Aims and Objectives*

## **Objective 2: Engaging Workless Residents Detached from the Labour Market and Complementing the Work of the Mainstream**

If maximising the impact of the mainstream programme is the first objective, then supporting those that are excluded from, or find it difficult to access, the mainstream (i.e. complementing mainstream delivery) logically follows.

Creating complementary activity to enhance accessibility to mainstream services, or to facilitate access to jobs directly, would allow the Council and partners to target communities of interest and groups of concern as identified earlier. Furthermore, by developing key programmes to complement and thus improve mainstream work, there is likely to be a reduction in duplication of services and increased value for money. This objective also allows for programme design outside of the working age groups, for example, preparatory work with young people on skills and experience, or specific projects to support employability and access to information.

The intermediate objectives are to:

### **2.1 Respond to the Geography of Worklessness**

In designing complementary programmes, geographic areas with particularly high levels of unemployed and inactive residents can be targeted, specifically the four most employment-deprived areas in the borough. The areas which have particularly high rates of economic inactivity and worklessness are:

- *north-east* - starting to the east of Victoria Park, extending down into Bow
- *west* - in the south of Spitalfields, extending into the west of Whitechapel and the southern half of Shoreditch
- *central* – from the border between Limehouse, Stepney and Bow Common, including much of Poplar
- *south-east* - from Leamouth, extending south-west through the east of Blackwall and Canary Wharf, finishing in northern and central Millwall and the east of Cubitt Town

### **2.2 Target Specific Groups with Low Rates of Economic Activity and/or High Rates of Unemployment**

It is likely that some groups identified as further away from employment will benefit from separate projects, and these will be developed in collaboration with the Employment Steering Group, public and third sector partners. The general principle is to aid the transition towards inclusion in the mainstream provision, where resources are greatest, although some dedicated employment services may also be offered. Additional financial resources may also need to be identified and deployed to close the gaps between targeted groups and the mainstream.

Specifically, it is anticipated that targeted programmes will be appropriate for:

- *Black (African)* – the ethnic group with the highest proportion of JSA claimants
- *Young men* – over half of JSA claimants are young men
- *Women* – economic activity rates are much lower than for men in Tower Hamlets. Since men's activity rate is almost in line with the London average,



# Employment Strategy: *Aims and Objectives*

high economic inactivity is a significant factor in reducing the overall employment rate in the borough

- *Other ethnic minority communities*, notably including the Bangladeshi community, which has the second highest incidence of JSA claimants after Black (African) people.
- *People with health issues or a disability*, particularly mental health
- *Overlaps between these groups* – such as Bangladeshi women, who are significantly more likely to be economically inactive than other groups

Anticipating the development of the future workforce, the council will develop programmes to facilitate entry to the labour market for young people (and NEET) groups, targeting specific barriers to work using the routeway to work model.

## **2.3 Respond to Skills Needs for Residents Not Served by Mainstream Provision**

Whilst the mainstream will most likely provide skills training for those engaged with Jobcentre Plus and the Work Programme, not all residents are eligible or can readily access the mainstream. There is therefore a need to consider the role of complementary work around skills for such groups. Skills are important when competing for jobs, as businesses have particular needs which they seek to fulfil.

Skills can also have further functions: they can be a pre-requisite which equips people to take advantage of further training, as in the case of literacy and language skills, including ESOL; they can be a means of engagement and confidence building for those who are distanced from the labour market; and they can be a means for people to develop new abilities which they want to pursue professionally. Whilst these functions may stop short of directly connecting to the labour market, they nonetheless have value as interventions and can benefit some of the residents who are in need of support.

This intermediate objective also reinforces the others in this section. Local partners, including the Council, may choose to target interventions on particular areas or groups where skills are part of the need and may be tailor skills training to those groups' needs and/or interests.



# Employment Strategy: *Aims and Objectives*

## **Objective 3: Encourage Increased Aspirations to Engage with the Labour Market, Particularly for Inactive Groups**

The first two objectives seek to ensure that there is a suitable range of services that provide access for local residents to employment services, but these need to be placed in the context of the Borough having approximately 47,000 residents classed as economically inactive, many of whom may not currently be ready to consider work. There is a need to raise aspirations to work and promote the benefits of work: it is essential that economically inactive groups are encouraged to engage in the routeway and are offered the opportunity to access information and guidance relating to skills and the labour market.

Only by increasing aspiration and furthering a culture of work amongst Tower Hamlets residents can the longer-term goal of employment rate convergence be achieved. This entails three intermediate objectives.

### **3.1 - Campaign for the Benefits of Work**

A comprehensive communications plan will be developed to ensure residents are aware of available employment services. This plan will include a campaign to encourage economically inactive people to consider work as a positive and viable option, and to sell the benefits of employment and economic independence. It will be conducted in partnership with Primes, housing partners, health providers and Prosperous Communities

The purpose of the campaign and associated communication will be to:

- (i) *Inform* – provide clear information as to the options, opportunities and support available
- (ii) *Inspire to aspire* – using community leaders, role models and positive examples to encourage aspiration in workless groups
- (iii) *Connect to specialist support services* – where targeted service provision exists, to raise awareness of available services within the groups and communities that need it most

Communications will target the specific groups that need encouragement to access employment services. This can be through existing publicity channels, as well as community partners who may have specific access. This objective will be coordinated by Tower Hamlets Council through the Employment Task Group, Housing partners, Health partners, and the Prosperous Communities Delivery Group.

### **3.2 - Conduct Outreach through Known Routes**

Engagement with third sector organisations and networks will be important to ensure residents from disadvantaged groups have access to information and support. Where residents are not already engaged with benefit providers it is important to actively engage them through non-employment services, such as health, housing, children's services and education. In particular, working with housing providers will enable identification and engagement with workless social housing tenants who are not claiming benefits.

Specific effort needs to be made to ensure that young people struggling to find work today do not become the long-term unemployed of the future. While reductions in NEET rates over the last four years have been encouraging, it is important to encourage young people to think beyond education and enable them to capitalise on

## Employment Strategy: *Aims and Objectives*

their skills and aspire to stable employment in the future. To encourage employment aspiration in young people as they transition out of education it will be necessary to work closely with schools, colleges and universities, along with other youth services, as appropriate. Linking education services with local employers may also be profitable.

### **3.3 - Understand Behaviour and Motivation**

To successfully increase aspiration within workless and economically inactive groups it will be necessary to develop an understanding of attitudes to employment, especially towards specific attitudinal or psychological barriers to work. Such perceptions may be real or perceived, but without developing a clear understanding it will not be possible to target resources towards helping residents overcome them.

Effort will also be made to identify specific barriers to aspiration, including (but not exclusively) the financial concerns relating to the perceived 'benefits trap', and whether specific communities have cultural reasons preventing them from working. This data-gathering exercise will then enable either specifically targeted resources to address these concerns, or the re-evaluation of Strategy targets relating to the group in question.

# Employment Strategy: *Aims and Objectives*

## **Objective 4: Ensure Investment is Co-ordinated and Focused**

Historically, complex delivery arrangements in the borough have often provided overlapping and conflicting services, resulting in a dissipation of public investment and inefficiency in service delivery. With forthcoming reductions in public sector funding and the availability of grants, particularly in the third sector, it is essential that resources to increase employment are better co-ordinated. This is especially true of the newly introduced Work Programme. It is essential that the Programme's prime- and sub- contractors participate in local networks to successfully target delivery, and these networks in turn need to be better coordinated and less fragmented.

Improved co-ordination locally, and the inclusion of the Work Programme providers in that co-ordination, allow for better design of both mainstream and complementary services. This in turn will enable all resources to be deployed in line with the objectives of this Strategy. Additionally, it is hoped that better co-ordination across partner organisations will go some way to mitigate any reduction in outputs as funding is reduced. The ultimate aim is to work together to achieve savings across the board and deliver efficient services for residents. In this sense, co-ordinated activity and investment underpins all of the other strategic objectives. The three intermediate objectives are as follows:

### **4.1 - Develop and Strengthen Partnership through the ETG**

Successful co-operation between all relevant stakeholders requires co-ordination. As such the existing Employment Task Group will be reviewed and reconstituted to ensure the group is able to take on a strategic management and monitoring function for the Strategy. Because of the important place the Work Programme will have in all forthcoming service provision, every effort will be made to ensure the Prime Contractors are represented on, and fully engaged with, the Task group.

The importance of this Strategy in successfully co-ordinating service delivery within the borough, ensuring efficient provision and the targeting of hard-to-reach groups means that Tower Hamlets will seek to secure 'sign up' to the strategy by all providers. The Council can act as a co-ordinating body to align funding from partners, to ensure services sit within the co-ordinated strategy.

The Employment Strategy should also act as a matrix to commission all employment related delivery across the council, within a competitive application process. The Council will seek to lead and support consortia of organisations to apply for external funding opportunities as they arise.

### **4.2 - Align Partner Resources Against Strategic Objectives to Obtain the Best Return**

Given the previous context of diverse funding streams and delivery arrangements, and the emerging one of a reduced settlement, it is important for all agencies to work in partnership to use available resources as efficiently as possible. The Prosperous Communities and Employment Task Groups have a valuable role to play here, in providing forums to co-ordinate activities at the borough level. Given the intention to work with the mainstream (Objective 1) and to encourage partners to endorse the Employment Strategy, it is hoped that common ground can be found on which to base decisions which offer the strongest returns for all of the borough's residents. There are also four principles which underpin the Employment Strategy, shown in the

# Employment Strategy: *Aims and Objectives*

appendix, around data and evidence, barriers to work, Equalities and Diversity and Partnership working, which contribute to the overall framework. It is hoped that these can be linked with the objectives to provide a framework for partners to use in an integrated fashion when seeking the best use of existing resources, or bidding for new ones, including possible funding streams from central government or Europe.

## **4.3 - Ensure that all Council Strategies Act in Concert**

Clear correlations between worklessness, economic inactivity and child poverty mean that developing clear links between this Strategy and the Council's Child Poverty Strategy will bring returns on several fronts. Working closely with colleagues and agencies specialising in child poverty, health, education, skills and housing when developing programmes will enable reductions in specific geographic areas through partnership working. In some cases, it may be appropriate to adopt a "Total Place" approach, channelling resources from across service areas to achieve multiple aims by rationalising spending and service delivery. This intermediate objective also links to 2.1 and 2.2.

As the Council works to implement this Employment Strategy it will seek to harmonise the overarching aim of this Strategy with those of other Borough strategies, including the Enterprise Strategy and Child Poverty. This work will also connect with Health and Children and Young People.

# Employment Strategy: *Aims and Objectives*

## **Objective 5: Capture Employment Opportunities for Tower Hamlets Residents within the Borough and Wider London Labour Market**

The previous objectives are focused on supply; i.e. the readiness and ability of residents to access the labour market. However it is also important for the Strategy to support the demand side, reflecting the skills requirements of employers and capturing opportunities for the local resident labour force. This objective therefore seeks, through engagement with the public and, more importantly, the private sectors, to identify, incentivise, capture and create opportunities by which local people can progress toward and subsequently achieve their career aspirations.

This area of work operates in parallel with the Tower Hamlets Enterprise Strategy, which aims to support enterprise and entrepreneurship as drivers of economic and employment growth within the borough, and through this to provide opportunity and social mobility.

### **5.1 - All Parties to Engage with Businesses to Ensure the Maximum Job Outcomes for Local Residents**

Increases in the local employment rate cannot be achieved without the support and engagement of the local business community. However, close partnership can result in clear benefits for all parties, especially when related to capturing job opportunities for local residents. The Employment Task Group together with the Council will engage with businesses and their networks to identify current vacancies.

Co-ordination with businesses may include (but is not limited to):

- Working with them to recruit local talent
- Understanding their training needs – and seeking to provide employees that meet these needs through the routeways programme
- Secure new apprenticeship positions for Tower Hamlets young people

The Employment Task Group will also engage with businesses to identify opportunities for work experience, placements and internships. These are helpful ways for people to get experience and strengthen their CV that may also lead on to employment with the same company or improved prospects elsewhere.

Specific benefits for residents can be achieved by seeking to develop Local Accords with large employers – agreements that secure a proportion of vacancies for local people– and potentially by identifying opportunities for local organisations in the supply chains of larger businesses.

### **5.2 - Maximise the Benefit of Development Opportunities**

Encouraging development within the borough will increase the number of available job opportunities and boost the local economy. By engaging with developers at every stage it will be possible to secure job opportunities for borough residents, along with additional funding to support the wider aims of the Strategy. This can be achieved through the planning process, including Section 106, and through local accords as detailed above.

The Council will seek to maximise the opportunities arising from local developments and regeneration opportunities, particularly at Canary Wharf, Wood Wharf, the City Fringe and Stratford City, including the Olympics. Crossrail is also a major

# Employment Strategy: *Aims and Objectives*

infrastructure project. Also, the Council and partners will work with developers to exploit the opportunities from large scale mixed use developments and housing regeneration programmes.

A high degree of co-operation will be necessary to successfully maximise these opportunities, and as such will involve the Council, Employment Steering Group, Prime Contractors, and the Developers themselves.

## **5.3 - Ensure that the Public Sector Maximises Local Employment within its own Organisations and Supply Chains**

The public sector is a significant employer within the borough and will continue to be so in years to come. The London Borough of Tower Hamlets will seek to show leadership and develop good practice for the public sector as a whole, both in terms of encouraging direct local employment and when tendering. Collaboration with the health service will be particularly important in meeting this objective, as the Royal London Hospital is the borough's second largest employer. This intermediary objective builds on previous activities which the Council successfully delivered, including the management and delivery of the Future Jobs Fund.

## **5.4 - Ensure that Tower Hamlets and Partners Recognise the Skills Needs of Business**

Skills have a cross-cutting importance to employment and the employment rate. Residents with higher skills generally have more success in gaining jobs and their income is likely to be higher. It is also clear that there is a demand from businesses for certain skills which match their needs and can be mapped according to growth sectors in the borough's economy.

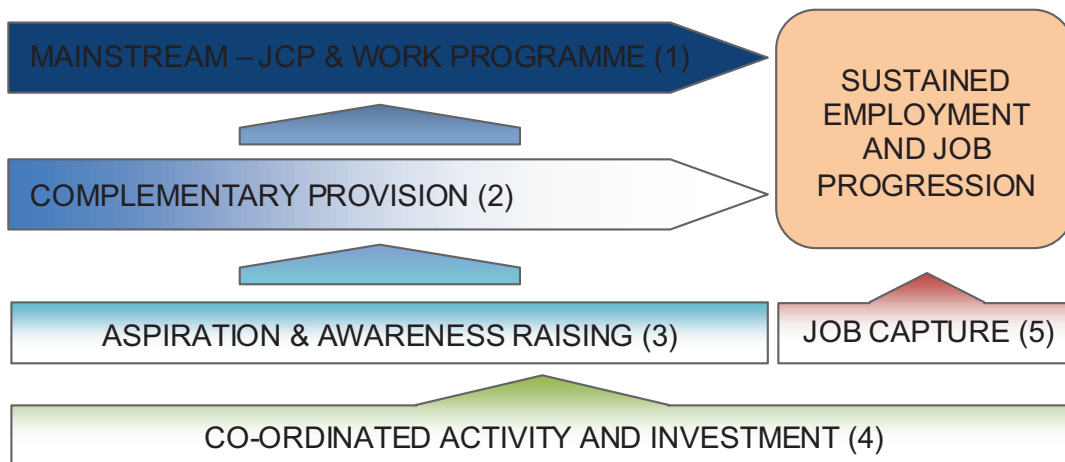
It is important for partners, including the public sector, third sector and Prime Contractors, to recognise the skills needs of business if the strategic objective of capturing opportunities for Tower Hamlets residents is to be fulfilled. The mainstream providers are likely to engage with businesses in the borough as they seek to deal with large volumes of clients who are seeking work. However, there is a role for all partners to play in this dialogue so that a full and accurate picture of businesses' demand for skills is maintained and the advantages for people in Tower Hamlets are maximised.

# Employment Strategy: Aims and Objectives

## Summary

The relationship between the five objectives is shown in the diagram below:

Figure 7.2 - Employment Strategy Objective Overview

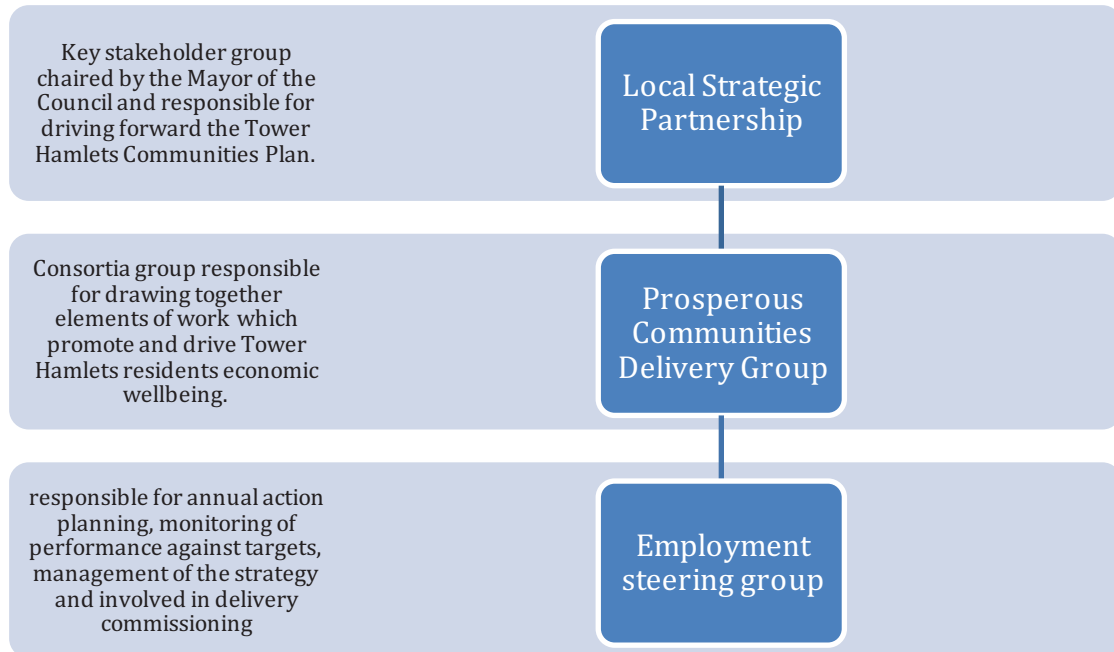


Changes to funding simultaneously necessitate that the borough and partners co-ordinate local resources and work with Work Programme Prime Contractors to best direct their substantial resources. Making the mainstream programme work for the borough also requires that Tower Hamlets engages and protects those on the margins of provision.

This includes supply-side intervention - encouraging aspiration amongst under-represented groups - and demand-side activity, particularly capturing jobs from Tower Hamlets' growing economy. This represents a coherent and comprehensive approach which will facilitate progress towards the Borough target of increasing the employment rate to converge with the London average.

## Governance and Implementation

The Tower Hamlets Employment Strategy sets out a five-year trajectory to increase the employment rate in Tower Hamlets. It covers the period from April 2011 to March 2016.



The strategy will be reviewed in September 2013 as a mid-term process. In addition, there will be an annual action plan of tasks, to be undertaken by the partnership, which will contribute to achieving the aims and objectives of the partnership. The action plan will be drafted, managed and monitored by the members of the employment steering group. Any considered actions will take account of availability of funding across the partnership.

Specific details of tasks, steps to achieve them and performance monitoring will be contained within an annual action plan produced by the employment steering group.



## Glossary

- ABI** – Annual Business Inquiry  
**CPA** – Contract Package Area – local delivery area for the Work Programme  
**DCSF** – Department for Children, Schools and Families  
**DLR** – Docklands Light Railway  
**DWP** – Department for Work and Pensions  
**EMA** – Education Maintenance Allowance  
**ESA** – Employment and Support Allowance  
**ESF** – European Social Fund  
**ESOL** – English for Speakers of Other Languages  
**ETG** – Employment Task Group  
**Host Boroughs** – The boroughs hosting the 2012 London Olympics: Tower Hamlets, Newham, Hackney, Greenwich, Barking & Dagenham and Waltham Forest  
**IB** – Incapacity Benefit  
**ILM** – Intermediary Labour Markets  
**ILO** – International Labour Organisation  
**IS** – Income Support  
**IS-LP** – Income Support for Lone Parents  
**JSA** – Job Seekers’ Allowance  
**JCP** – Job Centre Plus  
**LBTH** – London Borough of Tower Hamlets  
**LEA** – Tower Hamlets’ Local Economic Assessment document  
**LSOA** – Lower Layer Super Output Area, ONS geographic distinction  
**MAA** – Multi Area Agreement(s)  
**NEET** – Young People Not in Employment, Education or Training  
**NESS** – Neighbourhood Statistics  
**NHSCR** – National Health Service Central Register  
**NVQ** – National Vocational Qualification  
**ONS** – The Office for National Statistics, the Government statistical body  
**PCDG** – Prosperous Communities Delivery Group  
**Primes** – Prime Contractors delivering the new Work Programme  
**PTAL** – Public Transport Accessibility Level  
**RSL** – Registered Social Landlord  
**SRF** – Strategic Regeneration Framework  
**WNF** – Working Neighbourhoods Fund

# Employment Strategy: Glossary and Appendices

## Appendices

### Employment Action Plan for 2011/2012

Intermediate objective	Actions to Achieve	Actions by When	Responsibility
<b>Strategic Objective 1. Make the mainstream services work better for residents</b>			
1.1 - develop and maintain appropriate relationships with DWP / JCP and Primes	Encourage Prime contractors to sign up to the Tower Hamlets Employment Strategy		
	Invite Prime Contractors to participate fully in the structures of the Tower Hamlets Partnership, notably the Prosperous Communities Group		
	Participate robustly in any sub-regional framework/governance arrangements established to monitor and performance-manage Work Programme outcomes		
1.2 - develop and secure partnering, co-commissioning and sub contract opportunities from Primes	Negotiate sub-contract(s) for Local Authority-led delivery within the borough		
	Facilitate/support third sector relations and sub-contracts with Prime Contractors		
1.3 - Ensure that Work Programme / mainstream provision responds to Tower Hamlets needs	Use the THP structures (and the membership of JCP) to review performance of the Prime Contractors		
	Update statistical/evidence base of LEA to inform DWP/JCP understanding of Tower Hamlets needs and to hold Primes to account		
<b>Strategic Objective 2. Engage those workless residents detached from the labour market and complement the work of the mainstream</b>			
2.1 - Respond to the geography of worklessness	Prioritise at least one target area from the four priority areas identified		
	Design a suitable intervention with key partners		

# Employment Strategy: Appendices

Intermediate objective	Actions to Achieve	Actions by When	Responsibility
	<p>Put together a proposal for implementation during the last quarter of 2011/12</p> <p>Work with social housing providers including RSLs and Tower Hamlets Homes</p>		
<p><b>2.2 - Target specific groups with low rates of economic activity and/or high rates of unemployment</b></p>	<p>Work with partners to respond to the high economic inactivity rates amongst women, particularly Bangladeshi women</p> <p>Take up recommendations from work currently being lead by the equalities team and design one or more interventions based on the report findings for Bangladeshi women</p> <p>Target IB/ESA groups responding to specific health-related barriers with health partners, particularly around mental health</p> <p>Consider the development of ILMs for target groups, possibly including young people (especially men under 29), or other groups mentioned above</p>		
<p><b>2.3 - Respond to skills needs for residents not served by mainstream provision</b></p>	<p>Ensure that local skills needs are taken into account and prioritised in any geographic based approach</p> <p>Work with partners especially Tower Hamlets College to provide courses at Levels 2 and 3</p> <p>Work with Tower Hamlets College and other providers to identify skills which can help to engage and attract residents distanced from the mainstream, including by providing ESOL</p>		
<p><b>Strategic Objective 3. Encourage increased aspiration toward engaging with the labour market, particularly for inactive groups</b></p>			

# Employment Strategy: Appendices

Intermediate objective	Actions to Achieve	Actions by When	Responsibility
<b>3.1 - Campaign for the benefits of work</b>	<p>Promote work in schools and colleges</p> <p>Promote work with partners through places the public can access, e.g. health and housing</p> <p>Connect with groups with low labour market engagement using subject and skill areas that interest them, including ones which are not necessarily work related</p>		
<b>3.2 - Conduct Outreach through Known Routes</b>	<p>Engage parents in work related activity through schools, building on and learning the lessons from the School Gates project</p> <p>Provide employability skills for young people, working through schools and colleges</p> <p>Support links with local firms so that people can benefit from work experience, work trials etc to raise awareness and encourage people to see the benefits of work</p> <p>Develop a communications plan to successfully convey the benefits of work</p>		
<b>3.3 - Understand Behaviour and Motivation</b>	<p>Develop understanding so that benefits trap issues can be understood, including in the light of welfare reform and the introduction of Universal Work Credit</p> <p>Design and cost interventions to mitigate the effects of the benefit trap and overcome perceptions that people are worse off in work</p> <p>Develop an understanding of the psychology of working or not working</p>		

# Employment Strategy: Appendices

Intermediate objective	Actions to Achieve	Actions by When	Responsibility
<b>Strategic Objective 4. Ensure economic investment is co-ordinated and focused</b>			
<b>4.1 - Develop and strengthen partnership through the ETG</b>	Review terms of reference and role of ETG		
	Ensure Primes are fully engaged		
	Ensure that all partners are signed up to the objectives of this Strategy		
<b>4.2 - Align partner resources against the strategic objectives to obtain the best return</b>	Use the framework of objectives and principles when commissioning new provision in the borough		
	Work collaboratively to respond to significant funding opportunities, including from Central Government and Europe		
<b>4.3 - Ensure that all Council strategies act in concert</b>	Maintain the current approach with the Child Poverty action plan		
	Develop closer relationships between the employment strategy and the housing strategy		
	Influence and participate in the development of other borough strategies, such as Health and Children and Young People		
<b>Strategic Objective 5. Capture employment opportunities for Tower Hamlets residents within the borough and wider London labour market</b>			
<b>5.1 – All parties to engage with businesses to ensure the maximum job outcomes for local residents</b>	Maintain and develop good working relationships with private sector organisations, such as ELBA and the Canary Wharf Group		
	Engage and exploit the supply chains of large businesses to maximise opportunities for local people		
	Identify and secure work experience, placement, and internship opportunities for local residents		
<b>5.2 - Maximise the Benefit of Development Opportunities</b>	Ensure maximum job outcome return for local residents from major developments in and around the borough including Westfield, Olympics, Wood Wharf and Crossrail		

# Employment Strategy: Appendices

Intermediate objective	Actions to Achieve	Actions by When	Responsibility
<p><b>5.3 - Ensure that the Public Sector maximises local employment within own organisations and supply chains</b></p>	<p>Ensure a partnership approach to major development opportunities with JCP and Primes</p> <p>Develop a co-ordinated Public Sector local employment plan and corresponding initiatives with borough health services, especially the Royal London Hospital</p> <p>Ensure the public sector is supportive to creating employment growth through planning policy and inward investment</p> <p>Work through the public sector's supply chain and tendering practices to offer opportunities for local people, including through apprenticeships, routeways and potentially Intermediate Labour Market initiatives</p>		
<p><b>5.4 - Ensure that Tower Hamlets and partners recognise the skills needs of business</b></p>	<p>Tailor service provision to the skill needs of growth sectors</p> <p>Listen to businesses about the skills needs they have</p> <p>Shape mainstream and complementary provision to take account of these needs</p>		

# Employment Strategy: *Glossary and Appendices*

## **SWOT Analysis**

In order to summarise the issues associated the borough's economic structure and prospects we present a SWOT analysis detailing the key themes that have emerged.

### *Strengths*

The main strengths in relation to the borough's economy are:

- Canary Wharf has established itself as an integral and key player in London's global pre-eminence as a financial centre, and of London's Central Business District;
- The borough's adjacency to the City, supporting a strong business- services led sector, and creative industries activities;
- The borough as a whole benefits from a clustering effect as similar, related and supporting businesses are drawn to the borough;
- The borough is a major employment centre, and provides more jobs than there are residents of working age in the borough;
- Economic activity is spread across a number of sectors apart from financial and business services;
- A good level of enterprise, demonstrated by business births, deaths and survival rates; and
- Good transport links, providing access to a wide labour catchment to support its leading financial and business service sectors.

### *Weaknesses*

The main weaknesses in relation to the borough's economy are:

- Financial and business services have experienced some recent retrenchment, as a result of the financial crisis and subsequent recession;
- Certain sectors - Manufacturing, Wholesale and Retail and Transport and Communications - are in long-term decline;
- The limitations of the local labour force in relation to basic skills and qualifications, and the mismatch with the workforce required by the leading sectors;
- The limitations of the local housing market, in particular a lack of family homes and affordability, may undermine sustainable local economic activity.

### *Opportunities*

The Financial and Business Service sectors are forecast to resume as the engines driving economic and employment growth, as the global economy itself returns to growth. The development of Wood Wharf will be an important element, accommodating an additional 25,000 jobs over the next 20 years. Stratford City and the Olympic legacy developments that follow the 2012 Games will also drive economic demand and employment growth.

### *Threats*

The borough's economy is acutely exposed to the global economy where recovery is far from secured. Moreover Tower Hamlets has a significant dependence on financial services, and new financial and banking regulation and taxation arrangements could undermine the attractiveness of London to such institutions, impacting the role of Canary Wharf in particular. Recessionary risks in the national economy remain in the short-term and there will be significant cuts in public sector employment over the next

few years. Competition from new developments in the City and City Fringe and other developments in London may intensify competition for Canary Wharf and Wood Wharf.



## Principles of the Employment Strategy

Four cross cutting principles underpin the strategic objectives and will be applied to all investment decisions and programme design. These are:

### *Principle 1 – data and evidence*

Investment and project decisions will be evidence based and can relate back to the delivery of an impact on the employment rate and the work of the emerging employment strategy.

### *Principle 2 – Barriers to work*

When designing complementary work programmes, it is essential that plans for services should address the specific barriers to work for identified groups, thus enabling more sustainable outcomes.

### *Principle 3 – Equalities and diversity*

Whilst mainstream services are available for all groups, the council and its partners should be looking for those individuals who are effectively not being provided for or who are excluded from accessing these programmes. Equalities issues should look to address the gaps in service and ensure that all residents can access information and compete equally in the labour market.

### *Principle 4 – Partnership working*

The council cannot work in isolation and will not achieve its aim without its strategic and delivery partners. It is essential that a steering group has engagement from the key organisations that will impact on this agenda. Similarly consortia of expert and effective delivery organisations need to work together and align funding where appropriate, to achieve the collective aspiration.

The objectives and principles collectively set a framework for the employment strategy.

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# Agenda Item 8.1

<b>Committee/Meeting:</b>  <b>Overview and Scrutiny Committee</b>	<b>Date:</b>  5 April	<b>Classification:</b>  Unrestricted	<b>Report No:</b>  8.1
<b>Report of:</b>  <b>Originating officer(s)</b> Michael Keating Service Head One Tower Hamlets		<b>Title:</b>  Strategic Plan 2011/12: Outline Plan and Year 1 Action Plan  <b>Wards Affected:</b> All	

<b>Lead Member</b>	Alibor Choudhury
<b>Community Plan Theme</b>	All
<b>Strategic Priority</b>	All

## 1. **SUMMARY**

- 1.1 This report provides Overview and Scrutiny Committee with the Council's proposed Strategic Plan 2011/12: Outline Plan and Year 1 Action Plan.
- 1.2 The Strategic Plan details the Council's contribution towards achieving the objectives identified through the refresh of the Community Plan.
- 1.3 The development of the Strategic Plan has also been closely linked with this year's budget setting round to ensure that the Council's strategic priorities inform the budget setting process.
- 1.4 The Outline Plan (Appendix 1) and Year 1 Action Plan (Appendix 2) are attached as appendices to this report.

## 2. **DECISIONS REQUIRED**

Overview and Scrutiny Committee is requested to:-

- 2.1 Review and note the Council's Strategic Plan 2011/12: Outline Plan and Year 1 Action Plan.

### **3. REASONS FOR THE DECISIONS**

- 3.1 The Strategic Plan is the Council's core planning document, setting out the Council's vision for Tower Hamlets and its contribution to delivering the Community Plan.
- 3.2 The Strategic Plan reflects Community Plan priorities, the council response to the Government's Spending Review, the Mayor's priorities and the Council's transformation programme.
- 3.3 The Plan sets out a narrative of how the Council will seek to respond to and deliver these priorities over the coming year. This narrative includes the major programmes and initiatives for the Council over this period as well as how we will respond to political changes and financial pressures.
- 3.4 The Outline Plan also includes key performance outcomes to underpin the refresh of the Council's Performance Management and Accountability Framework.

### **4. ALTERNATIVE OPTIONS**

- 4.1 Cabinet might choose not to adopt the Strategic Plan. However, the Strategic Plan is part of the corporate business planning cycle. Cabinet approval of the Strategic Plan will ensure that the corporate business planning cycle is synchronised and that the development of Service and Team planning takes place in a coherent framework which supports the delivery of Council priorities.
- 4.2 Cabinet could choose to agree the Strategic Plan in altered form. If Cabinet wished to alter the Strategic Plan, regard would need to be given to budget constraints as well as the objectives set out in the refreshed Community Plan.

### **5. BACKGROUND**

#### **The Challenges Ahead**

- 5.1 The public sector is facing the most severe and probably the most prolonged period of real terms reductions for public spending for many decades. The Comprehensive Spending Review announced cuts of 27% over 4 years in central government funding of local government as well as cuts of up to 45-50% in capital funding.

- 5.2 Significantly, a far higher proportion of the cuts than expected will fall in year one, meaning we will need to take action extremely quickly to ensure a balanced budget for 2011/12. In addition, it is clear that grants targeted to particular needs and for more deprived communities will be particularly hard hit – meaning the impact on Council budgets could be significantly higher than the headline figures announced by Government.

### **Meeting those Challenges**

- 5.3 The refresh of the Community Plan has been undertaken by the Tower Hamlets Partnership, the borough's local strategic partnership. The Partnership includes residents, local community and voluntary organisations, businesses and public sector organisations such as the Council, police, NHS, schools and housing associations. The Partnership is committed to working together to improve the lives of all local people.
- 5.4 The Community Plan has been developed to consider the emerging challenges facing the borough as well as addressing the persisting issues affecting local people. It is a more focused response to the times we live in and the future ahead: allowing us to better manage current challenges whilst building a resilient community best placed to take advantage of future opportunities.
- 5.5 We need, therefore, to ensure that the Council is fit for purpose and continues to improve outcomes for local people at a time when the financial context is becoming much tougher. Addressing these challenges with significantly less money cannot just mean doing more of the same – it will require radical change and the Council has begun to develop a programme of transformational activity to ensure that we are fit for purpose to meet these challenges, in a way which is consistent with our current values.
- 5.6 This approach to transformation has been based around **3 key goals** – becoming more **lean, flexible and citizen-centred**, in order to enable us to address these challenges.
- 5.7 Further details concerning the transformation programme are set out within the plan (Appendix 1)

## **6. STRATEGIC PLAN DEVELOPMENT**

- 6.1 The refresh of the Strategic Plan consisted of a two-stage process. The first stage produced the Outline Plan which was presented to Cabinet in January. The second stage of this process produced the Year 1 Action Plan.

### **Stage 1 – the Outline Plan**

- 6.2 Directorates have fed into the development process through the Corporate Performance Network and Editorial Panel at meetings that have been taking place since September 2010. The development of the plan has also been aligned with budget planning to ensure that the two are integrated, as well as the refresh of the Community Plan which has involved a range of consultation with residents and partners.

### **Stage 2 – the Action Plan**

- 6.3 Following the production of the Outline Plan, the accompanying Year 1 Action Plan was developed.
- 6.4 As the implications of both national and local changes are unlikely to become fully clear within this timeframe it is likely that while a refreshed strategic plan for 2011/12 will be agreed, it will need to be re-visited for 2012 and beyond.

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

- 7.1 This report describes a draft of the proposed Outline Strategic Plan for 2011/12 and is for one year.
- 7.2 The Strategic Plan is the council's core planning document and this report sets out the actions planned for 2011/12 and the Council's specific targets and deadlines are listed under the section "measuring our progress" in Appendix 1. The plan sets out a framework for allocating and directing financial resources to ensure that resources are aligned with those priorities and also reflects the need to make major savings across all Council budgets over the next three years.
- 7.3 The Council has agreed its Budget and Council Tax for 2011/12 at its meeting in March 2011. The work programme set out in the Strategic Plan 2011/12 will be reflected in that budget both for the Council as a whole and for each directorate. This report has no other financial implications.
- 7.4 In the event that during the implementation of individual projects and schemes throughout 2011-12 further financial implications arise outside the current

budget provision, officers are obliged to seek the appropriate financial approval before further financial commitments are made.

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

- 8.1. In accordance with its obligation under section 4 of the Local Government Act 2000, the Council has, in partnership, prepared the Community Plan, which sets out its strategy for promoting or improving the economic, social and environmental well-being of Tower Hamlets. It is entirely consistent with the preparation of that overarching strategy, that the Council should adopt a plan for delivering on the targets contained in the Community Plan.
- 8.2. The outline plan sets out a number of broad objectives for 2011/2012, which are to be the subject of a more detailed action plan. There may be a variety of statutory powers that underpin the actions in the strategic plan, but by virtue of the direct links with the Community Plan, it is possible to justify them by reference to the well-being power in section 2 of the Local Government Act 2000. Pursuant to the well-being power the Council may do anything which it considers likely to achieve promotion of the economic, social or environmental well-being of the whole or any part of Tower Hamlets or all or any people resident or present in Tower Hamlets. It will be for officers to ensure that specific actions are carried out according to law, including by evidencing that each action will relevantly promote well-being.
- 8.3. Section 3 of the Local Government Act 1999 requires best value authorities, including the Council, to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness”. The development of the actions in the strategic plan, together with their delivery and subsequent monitoring will contribute to the way in which the best value duty can be fulfilled. Monitoring reports to members and actions arising from those reports will help to demonstrate that the Council has undertaken activity to satisfy the statutory duty.

## **9. ONE TOWER HAMLETS CONSIDERATIONS**

- 9.1 The Council’s Strategic Plan is focused upon meeting the needs of the diverse communities living in Tower Hamlets and supporting delivery of One Tower Hamlets. In particular, plan priorities include the reduction of inequalities, the fostering of strong community cohesion and a priority that ensures we work

efficiently and effectively as One Council. These priorities are supported by a range of strategic activities and measures.

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

- 10.1 The Strategic Plan also contains key initiatives such as the implementation of a local Climate Change Strategy to help reduce carbon emissions and fuel poverty.

## **11. RISK MANAGEMENT IMPLICATIONS**

- 11.1 Prioritising key activities, to ensure understanding of and focus on what is absolutely critical within the Strategic Plan was the major feature of the development of the Outline Plan. This prioritisation process provides clarity to staff and local people about what matters to the Council, and also provides a manageable set of strategic activities for Cabinet and CMT to monitor throughout the year to ensure we deliver.
- 11.2 The authority maintains a Corporate Risk Register that identifies the most significant corporate and strategic risks. The register contains details of the principal risks to the achievement of the objectives and targets in this plan.
- 11.3 Each of these risks is assessed for likelihood and impact and has a responsible owner and programme of mitigating actions/controls. The register is updated throughout out the year and reported quarterly to the Corporate Management Team. Each service maintains its own register of risks that feeds into the corporate monitoring and evaluation process. In this way senior managers assess risks, develop mitigating actions, and monitor progress in a systematic manner.

## **12. CRIME AND DISORDER REDUCTION IMPLICATIONS**

- 12.1 One of the themes of the Strategic Plan is a Safe and Cohesive Community. Specifically, the range of activities detailed in this section of the Strategic Plan focus on the visible signs of crime and anti-social behaviour as well as more visible enforcement and better community engagement. The Plan also recognises the need to go beyond tackling crime and ASB to focusing on improving people's sense of feeling safe and improving confidence in local policing, and ultimately help tackle the discrepancies between actual and perceived crime.

## **13. EFFICIENCY STATEMENT**



- 13.1 One Tower Hamlets is the overarching theme of the Council's Strategic Plan. The objectives which support this theme include the provision of effective and joined up corporate services and value for money across the Council. The activities detailed in the Plan which support these objectives will allow us to work efficiently and effectively as One Council.

**14. APPENDICES**

Appendix 1 – Outline Plan

Appendix 2 – Year 1 Action Plan

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

No background papers were used in writing this report – Kael Long x4710

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# **The Council's Strategic Plan 2011/12**

## **Outline Plan**

# A Message from the Mayor

I am pleased to present this summary of the Council's Strategic Plan for 2011/12. The Outline Strategic Plan describes the Council's overall aims and objectives, the outcomes intended for people who live and work in the borough, and the actions to be taken in 2011/12 to deliver those outcomes. It also details our contribution to the Community Plan and shared vision for improving the quality of life for everyone living and working in Tower Hamlets.

The development of the Strategic Plan has been informed by the Community Plan refresh and includes priorities that have been developed following rigorous consultation with residents, third sector organisations and partner agencies. These priorities include: increasing the availability of affordable family sized housing and reducing overcrowding; improving attainment at age 16 and above and increasing activities out of school for young people; further reducing crime and anti-social behaviour; tackling worklessness; and further improving cleanliness and the public realm.

The next few years will be challenging for Tower Hamlets. Past improvements for local people have, in part, been a result of the level of resources available to public services. We are now experiencing challenging financial times, with far less money to spend on public services than before.

To ensure that Tower Hamlets remains a borough where everyone can access the same opportunities, our commitment to build One Tower Hamlets remains a key theme within the Strategic Plan, and underpins each of the themes in our Community Plan, but we also need to place greater emphasis on how we, as a public sector organisation, work more efficiently, and how we can empower local people to play a greater part themselves.

The Strategic Plan, then, is our road map. It keeps us on track in our drive to sustain high quality service delivery and help local people to experience an improved quality of life. We all – staff and councillors – have a part to play in the first year of our new Strategic Plan and I am confident that by working together we can overcome the challenges that we face in the year ahead.

**Lutfur Rahman**

Mayor of Tower Hamlets

## Introduction – the 2011/12 context

The Council's Strategic Plan describes the Council's overall aims and objectives, the outcomes intended for people who live and work in the borough, and the actions to be taken in 2011/12 to deliver those outcomes.

The development of the Strategic Plan Outline Plan 2011/12 has been informed by the Community Plan refresh process. Community Plan priorities have been developed following rigorous consultation with residents, third sector organisations and partner agencies. The emerging objectives also reflect the new Mayor's priority areas: increasing affordable family sized housing, young people, both improving attainment at age 16 and above and activities out of school, reducing crime and ASB, tackling worklessness and improving borough cleanliness and the public realm.

As well as reflecting these emerging Community Plan priorities, the Strategic Plan 2011/12 also takes into consideration the impact of the recent Spending Review and changed public sector financial context for the future. The coming year will be dominated by the need for the Council to deliver projects which make massive savings across our budgets, while ensuring that as far as possible we protect those key services which will make the greatest contribution to achieving our priority outcomes.

In order to inform the difficult process of developing our three year budget strategy for 2011/12 and beyond, this Outline Plan sets out the Council's proposed key priorities and outcomes for the next year. The Plan is being developed concurrently with the budget, to be presented to Cabinet early in 2011 with the budget proposals. In making the difficult decisions about where we make savings, we will need to ensure that we keep in mind these fundamental priorities and target our resource allocation on achieving these outcomes in the most cost-effective way possible. This may also require some difficult decisions about those areas which do not contribute to the achievement of our priority outcomes and the extent to which the Council can continue to afford to support these, or whether we need to look to working with partners and the local community to secure their provision in alternative ways.

The Outline Plan will be accompanied by an Action Plan of key activities and milestones which will be developed early in 2011 and presented to Cabinet in April 2011.

# Tower Hamlets Context

## *People*

Tower Hamlets has one of the fastest growing and mobile populations in the country. The borough's current population is estimated to be 242,000 and is projected to increase by a further 31% by 2026, taking the population to 316,300 – making it the fastest growing London borough. This translates to a population growth of 70,000 – 80,000 by 2025 or 100 new residents a week.

This growing population is ethnically diverse, with almost half of the borough's population comprising Black and minority ethnic groups, with the largest of those (33%) being the Bangladeshi community. By 2026, the GLA projections indicate Tower Hamlets will be one of 8 London boroughs where the BME population will represent more than 50% of the total population. The borough also has a relatively young population - 37% of people are aged 20-34, compared to 20% across England. The borough's population is expected to grow across all age groups, but growth is strongest in the older age groups, especially among the population aged 50-64 which is expected to almost double between 2010 and 2026 (a rise of 95 per cent).

## *Place*

The borough has experienced exceptional change and growth over the past decade and remains the focal point of regeneration in London. Significant development activities in the borough include the 2012 Olympic and Paralympic Games; the Thames Gateway Development and the expansion of Canary Wharf.

The Local Development Framework, which sets out the spatial vision for the borough, outlines the extensive physical renewal that is planned to meet the needs the borough's growing population. There are pioneering plans for new facilities and services including schools, health centres, transport links, parks, leisure centres and more affordable housing.

The Tower Hamlets Local Economic Assessment, an analysis of the borough's economy and future economic prospects, shows that the nature of the borough's economy has changed from a strong manufacturing base to an economy dominated by the financial services. Other important industries include retail and wholesale; hotel and restaurants and real estates. The local economy has been affected by the downturn but is beginning to recover and further growth and employment opportunities are forecasted, supported by the planned growth of Canary Wharf, Stratford and the City Fringe.

Despite the growth and regeneration, Tower Hamlets is still the third most deprived area nationally. Health inequality remains a key characteristic of the borough. The average life expectancy is 75.2 for males and 80.2 for females, compared to 77.4 for males and 82.0 for females in London as a whole. Evidence shows that key health-related lifestyle behaviours such as smoking, alcohol-related deaths and obesity are more prevalent in the borough than the rest of the country. Worklessness and poverty are also high. The employment rate is below the London average and the borough has the highest rate of child poverty nationally.

# Challenges Ahead

The public sector is facing the most severe and probably the most prolonged period of real terms reductions for public spending for many decades. The Spending Review announced cuts of 27% over 4 years in central government funding of local government and of 45-50% in capital funding, particularly impacting on social housing which is of key significance in a borough such as Tower Hamlets. Significantly, a far higher proportion of the cuts than expected will fall in year one, meaning we will need to take action extremely quickly to ensure a balanced budget for 2011/12. In addition, it is becoming clear that grants targeted to particular needs and for more deprived communities will be particularly hard hit – meaning the impact on Council budgets could be significantly higher than the headline figures announced by Government.

In addition to the scale of the immediate financial challenge, the local area faces unprecedented growth – we are predicting a 30% increase in population over the next 15 years, 43,000 new homes – equivalent to 100 new residents a week. Over the next 5 years alone we predict 25,000 new residents. This growth needs to be delivered sustainably ensuring that new homes are accompanied by access to employment opportunities, open space and schools, shops and other services. Current predictions are that over the next 5 years we will require six new primary school and 8 new secondary school form entries, 13 new GPs, 27 hectares of open space and 678 square metres of library space (half of Bow Idea Store) to meet the needs of these new residents. There is also considerable population movement – current estimates are that 20% of the population changed over 5 years to 2006, but these are likely to under-estimate current levels of churn and those who stay for short periods. Within this context, we will need to take key decisions about how we create sustainable and mixed communities. Our Core Strategy sets a strong framework for the planned growth and a key task for the future is planning how we support and sustain it.

Local need will also continue to increase. There is a continued upward trend of contacts to children's social care – up 25% from last year and now reaching 1000 a month. The number of very old people (those over 90) and therefore most likely to need social care is projected to increase by 31% over the next 5 years; there are also predicted increases in the numbers who will have a physical or learning disability. The impact of the recession will also continue to put pressure on our services to support people out of unemployment and homelessness.

At the same time, the Coalition Government is proposing wide-reaching changes to the services which our local residents rely on. Some of the key developing policies which will impact on the Council and local residents are:

- Reductions to welfare benefits, including reduced entitlements to Employment Support Allowance and Housing Benefit – this could impact very significantly on those who are sick and disabled, younger people, larger families and those in expensive private rented sector accommodation in the borough;
- Reduction in funding to support the development of social housing and consequently less affordable rents for social housing tenants;
- Potential reduction in role of local authorities in education through the acceleration of academies programme and introduction of 'free schools';

- Directly elected police commissioners – although this would not be at borough level, the implications for local policing could be significant; and a
- Massive shake-up of the NHS, including devolving healthcare commissioning to GPs, abolishing Primary Care Trusts and transferring public health responsibilities to local authorities.

## Meeting the challenges ahead

We have made real in-roads in addressing big issues such as education, poverty, worklessness, crime, overcrowding and our urban environment in Tower Hamlets, but these areas need continued and accelerated focus if we are fundamentally to alter people's life chances.

We also now need, against a backdrop of reduced funding, to address a number of tougher issues which require citizens to take more responsibility for their own lives if outcomes are to change, for example around healthy lifestyles and health inequalities; skills and employment; and climate change.

The refresh of the Community Plan is indicating that our broad priorities to achieve a great place to live, a safe and supportive community, a prosperous community and a healthy community remain fundamental to local people. The task of building One Tower Hamlets, and in particular tackling inequality and mitigating the effect of Government spending cuts on vulnerable groups, also remains vital. In this context, a range of consultation with residents and partners has taken place to inform the refreshed Community Plan. This has confirmed that our vision and priorities remain the key ones to make a difference to local people, but that we will need an increasing emphasis on how we as public sector organisations work more efficiently together to deliver these, and how we empower local people to play a greater part themselves.



# Our Vision

The Council's vision, confirmed by the Community Plan refresh, remains to **improve the quality of life for everyone living and working in Tower Hamlets**. It is a vision that is shared by all partners in the Tower Hamlets Partnership, which comprises residents, the Council and other public service providers, businesses, faith communities and the voluntary and community sector.

Turning this vision into reality is based on achieving four main priorities, articulated as the four themes of the Community Plan:

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

**A Prosperous Community** - Tower Hamlets will be a place where everyone, regardless of their background and circumstances, has the aspiration and opportunity to achieve their full potential.

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

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

Though presented as four distinct themes, these priorities are not mutually exclusive but interdependent. Collectively they will bring about the **cross-cutting social, economic and environmental change necessary to improve the lives of local people**.

Within these broad themes, there are five strong priorities for the Council in the next 2-3 years which the new Mayor has made the centre-piece of his aspirations for the borough – these are:

- **Increasing the availability of affordable family sized housing and reducing overcrowding;**
- **Improving attainment at age 16 and above and increasing activities out of school for young people;**
- **Further reducing crime and anti-social behaviour;**
- **Tackling worklessness; and**
- **Further improving cleanliness and the public realm.**

Whilst the vision and priority themes remain consistent, it is the way in which we approach delivering them in the most cost-effective way, and the approach we take to de-prioritising those activities which do not make a clear contribution to these priorities, which will influence the development of the activities and initiatives which form part of the plan for 2011/12 and beyond. With this in mind, the Community Plan priorities are underpinned by four cross-cutting principles that will guide the approach we will take to working together with partners to achieve our shared vision. These are.

**One Tower Hamlets: tackling inequalities and promoting inclusion**  
**Efficiency: delivering value for money services**  
**Citizen engagement: Supporting a powerful public**

**Localisation: delivering in partnership in local areas**

These cross cutting principles are reflected throughout the Strategic Plan 2011/2012.

# Our Transformation Agenda

In reflection of these ambitious priorities, we need to ensure that the Council is fit for purpose to continue to improve outcomes for local people at a time when the financial context is becoming much tougher and growth is accelerating. Addressing these massive challenges with significantly less money cannot just mean doing more of the same – it will require radical change and the Council has begun to develop a programme of transformational activity to ensure that we are fit for purpose to meet these challenges, and which is consistent with our current values.

This approach to transformation has been based around **3 key goals** – becoming more **lean, flexible and citizen centred**, in order to enable us to address these challenges.

These three high level goals can be articulated as follows:

**Lean** – the Council will make best use of resources and work more efficiently in everything it does. This will include:

- targeting and prioritising our activity based on evidence of local need and experience of what works in achieving outcomes;
- focusing our activity on functions which directly improve outcomes for local people within the context of our local strategic priorities and reducing non-core, back office and support services;
- using technology to work smarter; and
- streamlining and improving processes to eradicate duplication and waste.

**Flexible** – the Council will make best use of local public sector resources by:

- moving to more generic working based around core competencies;
- integrating the delivery of services across service, Directorate and organisational boundaries to seek improvements, economies of scale and remove duplication; and
- build on our strong working relationships with partners and neighbouring boroughs to identify options for 'Total Place' solutions and shared services.

**Citizen Centred** – the Council will shape services around the needs and aspirations of citizens and seek to build a new relationship with citizens by:

- embedding the principles of One Tower Hamlets, reducing inequality and promoting community cohesion through our transformation activity;
- changing the relationship between the public sector and the state – creating a more 'powerful public' who work with us to make the significant changes we envisage;
- actively engaging with our citizens to promote the development of social capital and mutual support; and
- using citizen insight and influence to shape universal services around the citizen and promote behaviour change which frees up capacity to focus on those with the most complex and multiple needs.

# The Transformation Programme

To deliver this new organisation, the Council has established a Transformation Programme which will ensure that we can deliver within reduced resources, and become more Lean, Flexible and Citizen Centred. The absolute imperative behind this programme is to protect the quality of front-line services to local residents as far as possible in the context of severe Government funding reductions.

The transformation programme has 5 key themes:

**Strategic Partnerships and Better Procurement**  
**Becoming a Lean Organisation**  
**Smarter Working**  
**Income Optimisation; and**  
**Better Asset Management**

Each of these themes encompasses a set of projects and the Council has established a robust set of arrangements for ensuring that these projects are delivered and their aims achieved. Delivering this programme will run through the work of the Council during 2010/11.

The Corporate Management Team meets regularly as the Transformation Board to oversee the delivery of this programme of activity. A change management structure, with cross-Council Boards for each of the programme streams, supported by a Transformation Programme Office who conduct robust monitoring and benefits realisation activity to ensure the required savings are achieved. Costed proposals related to each of the streams of work have been considered through the budget process, with all proposals being scrutinised through the Mayor and Cabinet members ahead of being incorporated within budget proposals for Cabinet

Alongside these programmes, there is a Vision and Values workstream focusing on internal communications and organisational development work to ensure that our culture and behaviours support the transformation programme to ensure that we become more Lean, Flexible and Citizen Centred.

# Delivering our priorities

This outline plan will be delivered through a range of activities and through an accompanying Action Plan. The delivery of the Plan will be supported by a number of key corporate strategies which are currently in existence or due for development. A programme for the development and review of these strategies will be presented together with the Strategic Plan. At present, the proposed suite of strategies to under-pin the Strategic Plan is as follows:

## **One Tower Hamlets**

- Asset Management Strategy
- Citizen Engagement Strategy
- Single Equality Framework
- Transformation Programme

## **A Great Place to Live**

- Climate Change Strategy
- Housing Strategy
- Homelessness Strategy
- Idea Store Strategy
- Leisure Facilities Strategy
- Local Development Framework and Core Strategy
- Local Implementation Plan
- Municipal Waste Strategy
- Open Space Strategy
- Public Realm Management Strategy

## **A Prosperous Community**

- Child Poverty Strategy
- Children and Young People Plan Financial Inclusion Strategy
- Tower Hamlets Employment and Enterprise strategies

## **A Safe and Cohesive Community**

- Crime Reduction Strategy and Action Plan
- Prevent Delivery Plan

## **A Healthy and Supportive Community**

- Carers Strategy
- Improving Health and Wellbeing Strategy
- Supporting People Strategy
- Transformation of Adult Social Care programme

## Key Activities and Initiatives

The remainder of this Outline Plan sets out the key activities and initiatives we propose to carry out in 2010/11 to enable us to make progress in our priority areas.

### A Great Place to Live

A Great Place to Live reflects our continuing ambition to make Tower Hamlets a **place where people are proud to live, work and study**.

Our vision is to achieve together a borough where people live in quality affordable housing, located in clean and safe neighbourhoods served by well connected and easy to access services and community facilities. Underpinning this aspiration is a focus on sustainability.

#### *Providing quality affordable housing*

Despite the difficult climate for providing social housing, the Council will use its position to influence the level of social affordable housing in the borough and where possible, will aspire to 50% of new housing being affordable homes, with socially rented homes as well as **affordable family sized housing** a priority.

In addition an equalities focus will be given to reducing and mitigating the effects of **overcrowding**.

#### **In 2011/12 we will...**

- Deliver over 396 new affordable rented and intermediate homes through the partnership with East Thames Housing Association and Bellway Homes (Ocean Estate)
- Ensure the successful delivery of the Robin Hood Gardens regeneration programme (Blackwall Reach)
- Increase support activities to housing partners to achieve greater delivery of suitable affordable homes for Tower Hamlets Residents, including the provision of family sized homes.
- Sustain the delivery of affordable housing through the planning process, despite the current economic climate

#### *Improving and maintaining the quality of housing, including maximising energy efficiency*

We will continue to work toward ensuring that more people in the borough live in decent homes, and that all homes within the borough meet **minimum decency standards**.

The Council will also work in partnership to play a key role in leading the local response to **reducing domestic carbon emissions and tackling fuel poverty**.

#### **In 2011/12 we will...**

- Work with Tower Hamlets Homes to implement and explore additional funding for the Decent Home Plus programme which will improve the quality of all Council housing
- Monitor the proportion of households in fuel poverty and implement a strategy of targeted measures to improve their energy efficiency
- Develop and implement a range of measures including supplying information to householders, targeted improvements to private sector stock and the implementation of a local Climate Change Strategy to help reduce carbon emissions and fuel poverty

### *Improving the public realm*

We know that the **cleanliness and management of the public realm** across the whole borough, regardless of ownership, is a priority for our residents and this is reflected in our council priorities.

We will continue to work with partners to ensure well managed estates. Increasingly this will mean developing more **localised approaches** to how we deliver a range of services, including public realm and enforcement activities to address the links between housing and ASB. Residents have been actively involved in developing both service standards and responsibilities for residents and the Council.

#### **In 2011/12 we will...**

- Continue to improve service delivery based on local knowledge, for example we will increase the provision of litter bins across the borough, map litter hot-spots and alter sweeping schedules accordingly, and review recycling provision on all new estates to ensure it is fit for purpose
- Seek additional funding to increase investment in recycling infrastructure

### *Improving local transport links and connectivity*

This priority includes a range of elements. We will connect communities by improving public transport networks and enabling more residents to walk and cycle safely. We are committed to **making getting around the borough easier** and **reducing congestion**.

We are also committed to working on a cross London level to ensuring the best deal for Tower Hamlets in all regional transport decisions.

Developing vibrant town centres involves **providing first-class and well managed centres where people come together for business, shopping, leisure and recreation**. We also remain focused on **improving the quality of streets and neighbourhoods**. A key element of this is **making sure that neighbourhoods have the right range of facilities, like schools and healthcare**.

#### **In 2011/12 we will...**

- Produce a revised version of the Sustainable Transport Strategy for Tower Hamlets (2011-2031)

- Develop and deliver the Transport for London Borough-wide Cycle Hire Scheme
- Develop a new Borough walking plan (2011-21)

### *Providing effective local services and facilities*

The Council is committed to providing easy to access, well run, efficient and integrated services and facilities. Increasingly, that will mean **working with partners** to provide the most efficient and well connected local services.

#### **In 2011/12 we will...**

- Develop and deliver more integrated service delivery.
- Better use our data, and our partners' data to respond more quickly and more appropriately to local issues.
- Develop better ways to work with our partners and residents
- Deliver Phase 2 of improvements to the Tower Hamlets Local History Library and Archive (Bancroft Road)
- Deliver the Local History and Archives (Heritage) Strategy
- Deliver the Idea Store Watney Market and One Stop Shop
- Manage the provision of additional school buildings to meet the projected pupil increase
- Deliver the Council's approved Conservation Strategy to effectively manage the Borough's heritage through the Conservation Strategy Delivery Plan.
- Develop three development planning documents (DPD) to formal consultation stage, to help manage and promote the provision of affordable housing



# A Prosperous Community

We aim to create a Tower Hamlets in which everyone, regardless of their background and circumstances, has the **aspiration** and **opportunity** to achieve their full potential. At the heart of this theme is a focus on **combating social exclusion**, reducing poverty and **improving the life chances** of all of the borough's residents.

This theme is focused on tackling worklessness and **increasing the aspirations and skills of all people living in the borough**. Though the overall focus has not changed, more focused objectives have been developed to reflect the national and regional economic context and the opportunities and challenges they raise for local partners. An agreed focus on achieving **convergence with the London employment rate** not only ensures a shared priority with our 5 borough partners, but also provides a framework for better co-ordination of funding and increased accountability for all mainstream service providers. In turn this framework will help to support our community to limit harm and maximise opportunities arising from the Government's welfare reform.

**Raising the aspirations and skills of local people** has been recognised as a key feature and consequently increasing educational attainment remains a key priority, with a **particular focus on accelerating improvement in GCSE results** and an increased focus on better managing the **transition from education to employment**. The Local Economic Assessment shows that Tower Hamlets is an entrepreneurial borough; fostering and supporting enterprise in the borough and entrepreneurship among local residents and increasing the number of new businesses and stability is a key objective.

## *Supporting more people into work*

**Helping families escape poverty and tackling worklessness** is a long-standing priority for the Council. Together with our partners we will work to ensure residents are able to take advantage of all jobs within the borough and that there is convergence of the borough's employment rate with the London average. Our work to reduce child poverty has been recognised as amongst the best in country.

Against a volatile economic context and alongside changes to both public sector funding and welfare reform, reducing the skills gap remains a key priority for residents, the Council and partners. Raising the aspirations and skills of local people has been recognised as a key feature **in creating a prosperous community, tackling poverty and deprivation**.

There will be a targeted focus on improving the economic activity rates of women and disabled residents and on unemployed males who experience recurring and long term unemployment.

### **In 2011/12 we will...**

- Deliver a co-ordinated approach to maximise mainstream provision
- Develop a commissioning plan to support our strategy for reducing Child Poverty

- Raise post-16 attainment through high-quality post-16 provision
- Support 600 resident starts on the LDA funded Employment and Skills Programme in 2011/12
- Commission targeted transition support for young people at risk of not being in education, employment or training after Year 11

### *Supporting residents through national welfare reform*

The Council and partners are committed to ensuring residents are supported through the **still volatile economic climate**, despite reductions in public sector funding, and that we do all we can to mitigate the risks of welfare reform to local people. However, changes to benefit payments and welfare reform will be looked at as an opportunity to support more people into work.

#### **In 2011/12 we will...**

- Promote the value of work with the Employment Task Group and Work Programme contractor
- Commission research on women and worklessness to enable us to develop solutions to the barriers that different women face in entering work
- Develop and implement a joint programme of activity to deliver 100 jobs through LBTH/employer relationships

### *Improving educational aspiration and attainment*

We will work with schools and families to improve the **educational aspiration and attainment** of children and young people and to better manage the transition from education to employment.

Ensuring all children in the borough achieve their potential is a key goal for the Council. We will continue to focus targeted activity to **reduce the gap between the highest and lowest achieving pupils**, for example the difference in attainment between boys and girls.

#### **In 2011/12 we will...**

- Build and maintain effective relationships with all education providers in the borough to ensure high standards for all children and young people
- Commission support and challenge where there is identified need through school self-evaluation of Ofsted findings
- Consolidate the offer of positive activities available outside schools hours, retaining those with most impact and increasing coordination between providers
- Increase targeted provision from early year's settings and respond to the Frank Field and Graham Allen Reviews.

## *Fostering enterprise and entrepreneurship*

Our objective is to **provide incentives that encourage both business and social entrepreneurship**. In addition it is our intention to maximise the opportunity for local businesses to **benefit from growth sectors including the Olympic and Paralympic Games** and to reinforce these opportunities by **promoting Tower Hamlets businesses and encouraging growth and tourism**.

### **In 2011/12 we will...**

- Improve coordination of advice services from the Enterprise Task group members and external agencies to support successful entrepreneurial activity
- Support growth sectors in the context of Tower Hamlets as a central London economy
- Define boundaries for all of the Borough's town centres to support town centre investment activities
- Embed procurement policies and procedures which support local businesses, with a focus on SMEs and BMEs.

# A Safe and Cohesive Community

Our aim is to have a safer Tower Hamlets: a place where **everyone feels safe**, gets **on better together** and difference is not seen as threat but a core strength of the borough.

Ensuring that all residents and visitors, young and old, feel safe and confident in their homes and on the streets of Tower Hamlets remains a key priority. To this end focusing on the **visible signs of crime** and **anti-social behaviour**, through both **increased and more visible enforcement** and **better community engagement** becomes a key focus. The Plan also recognises a need to go beyond simply tackling crime and ASB to **focusing on improving people's sense of feeling safe and improving confidence in local policing**, and ultimately help tackle the **discrepancies between actual and perceived crime**, as well as **cultivating civic responsibility and improving community cohesion**.

## *Focusing on crime and anti-social behaviour*

This objective will be achieved through an increased focus on **visible signs** of ASB such as **street prostitution, alcohol and drugs**, and an improved response to **hate crime for victims and perpetrators**.

Crime and ASB reduction will be underpinned by a **stronger focus on enforcement**. The Council and Police will use existing enforcement powers, particularly on licensing, to target anti-social behaviour centred on particular premises and establishments.

### **In 2011/12 we will...**

- Continue to develop the role of and focus of Tower Hamlets Enforcement Officers (THEOs) – increasing their focus on visible signs of ASB including litter

## *Reducing re-offending*

The Council and partners will continue to work together to improve **integrated offender management** across agencies, **preventing re-offending** and reducing the number of people re-offending.

### **In 2011/12 we will...**

- Develop and implement an Integrated Offender Management process and procedure, including dedicated Governance and resources
- Implement the Youth Justice Plan and Supporting People Strategy around supporting people coming out of custody
- Mainstream triage work with young first time offenders to maintain the current low levels of entrants into youth justice system

## *Reducing fear of crime*

The Council will work with partners to **help citizens to feel safe and increase their confidence** in the ability of the Police, Council, local partners and the community to **resolve crime and ASB issues**.

This objective also incorporates the desire to **empower the community** to play a greater role in **community safety and support**.

### **In 2011/12 we will...**

- Support and relaunch Neighbourhood Watch groups
- Develop and promote a co-ordinated approach to the use of community champions and volunteers to support improved services

## *Fostering greater community cohesion*

Strong partnerships have been established between the Police and other statutory and community organisation to promote community cohesion and tackle hate. A long standing commitment to **fighting discrimination** is shared by a wide range of partners, which is framed by our borough wide No Place for Hate Campaign. A wide programme of work continues to **bring communities together** including projects delivered through the One Tower Hamlets Fund.

Our approach to fostering community cohesion is also based on **providing inclusive services**. The way we deliver services and take decisions has a significant impact on way that people feel about their local area and their lives, as well as those of their families and the people around them.

### **In 2011/12 we will...**

- Implement the Community Cohesion Framework, which will provide a clearer strategy for our high level commitment to turn cohesion into policy and practice.

## *Tackling violent extremism*

The Council and partners are committed to ensuring strong and resilient communities. In April 2011 the current round of Preventing Violent Extremism (PVE) funding will come to an end as will our local PVE Action Plan. At a national level, the Coalition government has initiated a comprehensive review of the PVE strategy. The outcome of the review is not yet known but it is likely to result in a reorientation of approach.

### **In 2011/12 we will...**

- Build on what have we learnt about the risk of violent extremism in Tower Hamlets and what works in reducing vulnerability of individuals and increasing community resilience
- Consider the changing national policy and reflect on how to position our own local approach in this context
- Consider how work to prevent violent extremism can best be delivered in the context of the drive towards greater efficiency and leaner more flexible service delivery

# A Healthy and Supportive Community

Our aim is to support residents to live healthier, more independent lives and reduce the risk of harm and neglect to vulnerable children and adults.

Within this theme, the key emphasis will be on **promoting healthy lifestyles** and ensuring fewer residents **require acute long-term care for avoidable health and social care needs**. In addition, there will be a focus on working with partners in a changing health landscape to continue to improve access to services, deliver choice, control and independent living through self-directed support, and **protect vulnerable people from harm, neglect or abuse**.

This year will be a transitional year on the journey to implementing the national changes to health and social care. Building relationships with the GP Commissioning Consortium, setting up the Health and Wellbeing Board and continuing the joint work on the Joint Strategic Needs Assessment will all be priorities

## *Preventing people from dying prematurely*

Narrowing the gap between the mortality rates for the borough and those for London continues to be a priority for all partners. We will take a joined up and targeted approach to tackle the biggest killers with a particular focus on the biggest killers, cardiovascular disease, cancer and respiratory disease, and long term conditions such as diabetes and dementia. We will work toward longer, healthier lives for all our residents.

### **In 2011/12 we will...**

- Prepare for the transition of public health responsibilities to the Local Authority
- Develop strong partnership working with the new GP consortia

## *Helping people to live healthier lives*

**The promotion of healthy lifestyles**, lifestyles including helping people to stop smoking, be more physically active, eat healthier diets, reduce alcohol and other substance misuse and promote mental health, will help to **narrow the gap between the borough and London mortality rates**.

All sections of the community should be **healthier** with an **improved sense of wellbeing**.

### **In 2011/12 we will...**

- Deliver the Healthy Weight, Healthy Lives Strategy
- Work with health providers to develop and consolidate our health offer to schools
- Mainstream the Healthy Borough Programme into the Council's core activities

## *Enabling people to live independently*

The Council will work with partners to ensure that people who need support from social care **are in control** and can purchase this support to meet their **individual needs**. This should ensure **reduced dependence on residential or institutional care**.

**In 2011/12 we will...**

- Drive forward the transformation of Adult Social Care with a particular focus on:
  - Shifting resources into preventative services, including reablement
  - Developing the external Market of support options
  - continuing the roll-out of personal budgets for those with longer-term needs

*Providing excellent primary and community care*

During this time of changing public sector service delivery, the Council will work with partners to ensure that people experience a **seamless service** from health and social care services.

**In 2011/12 we will...**

- Develop an agreed integrated pathway for hospital discharge and hospital admission prevention

*Keeping vulnerable children, adults and families safer, minimising harm and neglect*

Central to this objective is **the protection of vulnerable and high risk children and adults from harm and neglect**.

**In 2011/12 we will...**

- Implement the Family Wellbeing Model, creating a clear offer of services to families and developing targeted services.
- Develop a new Parenting Strategy to consolidate our services and ensure access to support for parents
- Review and update quality assurance framework for adult safeguarding with partner agencies



# One Tower Hamlets

Underpinning the Community Plan vision is the aspiration to build One Tower Hamlets – a borough where everyone feels they have an equal stake and status. We are committed to **reducing inequalities, providing inclusive services and strong community leadership** - objectives which are supported across Strategic Plan themes - through recognition of **where targeted service provision** can help to contribute to One Tower Hamlets. The refreshed Single Equality Framework will be used as the Council's mechanism to support delivery.

With the Partnership, we are developing our understanding of community engagement to centre on enabling local people to decide the solutions to issues affecting them and their communities. Through the Tower Hamlets Citizen Engagement Strategy we are setting out our approach to better support a **'powerful public' – active and resilient local communities, empowered to hold public services to account.**

We need to ensure that we continue to drive One Tower Hamlets by working **efficiently and effectively as One Council**. This priority takes on added importance against the backdrop of considerable budget reductions. This theme will increasingly reflect the Council's **Transformation Programme** and the key projects we are delivering to make our Council more **lean, flexible and citizen-centred**.

## *Reduce inequalities*

We are committed to reducing inequalities and providing inclusive services. These objectives are reflected in all of the themes of the Strategic Plan

### **In 2011/12 we will...**

- Deliver the Single Equality Framework
- Look at how we can better support citizens to build stronger and more cohesive communities through the implementation of the Citizen Engagement Strategy
- Refresh the Council's community leadership role to build on the Council's vibrant local democracy
- Review and implement a new Communications Strategy

## *Work efficiently and effectively as One Council*

The implementation and realisation of our efficiency and improvement objectives will support the provision of effective and joined up corporate services which provide value for money and ensure customer satisfaction.

Underpinning the Council's leading role in delivering against our priorities is our commitment to work efficiently and effectively by **ensuring value for money across the Council; by recruiting, supporting and developing an effective workforce** reflective of the Tower Hamlets' community and by **providing effective and joined up corporate services**

**In 2011/12 we will...**

- Implement and monitor the activities across the 6 strands of the Transformation Programme
- Accelerate the disposal programme of surplus property to reduce running costs and provide capital receipts for investment

# Measuring our Progress

The national performance framework in which we operate is changing and we have a welcome opportunity to take stock of how we measure our progress towards achieving our objectives to ensure that we focus on those measures which are meaningful to local people and reflect our local priorities. These will also be the measures we report to local people to enable them to judge whether our activities and services are having the effect they want.

Following consultation with local people, partners and Council Directorates, we have developed a draft set of objectives and key performance measures to underpin our Community Plan. The performance measures are drawn from existing Local Area Agreement and National Indicators where appropriate to minimise new reporting burdens and ensure consistency of measurement.

In addition, the measures provide a mix of outcome measures and those measuring perceptions and satisfaction among local residents. Those measuring perception are where possible taken from our Annual Residents Survey where we have a consistent set of measurable and comparable data.

The proposed measures are set out in the following table.

Priority	MEASURES
<b>One Tower Hamlets</b>	
<b>Work efficiently and effectively as One Council</b>	1. The percentage of calls to our Hot Lines that are resolved at first contact
	2. Customer Access Overall Satisfaction
	3. Percentage of residents agreeing that the council is doing a good job (ARS Measure)
	4. Percentage of residents agreeing that the Council "provides value for money for the council tax/pay" (ARS Measure)
<b>Reducing inequalities, providing inclusive services and strong community leadership</b>	5. Percentage of residents agreeing that the Council Involves residents when making decisions (ARS Measure)
	6. The percentage of staff that are LP07 or above that are women
	7. The percentage of staff that are LP07 or above who have a disability
	8. The percentage of staff that are LP07 or above who are from an ethnic minority
	9. The number of working days/shifts lost to sickness absence per employee
<b>A Great Place to Live</b>	
<b>Providing quality affordable housing</b>	10. The number of additional homes provided
	11. The number of affordable homes provided
	12. The number of socially-rented family sized homes provided
	13. The number of people prevented from being homelessness
<b>Improving and maintaining the quality of housing, including maximising energy efficiency</b>	14. Percentage of overall housing stock that is non-decent (Council and RSL)
<b>Improving the public realm</b>	15. Levels of street and environmental cleanliness
	16. Overall/general satisfaction with parks and open spaces
<b>Providing effective local services and facilities</b>	17. Overall/general satisfaction with local area
	18. Visits to Ideas Stores and issues from Libraries
<b>A Prosperous Community</b>	
<b>Supporting more people into work</b>	19. Overall Employment rate
	20. Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher
	21. Proportion of children in child poverty
<b>Supporting residents through national welfare reform</b>	22. Number of young people not in education, employment or training

<b>Improving educational aspiration and attainment</b>	23. Achievement of at least 78 points across the Early Years Foundation Stage
	24. Achievement at level 4 or above at Key Stage 2 attainment
	25. Achievement of 5 A*-C GCSEs including English and Maths
	26. Key stage 4 attainment of under achieving groups (Somali pupils and White boys)
	27. Achievement of a level 2 qualification by age 19
	28. Achievement of a level 3 qualification by age 19
	29. Young people from low income backgrounds progressing to higher education
<b>A Safe and Cohesive Community</b>	
<b>Focusing on crime and anti-social behaviour</b>	30. Serious violent crime rate
	31. Serious acquisitive crime rate
	32. Perceptions of drug use or drug dealing as a problem
	33. Domestic Violence Repeat Victimization
<b>Reducing re- offending</b>	34. Rate of proven re-offending by adults under Probation supervision
	35. Rate of proven re-offending by young offenders aged 10-17
	36. Number of Drug Intervention Programme referrals that re-offend
	37. Number of drug users recorded as being in effective treatment
<b>Reducing fear of crime</b>	38. Local concern about ASB and crime (Annual Resident Survey measure)
	39. Measure on ASB - satisfaction with the Police/Community Safety Partnership
<b>Fostering greater community cohesion</b>	40. % of people who feel that people from different backgrounds get on well together (Annual Resident survey measure)
<b>Tackling violent extremism</b>	41. Building resilience to violent extremism

<b>A Healthy and Supportive Community</b>	
<b>Preventing people from dying prematurely</b>	42. All-age-all cause mortality rates
	43. Healthy life expectancy at age 65
<b>Helping people to live healthier lives</b>	44. Healthy weight of children at 4-5 years and 10-11 years
	45. Self reported measure of people's overall health and wellbeing.
<b>Enabling people to live independently</b>	46. % of eligible social care clients who have self directed support
	47. % of people who 'agreed strongly that their support is based on their needs and wishes enabling them to exercise choice and control over their daily life
<b>Keeping vulnerable, children, adults and families safer, minimising harm and neglect</b>	48. Percentage of children becoming the subject of a Child Protection Plan for a second or subsequent time

# Tower Hamlets Strategic Plan

## Year 1 Action Plan 2011/12

## **Year 2 Action Plan 2011/12**

The Key Initiatives for 2011/12 to support the delivery of the longer term goals of the Community Plan are set out in the following action plan.



## One Tower Hamlets

Underpinning the Community Plan vision is the aspiration to build One Tower Hamlets – a borough where everyone feels they have an equal stake and status. We are committed to **reducing inequalities, providing inclusive services and strong community leadership** - objectives which are supported across Strategic Plan themes - through recognition of **where targeted service provision** can help to contribute to One Tower Hamlets. The refreshed Single Equality Framework will be used as the Council's mechanism to support delivery.

We need to ensure that we continue to drive One Tower Hamlets by working **efficiently and effectively as One Council**. This priority takes on added importance against the backdrop of considerable budget reductions. This theme will increasingly reflect the Council's **Transformation Programme** and the key projects we are delivering to make our Council more **lean, flexible and citizen-centred**.

## *Reduce inequalities*

We are committed to reducing inequalities and providing inclusive services. These objectives are reflected in all of the themes of the Strategic Plan

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Deliver the Single Equality Framework	Mayor Lutfur Rahman  Michael Keating Chief Executive's	New Single Equality Framework agreed (May 2011)  Progress report to Overview and Scrutiny (November 2011)  Convene Fairness Commission (March 2012)
Look at how we can better support citizens to build stronger and more cohesive communities through the implementation of the Citizen Engagement Strategy	Mayor Lutfur Rahman  Michael Keating Chief Executive's	Development of a model for Citizen Engagement (June 2011)  Partnership Workshops - series of workshops to develop a model of engagement with input from a diverse range of stakeholders and to test model with Citizens.  Pilot and roll out of the model through Community Champions project and work with Pan Disability Panel (October 2012)  Mayoral programme of public engagement e.g. assemblies and local scrutiny meetings across 2011/12

<p>Refresh the Council's community leadership role to build on the Council's vibrant local democracy</p>	<p>Mayor Lutfur Rahman Michael Keating Chief Executive's</p>	<p>Finalise proposals for the development of Overview and Scrutiny under a Mayoral Model (May 2011) Locality Forums Project scoped (July 2011 (CLC) Locality Forum Consultation (September 2011 (CLC) Locality Forums established (March 2012 (CLC)</p>
<p>Review and implement a new Communications Strategy</p>	<p>Mayor Lutfur Rahman Takki Sulaiman Chief Executive's</p>	<p>Produce cross directorate communications action plan (April 2011) Review East End Life and implement findings (June/July 2011) Contribute to delivering elements of the Citizen Engagement Strategy through soft launch of the Portal in March 2011 and a full launch in June 2011 Deliver three major and three smaller campaigns by March 2012</p>

## *Work efficiently and effectively as One Council*

The implementation and realisation of our efficiency and improvement objectives will support the provision of effective and joined up corporate services which provide value for money and ensure customer satisfaction.

Underpinning the Council's leading role in delivering against our priorities is our commitment to work efficiently and effectively by **ensuring value for money across the Council; by recruiting, supporting and developing an effective workforce** reflective of the Tower Hamlets' community and by **providing effective and joined up corporate services**

Strategic Action	Lead Member, Lead Officer and Directorate	Milestones and Deadlines
Implement and monitor the activities across the 6 strands of the Transformation Programme	Cllr Alibor Choudhury, Lead Member for Resources  Corporate Management Team All Directorates	A disproportionate reduction in the ratio of 'management and back-office staff' to 'frontline staff' in order to protect front-line services through cost reductions of £16.8 million in 2011/12.  The development of a corporate approach to fair charging and delivery of the income optimisation programme to realise £3.9M savings in 2011/12.  A reduction in the price the Council pays for goods and services to realise savings of £4.2M in 2011/12.

<p>Accelerate the disposal programme of surplus property to reduce running costs and provide capital receipts for investment</p>	<p>Cllr Alibor Choudhury  Chris Naylor (Smarter Working Programme Sponsor), Nick Coldicott (Smarter Working Programme Manager) and Andy Algar (Development &amp; Renewal)</p>	<p>An agreed development plan in place, which will culminate in surrender of the Anchorage House lease by June 2013; this plan will deliver savings of £2.34m from 2013/14.  Sale of General Fund properties during 2011/12 to produce £6.3m (gross) (March 2012)  Sale of Housing Revenue Funding properties during 2011/12 to produce £5.0m (gross) (March 2012)</p>
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# A Great Place to Live

## *Providing quality affordable housing*

Despite the difficult climate for providing social housing, the Council will use its position to influence the level of social affordable housing in the borough and where possible, will aspire to 50% of new housing being affordable homes, with socially rented homes as well as the **affordable family sized housing** a priority

In addition an equalities focus will be given to reducing and mitigating the effects of **overcrowding**.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Deliver over 396 new affordable rented and intermediate homes through the partnership with East Thames Housing Association and Bellway Homes (Ocean Estate)	Cllr Rania Khan Chris Worby Development and Renewal	Demolition of Block F and final land transfer (September 2011) Commence construction of 396 new affordable rented and intermediate tenure homes (September 2011) Provision of new community facility (September 2011) Obtain outline planning approval (July 2011) Detailed planning approval for site 1A (October 2011) Start on site phase 1A (January 2012) Ongoing decant consultation towards decant of 200+ homes (March 2012)
Ensure the successful delivery of the Robin Hood Gardens regeneration programme (Blackwall Reach)	Cllr Rania Khan Chris Worby Development and Renewal	

<p>Increase support activities to housing partners to achieve greater delivery of suitable affordable homes for Tower Hamlets residents, including the provision of family sized homes</p>	<p>Cllr Rabina Khan Jackie Odunoye Development and Renewal</p>	<p>Complete Phase 1 of the LA new build programme (September 2011) Submit outline planning permission for Malmesbury and Birchfield (June 2011) Completion of Local Homes Initiative project (March 2012)</p>
<p>Sustain the delivery of affordable housing through the planning process in the current economic climate</p>	<p>Cllr Rania Khan Owen Whalley Development and Renewal</p>	<p>Identify procurement options (May 2011) Commence procurement process (August 2011) Finalise new process (December 2011) Start new arrangements (February 2012)</p>

## *Improving and maintaining the quality of housing, including maximising energy efficiency*

We will continue to work toward ensuring that more people in the borough live in decent homes, and that all homes within the borough meet **minimum decency standards**.

The Council will also work in partnership to play a key role in leading the local response to **reducing domestic carbon emissions and tackling fuel poverty**.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Work with Tower Hamlets Homes to implement and explore additional funding for the Decent Home Plus programme which will improve the quality of all Council housing	Cllr Rabina Khan  Jackie Odunoye Development and Renewal	Develop programme plan (May 2011)  Complete Contractor Procurement (July 2011)  Start works programme (September 2011)
Monitor the proportion of households in fuel poverty and implement a strategy of targeted activities to improve their energy efficiency	Cllr Rabina Khan  Jackie Odunoye Development and Renewal	Update the domestic energy efficiency database (UNO) with all completed energy efficiency improvements works (June 2011)  Identify households on benefits and living in a dwelling of SAP less than 35 (in fuel poverty) (September 2011)  Provide support to the households in fuel poverty with targeted measures to maximise their income and improve the dwelling SAP rating to 65 or greater (March 2012)



<p>Develop and implement a range of measures including supplying information to householders, targeted improvements to private sector stock and the implementation of a local Climate Change Strategy to help reduce carbon emissions and fuel poverty</p>	<p>Cllr Rabina Khan Jackie Odunoye Development and Renewal</p>	<p>Publicly launch the Climate Change Strategy to highlight the issues of Climate Change in the borough (September 2011) Develop a domestic energy and water efficiency guidance and make available to the residents (December 2011) Assess all major development planning applications to ensure carbon reduction is maximised and all new housing seeks to achieve Code Level 4 (March 2012)</p>
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## *Improving the public realm*

We know that the **cleanliness and management of the public realm** across the whole borough, regardless of ownership, is a priority for our residents and this is reflected in our council priorities.

We will continue to work with partners to ensure well managed estates. Increasingly this will mean developing more **localised approaches** to how we deliver a range of services, including public realm and enforcement activities to address the links between housing and ASB.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Seek additional funding to increase investment in recycling infrastructure	Mayor Lutfur Rahman Jamie Blake Communities, Localities & Culture	London Waste And Recycling Board Bid – Develop project if successful (May 2011)
Review and refresh the Open Space Strategy to inform the LDF	Mayor Lutfur Rahman Heather Bonfield Communities, Localities & Culture	Collect evidence base (June 2011) Open space Strategy Review Completed (September 2011)
Develop strategy and plans for key parks within the borough with a focus on improving accessibility for all	Mayor Lutfur Rahman Heather Bonfield Communities, Localities & Culture	Completion of the landscape development plan for Bartlett Park (September 2011) Implementation complete for the Victoria Park project (December 2011)

## Improving local transport links and connectivity

This priority includes a range of elements. We will connect communities by improving public transport networks and enabling more residents to walk and cycle safely. We are committed to **making getting around the borough easier** and **reducing congestion**.

We are also committed to working on a cross London level to ensuring the best deal for Tower Hamlets in all regional transport decisions.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Produce a revised version of the Sustainable Transport Strategy for Tower Hamlets (2011-2031)	Cllr Rabina Khan Owen Whalley Development and Renewal	Draft Sustainable Transport Strategy stakeholder engagement (April 2011) Finalisation of the draft Sustainable Transport Strategy (June 2011)
Develop and deliver the Transport for London Borough-wide Cycle Hire Scheme providing increased support and access to cycling for all.	Cllr Rabina Khan Owen Whalley & Jamie Blake Development and Renewal and Communities Localities and Culture	Technical drawing complete (May 2011) Planning application process completed (November 2011) Substantial completion of works on site (February 2012) Launch (March 2012) Deliver Phase One Legible London scheme (March 2012)
Develop a new Borough walking plan (2011-21)	Cllr Rabina Khan Owen Whalley Development and Renewal	Draft Walking Plan stakeholder engagement (May 2011) Finalisation of the draft Walking Plan for Tower Hamlets (July 2011) Deliver Phase One Legible London schemes (March 2012)

## Providing effective local services and facilities

The Council is committed to providing easy to access, well run, efficient and integrated services and facilities. Increasingly, that will mean **working with partners** to provide the most efficient and well connected local services.

Developing vibrant town centres involves **providing first-class and well managed centres where people come together for business, shopping, leisure and recreation**. We also remain focused on **improving the quality of streets and neighbourhoods**. A key element of this is **making sure that neighbourhoods have the right range of facilities, like schools and healthcare**.

Strategic Action	Lead Member, Lead Officer and Directorate	Milestones and Deadlines
Develop and deliver more integrated service delivery	Mayor Lutfur Rahman Shazia Hussein Communities, Localities & Culture	Completion of the first Local Service Integration Team at the Toby Club with Police relocation to the Hub (May 2011) Draft prototype Locality Action Plan for LAPs 1 & 2 by (September 2011 – subject to agreed business case) Full evaluation of business efficiencies and increased deployment savings completed by August 2011
Better use our front line data, and our partners' data to respond more quickly and more appropriately to local issues	Mayor Lutfur Rahman Robin Beattie Communities, Localities & Culture	Corporate Data Warehouse option review completed (April 2011) Procurement and implementation timetable agreed (April 2011) Data Hub solution for ASB/Environment completed (July 2011)
Develop better ways to work with our partners and residents	Mayor Lutfur Rahman	Develop a tool kit based on the pilot learning from the Neighbourhood Agreement on the boundary Estate for

	Shazia Hussein Communities, Localities & Culture	<p>joining up communities with front line services (July 2011)</p> <p>Establish criteria and role out for future NA area by Localisation board May 2011</p> <p>Complete a review of Joint Tasking operations (July 2011)</p> <p>Agree locality project team for NA on Boundary Estate through the Localisation Board summer 2011</p> <p>Lifelong learning Service Learner Forums to develop work with residents and work with the College, Third Sector and Community organisations to learning opportunities for adults 2011-12 academic year (one round of meetings per term. TBC)</p>
Improve access to leisure facilities	Mayor Lutfur Rahman Heather Bonfield Communities, Localities & Culture	<p>Review and strengthen the existing contract performance framework to include the provision of access data for under represented groups (March 2012)</p> <p>Inform leisure requirement of Poplar Bath redevelopment (May 2011)</p>
Deliver Phase 2 of improvements to the Tower Hamlets Local History Library and Archive (Bancroft Road)	Mayor Lutfur Rahman Heather Bonfield Communities, Localities & Culture	<p>Tender and procurement of Phase 2 building works (April 2011)</p> <p>Submit Heritage Lottery Fund stage one application (April 2011)</p> <p>Complete Phase 2 building works (December 2011)</p> <p>Submit Heritage Lottery Fund stage two application (July 2011)</p>

<p>Deliver the Local History and Archives (Heritage) Strategy</p>	<p>Mayor Lutfur Rahman Heather Bonfield Communities, Localities &amp; Culture</p>	<p>2012) Complete construction of building (April 2011) Building open to public (May 2011) Complete consultation with wide audience of stakeholders and non-users (December 2011)  Present findings of consultation (March 2012)  Present Strategy to Cabinet for adoption (April 2012) Complete pre-construction works on site (May 2011)  Complete construction of building (April 2012)  Building open to public (May 2012) Identify options for delivering up to 2 new sites for educational use (April 2011)  Achieve contract closure on 1 new school (December 2011)</p>
<p>Deliver the Idea Store Watney Market and One Stop Shop</p>	<p>Mayor Lutfur Rahman Heather Bonfield Communities, Localities &amp; Culture</p>	<p>Complete construction of building (April 2012) Building open to public (May 2012)</p>
<p>Manage the provision of additional schools buildings to meet the projected pupil increase.</p>	<p>Cllr Oliur Rahman Ann Sutcliffe Development and Renewal</p>	<p>Identify options for delivering up to 2 new sites for educational use (April 2011)  Achieve contract closure on 1 new school (December 2011)</p>

<p>Deliver the Council's approved Conservation Strategy to effectively manage the Borough's heritage through the Conservation Strategy Delivery Plan.</p>	<p>Cllr Rabina Khan Owen Whalley Development and Renewal</p>	<p>Complete and maintain a Heritage at Risk register and work with register to remove heritage buildings from risk (June 2011) Develop and maintain an integrated accessible electronic database of heritage information for the Borough (March 2012) Develop and implement an updated database of locally important buildings (September 2011)</p>
<p>Develop three development planning documents (DPD) to formal consultation stage, to help manage and promote the provision of affordable housing</p>	<p>Cllr Rabina Khan Owen Whalley Development and Renewal</p>	<p>Initial Consultation on Options for the DPDs/AAP (June 2011) Formal consultation on draft DPDs/AAP (January 2012) Submission of DPDs/AAP to Secretary of State ahead of independent Examination (March 2012)</p>
<p>Ensure safe and secure Olympic and Paralympic Games for all communities and improve local employment rates</p>	<p>Mayor Lutfur Rahman Robin Beattie Communities, Localities &amp; Culture</p>	<p>Development of the Olympic Strategic Plan (March 2011)</p>

## A Prosperous Community

We aim to create a Tower Hamlets in which everyone, regardless of their background and circumstances, has the **aspiration and opportunity** to achieve their full potential. At the heart of this theme is a focus on **combating social exclusion and improving the life chances** of all of the borough's residents.

This theme is focused on tackling worklessness and **increasing the aspirations and skills of all people living in the borough**. Though the overall focus has not changed, more focused objectives have been developed to reflect the national and regional economic context and the opportunities and challenges they raise for local partners. An agreed focus on achieving **convergence with the London employment rate** not only ensures a shared priority with our 5 borough partners, but also provides a framework for better co-ordination of funding and increased accountability for all mainstream service providers. In turn this framework will help to support our community to limit harm and maximise opportunities arising from the Government's welfare reform.

**Raising the aspirations and skills of local people** has been recognised as a key feature and consequently increasing educational attainment remains a key priority, with a **particular focus on accelerating improvement in GCSE results** and an increased focus on better managing the **transition from education to employment**. This work needs to be underpinned by improving the curriculum offer in schools to develop better pathways for post 16 and beyond. The Local Economic Assessment shows that Tower Hamlets is an entrepreneurial borough; fostering and supporting enterprise in the borough and entrepreneurship among local residents and increasing the number of new businesses and stability is a key objective.



## Supporting more people into work

**Helping families escape poverty and tackling worklessness** is a long-standing priority for the Council. Together with our partners we will work to ensure residents are able to take advantage of all jobs within the borough and that there is convergence of the borough's employment rate with the London average. Our work to reduce child poverty has been recognised as amongst the best in country.

Against a volatile economic context and alongside changes to both public sector funding and welfare reform, reducing the skills gap remains a key priority for residents, the Council and partners. Raising the aspirations and skills of local people has been recognised as a key feature in **creating a prosperous community, tackling poverty and deprivation**.

There will be a targeted focus on improving the economic activity rates of women and disabled residents and on unemployed males who experience recurring and long term unemployment.

Strategic Action	Lead Member, Lead Officer and Directorate	Milestones and Deadlines
Deliver a co-ordinated approach to maximise mainstream provision	Cllr Rabina Khan Nick Smales Development and Renewal	Launch new Employment & Enterprise Strategies which includes Work Programme contractor partnership agreement (June 2011) Agree Annual action plans for employment task delivery (June 2011) Design and implement a 'strategy sign up' process for all proposed delivery organisations or potential organisations (June 2011)
Develop a commissioning plan to support our strategy for reducing Child Poverty	Cllr Oliur Rahman Layla Richards Children, Schools and Families	Commissioning plans in place for five strands (June 2011) Keep welfare reform and other national and local changes under review to inform our child poverty work (September 2011)

	<p>Review progress against strategy (March 2012)</p> <p>Embed quality assurance process across post-16 provision through review of standards and agreed action plans (October 2011)</p> <p>Ensure that the East Collaborative planning is robust and will deliver high quality provision through regular meetings with headteachers (December 2011)</p> <p>Develop and monitor apprenticeship opportunities (particularly through work with LOCOG) and plan for clear progression routes from education (March 2012)</p>	<p>Cllr Oliur Rahman</p> <p>Anne Canning Children, Schools and Families</p>	<p>Raise post-16 attainment through high-quality post-16 provision</p>
	<p>Support schools working together to provide appropriate curriculum provision at KS4 (1:1 tuition, work-based learning, vocational learning) (August 2011)</p> <p>Support new roles of Transition Workers to ensure that they have necessary skills/knowledge to engage young people with learning (March 2012)</p> <p>Updated CEIAG contract to provide targeted support (March 2012)</p> <p>Implement Skillsmatch delivery service to achieve quarterly profile (June 2011)</p> <p>Identify impacts of Work Programme on client referral rates and report to Employment Strategy steering group (December 2011)</p>	<p>Cllr Oliur Rahman</p> <p>Mary Durkin Children, Schools and Families</p>	<p>Commission targeted transition support for young people at risk of not being in education, employment or training after Year 11</p>
		<p>Cllr Rabina Khan</p> <p>Nick Smales Development and Renewal</p>	<p>Support 600 resident starts on the LDA funded Employment and Skills Programme in 2011/12</p>

## Supporting residents through national welfare reform

The Council and partners are committed to ensuring residents are supported through the **still volatile economic climate**, despite reductions in public sector funding, and that we do all we can to mitigate the risks of welfare reform to local people. However, changes to benefit payments and welfare reform will be looked at as an opportunity to support more people into work.

Strategic Action	Lead Member, Lead Officer and Directorate	Milestones and Deadlines
Promote the value of work with the Employment Task Group and Work Programme contractor	Cllr Rabina Khan Nick Smales Development and Renewal	Agree communications plan for employment strategy with the Employment Strategy steering group (June 2011)  Implement elements of marketing and communications plan alongside Work Programme provider marketing (September 2011)
Commission research on women and worklessness to enable us to develop solutions to the barriers that different women face in entering work	Cllr Rabina Khan Nick Smales and Hafsha Ali Development and Renewal Chief Executive's	Utilise key channels such as the Prosperous CPDG and Employment Task Group to disseminate and begin to build on the findings of the research on economic inactivity amongst Bangladeshi and Somali women across the organisation, key partners and stakeholders (June 2011)  Design appropriate interventions for economically inactive Bangladeshi and Somali women based on the understanding of behaviour and motivation in regards to economic inactivity (January 2012)  Prepare a programme of interventions for implementation (September 2011)

<p>Develop and implement a joint programme of activity to deliver 100 jobs through LBTH/employer relationships</p>	<p>Cllr Rabina Khan Nick Smales Development and Renewal</p>	<p>Design vacancy handling programme with Employment Strategy partners, businesses and business networks (June 2011)  Commission a vacancy referral agreement with the business sector for a minimum of 100 jobs (September 2011)</p>
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## *Improving educational aspiration and attainment*

We will work with schools and families to improve the **educational aspiration and attainment** of children and young people and to better manage the transition from education to employment.

Ensuring all children in the borough achieve their potential is a key goal for the Council. We will continue to focus targeted activity to **reduce the gap between the highest and lowest achieving pupils**, for example the difference in attainment between boys and girls.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Build and maintain effective relationships with all education providers in the borough to ensure high standards for all children and young people	Cllr Oliur Rahman  Anne Canning Children, Schools and Families	Establish network groups (eg PLT, PLLA, HO6), between schools to share best practice (September 2011)  Establish partnership protocols and procedures between LA, schools and other providers (January 2012)
Commission support and challenge where there is identified need through school self-evaluation or Ofsted findings	Cllr Oliur Rahman  Anne Canning Children, Schools and Families	Continue to monitor progress of vulnerable groups and satisfactory schools/settings (January 2012)  Identify need for support and agree priority areas and work with schools to broker/commission support (April 2011 on-going process)
Consolidate the offer of positive activities available outside schools hours, retaining those with most impact and increasing coordination between providers.	Cllr Oliur Rahman  Mary Durkin Children, Schools and Families	Establish who are key providers and support networks (December 2011)  Positive activities to be finalised for annual programme (May 2011)  Use integrated data system to increase co-ordination between providers. (March 2012)

<p>Increase targeted provision from early years settings and respond to the Frank Field and Graham Allen Reviews.</p>	<p>Cllr Oliur Rahman Anne Canning Children, Schools and Families</p>	<p>Embed learning from Safe Place to Be programme ensuring school and community based after school provision is well co-ordinated and accessible to vulnerable young people. (March 2012)</p> <p>Sustain the number of play opportunities delivered outside of school hours, in schools and community play spaces. (March 2012)</p> <p>Develop a clearer protocol for identifying and working with borderline cases, using the model of assertive family outreach engaging both the child and the wider family (December 2011)</p> <p>Use local data to get a better understanding of the most vulnerable families' needs and develop appropriate support packages. (December 2011)</p> <p>Provide training and guidance for children's workforce in Early Years to ensure a focus on early intervention with a specific focus on children's social and emotional development and early communication (March 2012)</p> <p>Track impact of developments by creating a project steering team from the children's workforce, across all agencies (January 2012)</p>
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## *Fostering enterprise and entrepreneurship*

Our objective is to **provide incentives that encourage both business and social entrepreneurship**. In addition it is our intention to maximise the opportunity for local businesses to **benefit from growth sectors including the Olympic and Paralympic Games** and to reinforce these opportunities by **promoting Tower Hamlets businesses and encouraging growth and tourism**.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Improve coordination of advice services from the Enterprise Task group members and external agencies to support successful entrepreneurial activity	Cllr Rabina Khan  Nick Smales Development and Renewal	Complete and maintain a source document of relevant enterprise support agencies and current initiatives (June 2011)  Report to Tower Hamlets Partnership on improvement of cooperation (December 2011)  Draft protocols for improved coordination for consideration by enterprise support agencies (March 2012)
Support growth sectors in the context of Tower Hamlets as a central London economy	Cllr Rabina Khan  Nick Smales Development and Renewal	Identify growth sectors which are to be the subject of support initiatives under the Enterprise Strategy, and report to Enterprise Task Group (September 2011)  Create development plan for one of the identified growth sectors (December 2011)  Hold at least one event for local businesses in the growth sector that is the subject of the development plan (March 2012)

<p>Define boundaries for all of the Borough's town centres to support town centre investment activities</p>	<p>Cllr Rabina Khan Owen Whalley Development and Renewal</p>	<p>Define scope of the study area in accordance with recommendations of the Core Strategy/ Local Development Framework (July 2011) Commence Boundary assessment work (August 2011) Complete and confirm boundaries of the Borough's town centres (February 2012)</p>
<p>Embed procurement policies and procedures which support local businesses, with a focus on SMEs and BMEs.</p>	<p>Cllr Alibor Choudhury Richard Parsons Resources Directorate</p>	<p>Local business opportunities mapped (June 2011) Annual report on progress (March 2012)</p>



## A Safe and Cohesive Community

Our aim is to have a safer Tower Hamlets: a place where **everyone feels safe**, gets **on better together** and difference is not seen as threat but a core strength of the borough.

Ensuring that all residents and visitors, young and old, feel safe and confident in their homes and on the streets of Tower Hamlets remains a key priority. To this end focusing on the **visible signs of crime** and **anti-social behaviour**, through both **increased and more visible enforcement** and **better community engagement** becomes a key focus. The Plan also recognises a need to go beyond simply tackling crime and ASB to **focusing on improving people's sense of feeling safe and improving confidence in local policing**, and ultimately help tackle the **discrepancies between actual and perceived crime**, as well as **cultivating civic responsibility and improving community cohesion**.

## *Focusing on crime and anti-social behaviour*

This objective will be achieved through an increased focus on **visible signs** of ASB such as **street prostitution, alcohol and drugs**, and an improved response to **hate crime for victims and perpetrators**.

Crime and ASB reduction will be underpinned by a **stronger focus on enforcement**. The Council and Police will use existing enforcement powers, particularly on licensing, to target anti-social behaviour centred on particular premises and establishments.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Develop cross-cutting Violence against Women and Girls Strategy	Mayor Lutfur Rahman  Andy Bamber Communities, Localities and Culture	Complete consultation and mapping report (April 2011)  Complete draft strategy (April 2011)  Draft strategy taken through internal and partnership forums for consultation and sign off/approval (September 2011)  Publish strategy (July 2011)
Produce borough drug strategy	Mayor Lutfur Rahman  Andy Bamber Communities, Localities and Culture	Create partnership drug tasking service (May 2011)  Purchase police officers with Sec 92 agreement (MPA) (April 2011)

## Reducing re-offending

The Council and partners will continue to work together to improve **integrated offender management** across agencies, **preventing re-offending** and reducing the number of people re-offending.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Develop and implement an Integrated Offender Management process and procedure, including dedicated Governance and resources	Mayor Lutfur Rahman Andy Bamber Communities, Localities and Culture	Set up Board (April 2011) Implementation Plan in plan (June 2011) Work Programme agreed (September 2011)
Implement the Youth Justice Plan and Supporting People Strategy around supporting people coming out of custody	Cllr Oliur Rahman Mary Durkin Children's, Schools and Families	Re-draft custodial education information transfer (May 2011) Conduct a post-custody accommodation audit (July 2011)
Mainstream triage work with young first time offenders to maintain the current low levels of entrants into youth justice system	Cllr Oliur Rahman Mary Durkin Children, Schools and Families	Re-prioritise within the base budget to secure this work (April 2011) Work with the police and community safety to find alternative funding for the After School Patrols (April 2011)

## *Reducing fear of crime*

The Council will work with partners to **help citizens to feel safe and increase their confidence** in the ability of the Police, Council, local partners and the community to **resolve crime and ASB issues**.

This objective also incorporates the desire to **empower the community** to play a greater role in **community safety and support**.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Implement the year 1 Community Safety Plan	Mayor Lutfur Rahman  Andy Bamber Communities, Localities and Culture	Set up working group (April 2011)  Deliver work plan (June 2011)
Develop a new 3 year Crime Reduction Strategy and Action Plan and 1 year Plan to operate from April 2012	Mayor Lutfur Rahman  Andy Bamber Communities, Localities and Culture	Leadership development and pre-draft consultation activities completed September 2011  Strategic Review completed November 2011  Draft CRS completed December 2011  CRS and Annual Plan approved by April 2012

## Fostering greater community cohesion

Strong partnerships have been established between the Police and other statutory and community organisation to promote community cohesion and tackle hate. A long standing commitment to **fighting discrimination** is shared by a wide range of partners, which is framed by our borough wide No Place for Hate Campaign. A wide programme of work continues to **bring communities together** including projects delivered through the One Tower Hamlets Fund.

Our approach to fostering community cohesion is also based on **providing inclusive services**. The way we deliver services and take decisions has a significant impact on way that people feel about their local area and their lives, as well as those of their families and the people around them.

Strategic Action	Lead Member, Lead Officer and Directorate	Milestones and Deadlines
Implement the Community Cohesion Framework, which will provide a clearer strategy for our high level commitment to turn cohesion into policy and practice.	Mayor Lutfur Rahman Michael Keating Chief Executive's	Launch the Community Cohesion Framework (May 2011) Report on implementation to Partnership Executive (March 2012)
Refresh the Council's community leadership role to build on the Council's vibrant local democracy	Mayor Lutfur Rahman Shazia Hussein Communities, Localities and Culture	Neighbourhood Agreement agreed between residents and service providers (April 2011) and rolled out with a 1 year performance framework established Outline for Community Champions programme for CLC services scoped by July 2011
Achieve a sustainable future for the Mela	Mayor Lutfur Rahman Heather Bonfield Communities, Localities and Culture	Determine Mela delivery options for 2012 onwards (September 2011) Development of the cultural programme, as part of the live site offer, taking account of equalities strands (December 2011)

## Tackling violent extremism

The Council and partners are committed to **ensuring strong and resilient communities**. In April 2011 the current round of Preventing Violent Extremism (PVE) funding will come to an end as will our local PVE Action Plan. At a national level, the Coalition government has initiated a comprehensive review of the PVE strategy. The outcome of the review is not yet known but it is likely to result in a reorientation of approach.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Build on what we learnt about the risk of violent extremism in Tower Hamlets and what works in reducing vulnerability of individuals and increasing community resilience	Mayor Lutfur Rahman Michael Keating Chief Executive's	Report on outcome of PVE peer evaluation to Safe and Cohesive Community Plan Delivery Group (May 2011)
Consider the changing national policy and reflect on how to position our own local approach in this context	Mayor Lutfur Rahman Michael Keating Chief Executive's	Hold a series of community events to explore our local approach to PVE (June 2011)
Consider how work to prevent violent extremism can best be delivered in the context of the drive towards greater efficiency and leaner more flexible service delivery	Mayor Lutfur Rahman Michael Keating Chief Executive's	Refreshed PVE action plan to be agreed by Cabinet (May 2011)

## A Healthy and Supportive Community

Our aim is to support residents to live healthier, more independent lives and reduce the risk of harm and neglect to vulnerable children and adults.

Within this theme, the key emphasis will be on **promoting healthy lifestyles** and ensuring fewer residents require **acute long-term care for avoidable health and social care needs**. In addition, there will be a focus on working with partners in a changing health landscape to continue to improve access to services, deliver choice, control and independent living through self-directed support, and **protect vulnerable people from harm, neglect or abuse**.

This year will be a transitional year on the journey to implementing the national changes to health and social care. Building relationships with the GP Commissioning Consortium, setting up the Health and Wellbeing Board and continuing the joint work on the Joint Strategic Needs Assessment will all be priorities

## *Preventing people from dying prematurely*

Narrowing the gap between the mortality rates for the borough and those for London continues to be a priority for all partners. We will take a joined up and targeted approach to tackle the biggest killers with a particular focus on the biggest killers, cardiovascular disease, cancer and respiratory disease, and long term conditions such as diabetes and dementia. We will work toward longer, healthier lives for all our residents.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Prepare for the transition of public health responsibilities to the Local Authority	Mayor Lutfur Rahman Helen Taylor Adults, Health and Wellbeing	Produce an initial transition plan (June 2011) Agree Terms of Reference and membership for the Tower Hamlets Health and Wellbeing Board (December 2011) Shadow Health and Wellbeing Board in place (March 2012) Develop approach to, and priorities for Public Health Commissioning for 2012/13 (March 2012)
Develop strong partnership working with the new GP consortia	Mayor Lutfur Rahman Helen Taylor Adults, Health and Wellbeing	Evaluate initial options for joint working with GPs on commissioning support arrangements (September 2011) Define shared priorities for Joint Strategic Needs Assessment with public health and GPs (December 2011) Agree with GP Consortium the priorities for integrated commissioning (March 2012)



## Helping people to live healthier lives

The promotion of healthy lifestyles, lifestyles including helping people to stop smoking, be more physically active, eat healthier diets, reduce alcohol and other substance misuse and promote mental health, will help to narrow the gap between the borough and London mortality rates.

All sections of the community should be healthier with an improved sense of wellbeing.

Strategic Action	Lead Member, Lead Officer and Directorate	Milestones and Deadlines
Work with health providers to develop and consolidate our health offer to schools	Cllr Oliur Rahman  Mary Durkin Children, Schools and Families	Embed the secondary drop-in programme (September 2011)  Continue with the Healthy Schools Programme. Training, support and guidance to schools around PSHE, Healthy Eating, Sex Education, Drug Education and Emotional Health and Well Being to continue through the Healthy Lives team.  Centralised Training will be delivered in all of the above areas. Sixty nine teachers within the Borough to be trained in delivery of sex and relationships education (July 2011)

<p>Mainstream the Healthy Borough Programme into the Council's core activities</p>	<p>Mayor Lutfur Rahman Keith Williams Adults Health and Well Being  Mary Durkin Children, Schools and Families  Michael Bell Development and Renewal  Heather Bonfield Communities, Localities and Culture  Jamie Blake Communities, Localities and Culture</p>	<p>Produce a final overview report on the achievements, impacts and key learning points from the Healthy Borough Programme with recommendations for future actions (June 2011)</p> <p>Maintain the work of the Healthy Schools Programme. The Healthy Lives Team to deliver a range of healthy lifestyle programmes that lead to greater understanding and change the eating and physical activity habits of pupils, staff and parents, workshops/sessions on: healthy packed lunches, healthy eating and physical activity, breakfast clubs, developing the school lunch time experience.</p> <p>Providing schools with support to develop healthy eating and physical activity policies: <u>Centralised training to be delivered</u> <b>Summer term 2011</b> – healthy packed lunch workshop <b>Autumn term 2011</b> – healthy eating and physical activity session <b>Spring term 2012</b> - breakfast club workshop, whole school food policy development session and physical activity policy development session</p> <p>Completion of 'Tower Hamlets Healthy Spatial Planning Project' (May 2011)</p> <p>Inclusion of policies within the draft LDF Development Management Development Plan Document (DPD) to address over concentration of un-healthy uses and to promote the development of the Tower Hamlets Green Grid (November 2011)</p>
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		<p>Opening of the Barclays bike hire scheme in Tower Hamlets (March 2012)</p> <p>Lifelong learning service to work with a range of schools to deliver a family learning programme including fitness and healthy eating – 3 programmes (March 2012)</p> <p>Transportation &amp; Highways Restructure implemented (1st April 2011) (mainstreams Active Travel Officer)</p>
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## Enabling people to live independently

The Council will work with partners to ensure that people who need support from social care are in control and can purchase this support to meet their **individual needs**. This should ensure **reduced dependence on residential or institutional care**.

Strategic Action	Lead Member, Lead Officer and Directorate	Milestones and Deadlines
<p>Drive forward the transformation of Adult Social Care with a particular focus on:</p> <ul style="list-style-type: none"> <li>&gt;Shifting resources into preventative services, including reablement;</li> <li>&gt;Developing the external Market of support options;</li> <li>&gt;Continuing the roll-out of personal budgets for those with longer-term needs</li> </ul>	<p>Mayor Lutfur Rahman</p> <p>Helen Taylor Adults, Health and Wellbeing</p>	<p>Publish market position statement (July 2011)</p> <p>First Community Hub at Bell Lane Opened (October 2011)</p> <p>Joint plan developed with NHS for the spend of carers grant (October 2011)</p> <p>New LD day opportunity services procured under a framework agreement ready for call offs from 1st April 2012 (February 2012)</p> <p>New framework agreement in place for commissioning Supporting People services (February 2012)</p> <p>New contracts in place for Information, Advice and Advocacy services (March 2012)</p>

### *Providing excellent primary and community care*

During this time of changing public sector service delivery, the Council will work with partners to ensure that people experience a **seamless service** from health and social care services.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Develop an agreed integrated pathway for hospital discharge and hospital admission prevention	Mayor Lutfur Rahman Helen Taylor Adults, Health and Wellbeing	Jointly complete and evaluate the ward in the community model with health colleagues (December 2011)  Integrated reablement and rehabilitation pathway in place (March 2012)

## *Keeping vulnerable children, adults and families safer, minimising harm and neglect*

Central to this objective is the protection of vulnerable and high risk children and adults from harm and neglect.

<b>Strategic Action</b>	<b>Lead Member, Lead Officer and Directorate</b>	<b>Milestones and Deadlines</b>
Implement the Family Wellbeing Model, creating a clear offer of services to families and developing targeted services.	Cllr Oliur Rahman Helen Lincoln Children, Schools and Families	Execute the FWB Model project plan to ensure full implementation of the model (March 2012) Develop a new Parenting and Family Support Strategy (September 2011)
Develop a new Parenting Strategy to consolidate our services and ensure access to support for parents	Cllr Oliur Rahman, Mary Durkin Children, Schools and Families	Develop Family and Parenting strategy (April 2011 onwards) Strategy in place (September 2011) Lifelong learning to work with in a range of schools to deliver a family learning programme – 3 Programmes (March 2012 CLC)
Review and update quality assurance framework for adult safeguarding with partner agencies	Mayor Lutfur Rahman Katharine Marks Adults, Health and Wellbeing	Agreement on performance and outcome measures agreed by Safeguarding Adults Board (September 2011) Quality assurance framework updated (October 2011) Updated QAF implemented (December 2011)

# Agenda Item 9.1

<b>Committee</b>  <b>Overview and Scrutiny Committee</b>	<b>Date</b>  <b>5<sup>th</sup> April 2011</b>	<b>Classification</b>  <b>Unrestricted</b>	<b>Report No.</b>	<b>Agenda Item No.</b>  <b>9.1</b>
<b>Report of:</b>  Acting Joint Service Head Scrutiny and Equalities  <b>Originating Officer(s):</b>  Mohammed Ahad Scrutiny Policy Officer		<b>Title:</b>  Safeguarding Adults at Risk - Report of the Scrutiny Working Group  <b>Ward(s) affected:</b>  All		

## 1. Summary

- 1.1 This report submits the report and recommendations of the Safeguarding Adults at risk Working Group for consideration by the Overview and Scrutiny Committee.

## 2. Recommendations

It is recommended that Overview and Scrutiny Committee:

- 2.1 Agree the draft report and the recommendations contained in it.
- 2.2 Authorise the Service Head for Scrutiny and Equalities to amend the draft report before submission to Cabinet, after consultation with the Scrutiny Lead for Safe and Supportive.

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### LOCAL GOVERNMENT ACT, 1972 (AS AMENDED) SECTION 100D

#### **LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT**

Background paper

Name and telephone number of and address where open to inspection

None

N/A

### **3. Background**

- 3.1 A Working Group was established in July 2010 to look at how the Council and partners can continue to safeguard adults at risk of abuse considering a period of efficiency savings in the public sector. The safeguarding of adults at risk of abuse has been a priority of the Council for many years. The Council has one of the top Adult Social Services in the country. However, when the review commenced, safeguarding adult's services was rated by the Quality Care Commission as 'serving people adequately'. With this and changes in central government policies, particularly with the introduction of the personalisation agenda, it was thought that this review would be a useful area to explore.
- 3.2 As the safeguarding of adults at risk is wide ranging the working group decided to focus on the 4 key areas of access to services, financial abuse, commissioning and partnership working. The key aims and objectives for the review were:
- To review the borough's current approach to adults at risk;
  - To review and evaluate access to support that was available for adults at risk;
  - To identify potential gaps in partnership working internally between Council departments and also between partners;
  - To consider how the Council commissions care services and how these are monitored
- 3.3 The Working Group undertook various meetings including hearing evidence from the Council Officers, the Metropolitan Police, MIND, Disability Coalition Tower Hamlets and the Independent Chair of the Tower Hamlets Safeguarding Adults Board. The Working also visited the Sonali Gardens day care centre and Toynbee Hall as part of their evidence gathering to greater understand the current work being delivered to safeguard adults.
- 3.4 A number of recommendations have been put forward by the Working Group. It was felt that users needed to be more involved in service planning and should be a part of the Safeguarding Adults Board. It was acknowledged that there was a need to preserve advocacy work in the current period of efficiency savings and in particular, this was coupled with greater training be given to adults at risk on what constitutes abuse so they are aware and know if they are being abused. With a low number of self referrals we have also recommended that an independent point of contact be set up for adults who find it difficult to disclose abuse.
- 3.5 The report with recommendations is attached at Appendix A.
- 3.6 Once agreed, the Working Groups report will be submitted to Cabinet for a response to the recommendations.



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

- 4.1 The Council is required by section 21 of the Local Government Act 2000 to have an Overview and Scrutiny Committee and to have executive arrangements that ensure the committee has specified powers. Consistent with this obligation, Article 6 of the Council's Constitution provides that the Overview and Scrutiny Committee may consider any matter affecting the area or its inhabitants and may make reports and recommendations to the Full Council or the Executive in connection with the discharge of any functions. It is consistent with the Constitution and the statutory framework for the Executive to provide a response.
- 4.2 The report makes a number of recommendations in relation to safeguarding adults. The law on adult social care would benefit from reform to: consolidate the many existing statutes; clarify the safeguarding responsibilities of local authorities; establish a duty to make enquiries and take appropriate action in adult protection cases; and place the status of adult safeguarding boards on a statutory footing. That said, there is sufficient existing statutory provision that the recommendations the subject of the report are capable of being carried out within the Council's functions. If the Executive agreed with the recommendations, it would be for officers to ensure the Council's functions are not exceeded.

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

- 5.1 This report describes the analysis and recommendations of the Safeguarding Adults at risk Working Group.
- 5.2 Recent government announcements about funding reductions to the Council in 2010-11 and for the next four years will affect any recommendations agreed and any additional costs that arise from the recommendations must be contained within directorate revenue budgets. Specifically, recommendation R2 requests additional funding for an advocacy programme and R7 describes additional training for staff. Consequently, officers will be obliged to seek the appropriate financial approval before further financial commitments are made.

#### **6. One Tower Hamlets consideration**

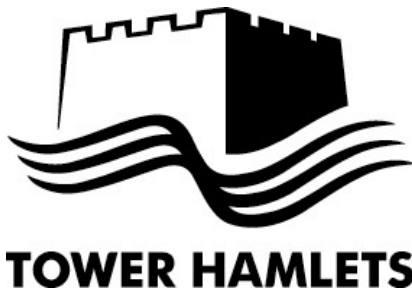
- 6.1 Safeguarding adults at risk including those that are seen as vulnerable is a key priority for the Council when reducing inequalities. The Community Plan states that *'Services will ensure everyone, particularly the vulnerable, are protected from risk of harm and enabled to live a full and independent life' and protecting children and vulnerable adults from harm and neglect'*.
- 6.2 The Strategic plan 2010/11 includes the following three priority areas which are all linked to this report and its recommendations:
- Empower older and vulnerable people and support families
  - Further strengthen arrangements across the Council and the Partnership to protect vulnerable adults from abuse, harm and neglect
  - Improve access to preventative services for vulnerable adults, reducing use of institutional care and reliance on care managed services

Specific recommendation from the report relating to One Tower Hamlets include having service user representation on the Safeguarding Adults Board and undertaking a mapping analysis to explore if the Council is meeting the needs of hard to reach communities, in particular BME groups and people with mental health and/or physical or learning disabilities.

## **7. Risk Management**

- 7.1 There are no direct risk management implications arising from the Working Group's report or recommendations.

# **Report of the Scrutiny Review Working Group on Safeguarding Adults at Risk**



**London Borough of Tower Hamlets  
March 2011**

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## **Acknowledgments**

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The Working Group would like to thank all the officers and partners that supported and gave evidence to the review. The views and perspectives of all that were involved have been fundamental in shaping the final recommendations of this report.

### **Working Group Chair:**

Councillor Lesley Pavitt

### **Working Group Members:**

Councillor Amy Whitelock  
Councillor Anna Lynch  
Councillor Bill Turner  
Councillor Carlo Gibbs  
Councillor Zara Davis

### **Co-opted Members:**

Tony Fulham                                      Resident Steering Group Member, Local Area Partnership 4

### **London Borough of Tower Hamlets:**

Alan Tyrer                                      Safeguarding Co-ordinator  
Deborah Cohen                                Service Head Commissioning and Strategy, Adults Health and Wellbeing Directorate  
Katharine Marks                                Interim Service Head, Health and Disability

### **Scrutiny and Equalities:**

Afazul Hoque                                    Scrutiny Policy Manager  
Hafsha Ali                                        Acting Joint Service Head Scrutiny and Equalities  
Mohammed Ahad                                Scrutiny Policy Officer  
Shanta Begum                                    Future Jobs Fund Trainee

### **External:**

Abdirashid Gulaid                              Support Service Manager, MIND in Tower Hamlets and Newham  
Brian Parrott                                    Independent Chair, Tower Hamlets Safeguarding Adults Board  
Detective Sergeant Robert Kidd            Safeguarding Adults Co-ordinator, Tower Hamlets Metropolitan Police  
Enayet Sarwar                                    Elder Care Manager, Sonali Gardens Day Care Centre  
James Turnball                                   Dignify Project Co-ordinator, Toynbee Hall  
Mike Smith                                        Chief Executive, Disability Coalition Tower Hamlets  
Michelle Kabia                                    Director, MIND in Tower Hamlets and Newham

PC Kerry O'Neill

Safeguarding Adults Officer, Tower Hamlets  
Metropolitan Police

## Chair's Foreword

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An aim of the safe and supportive theme is to create a Tower Hamlets where everyone, young and old, feels safe and has equal access to choices, chances and power. The safeguarding of adults at risk of abuse has been a priority of the Council for many years. We have one of the top Adult Social Services in the country. However, when we started this review the safeguarding adult's services was rated by the Quality Care Commission as 'serving people adequately'. With this and changes in central government policies, particularly with the introduction of the personalisation agenda, I thought this area was worthy for a scrutiny review.

As the subject is very broad we decided to concentrate on a few key areas which included access to services, financial abuse, commissioning and partnership working. We made two visits to projects in the borough that deliver services for those at risk of abuse and also heard from various national and local organisations on how we can improve our services in safeguarding those adults at risk. I would like to thank all those who so willingly gave evidence and contributed immensely to the final recommendations of this review.

Can I also take the opportunity to thank the Working Group, which consisted of both Councillors and residents, for taking the time out from their very busy schedules to attend the various evidence gathering sessions and contributing to the discussions and the final recommendations.

Our recommendations have centred on the user. We felt they need to be more involved in service planning and should be part of the Safeguarding Adults Board. We also acknowledged the need to preserve advocacy work in the current period of public sector cuts. With a low number of self referrals we have also recommended that an independent point of contact be set up for adults who find it difficult to disclose abuse. And finally we have suggested that greater training be given to adults at risk on what constitutes abuse so they are aware and know if they are being abused. During the course of the review, the Care Quality Commission revised its rating for the Council to 'Serving People Well'. I do hope that our recommendations come some way in improving this even more.

I have thoroughly enjoyed being the Scrutiny Lead for Safe and Supportive communities which I have seen to be wide ranging and very important to our residents. I believe improving on the already excellent work that we've delivered in these areas can support us in developing a safer and even more supportive community.

**Cllr Lesley Pavitt**  
**Scrutiny Lead, Safe and Supportive**

## Recommendations

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The working group's recommendations set out the areas requiring consideration and action by the Council and the Tower Hamlets Partnership to strengthen how it safeguards adults that are at risk of abuse. The recommendations are as follows:

- R1 In order to ensure those at risk are aware of what constitutes abuse and how to report it to access support, the Adults Health and Wellbeing Directorate will:
- Continue to work in partnership with Toynbee Hall or any other similar organisation and provide further funding to extend the Dignify Programme or any similar programme to include not only older people, but also other adults at risk of abuse such as people with mental health problems or learning disabilities.
  - Explore accrediting the training pack developed by Dignify or any other similar programme to equip other local organisations with the ability to deliver their workshops.
  - Provide a progress report in six months to the Overview and Scrutiny Committee
- R2 In recognition of the urgent need to provide a seamless transition to the personalisation agenda for adults at risk, given the new risks inherent in self-directed care through personal budgets, the Adult Health and Wellbeing Directorate will increase access to advice, guidance and advocacy by taking action to:
- Provide funding for general advocacy programmes through the commissioning process, to increase the level of advocacy support available in addition to statutory provision from Independent Mental Health Advocates and Independent Mental Capacity Advocates, working with providers to deliver these services
  - Explore using the “No Place for Hate” method to set up a freephone helpline as an independent point of contact for adults suffering abuse to report their concerns via a third party, so they are not dependent on a family member, carer, assistant, health or social care professional who may be perpetrating the abuse
- R3 In order to guarantee that the Safeguarding Adults Board is more representative and takes account of the perspective of adults at risk, the Adults Health and Wellbeing Directorate will ensure that it includes representation from a wide range of stakeholders including housing (RSLs and THH), the Police, Social Services, Transport, and, most importantly, local third sector organisations serving adults at risk and service users themselves.



- R4 That the Safeguarding Adults Board ensures that robust and transparent quality assurance procedures are in place across all agencies on the board which are standardised and streamlined across the agencies where possible.
- R5 That the Adult Health and Wellbeing Directorate produce an analysis of best practice methods used by NHS Tower Hamlets and others who engage with service users at the planning stage and adopt a new policy to ensure inclusion of service users at the earliest possible stage and throughout the process, when implementing the personalisation agenda and any other strategies which may affect adults at risk, including the elderly, disabled and those with learning difficulties or mental health problems.
- R6 That the Adults Health and Wellbeing Directorate undertake a thorough and robust mapping analysis of the gaps which may exist in the current service, particularly for people who are not in touch with statutory services and therefore may not be identified as at risk and referred to safeguarding procedures. The gap analysis should cover:
- Engaging with hard to reach communities and in particular BME groups, people with mental health needs and/or physical or learning disabilities.
  - A strategy which outlines how they will be engaged and how their needs will be met in the future.
- R7 That the Adults Health and Wellbeing Directorate introduce extra training for frontline staff in the Council and partner agencies that work with adults at risk including:
- Training all staff that work with adults at risk to empower and build the confidence of individuals rather than to take them out of situations which expose their vulnerability. This training should be embedded into existing Council training and refresher programmes and the cross-agency training plan overseen by the Safeguarding Adults Board.
  - Ensuring all staff working with adults at risk in care settings, residential accommodation or in their homes have been trained to empower service users to disclose abuse

Provide a report in six months to the Overview and Scrutiny Committee of what options have been explored and how these have been taken forward, including an explanation of why any are rejected.

## Introduction

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1. Safeguarding adults at risk is a priority of the Council and falls under the Council's Adult Social Care Service which is one of the countries top performers and has been rated as '*excellent*' for the past six consecutive years. However, the Care Quality Commission (CQC) inspection in November 2009, highlighted safeguarding adults as only '*Serving People Adequately*'. During the period of evidence gathering, the CQC revised its rating for the Council to '*Serving People Well*'<sup>1</sup> as the Council had met a number of requirements produced in an action plan by the CQC after the initial November 2009 assessment. With this and considering a period of efficiency savings facing public services which suggested that the vulnerable could be 'worst hit by the cuts' (Metro, 13/9/10) it made the case for this scrutiny review ever more important.
2. The area of safeguarding adults at risk is wide ranging and the Working Group decided that the review would focus on the following key aspects. Evidence would be considered from internal and external experts with visits also focusing on these themes:
  - Access to services
  - Financial abuse
  - Commissioning
  - Partnership working
3. At the outset the review had a number of key aims and objectives which included:
  - To review the borough's current approach to adults at risk;
  - To review and evaluate access to support that was available for adults at risk;
  - To identify potential gaps in partnership working internally between Council departments and also between partners;
  - To consider how the Council commissions care services and how these are monitored
4. The Working Group held the following meetings and visits:

### **Review meeting 1**

Reviewed evidence from the Interim Service Head for Health and Disability on the Council's approach to Safeguarding Adults at Risk.

### **Review meeting 2 – Visit to Toynbee Hall**

The visit to Toynbee Hall gave the Working Group an insight into the work of the Dignify Project which aims to reduce elder abuse by raising awareness amongst older people and professionals.

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<sup>1</sup> Care Quality Commission Inspection of Adult Social Care, Cabinet Report, March 2010

### **Review meeting 3 – Visit to Sonali Gardens Day Care Centre**

Working Group Members met service users at the Sonali Day Care Centre and developed their understanding of issues and concerns faced by service users. Members took a tour of the Centre's facilities.

### **Review meeting 4 – Financial Abuse / Disabilities**

Evidence was received from the Metropolitan Police on issues around financial abuse which is a major problem both in the borough and nationally. Members also heard from the Chief Executive of the Disability Coalition Tower Hamlets on concerns regarding the abuse of people with physical and learning disabilities.

### **Review meeting 5 – Commissioning / Mental Health**

This session considered how services are commissioned and the future challenges that may exist considering the shift in government policy. The session also looked at how the Council can continue supporting those with mental health issues in a climate of efficiency savings.

### **Review meeting 6 – Draft recommendations**

The Working Group developed their draft recommendations

### **Review meeting 7 (final meeting)**

The final meeting allowed the Working Group to hear evidence from the Independent Chair of the Safeguarding Adults Board as well to finalise their recommendations,

The final report of this review will be presented to the Overview and Scrutiny Committee. The Mayor and his Cabinet will then prepare an action plan outlining their response to the recommendations which will be monitored by the Overview and Scrutiny Committee on a six monthly basis.

## Background

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### The National Perspective

5. The change of Government in May 2010 has resulted in a change of emphasis and greater importance being placed on the themes of partnership, decentralisation and localism, than was previously the case. These themes have been developed and given greater prominence under the banner of the 'Big Society' and the 'Ageing Well' programmes<sup>2</sup>.
6. The Big Society champions a new relationship between citizens and the State, advocating social and personal responsibility over State control. It seeks to support communities to address the most challenging, persistent and complex social problems in our society, tackle social injustice, and improve the lives of the most disadvantaged.
7. The Ageing Well programme is designed to support local authorities to improve their services for older people. The key aim of the programme is to provide a better quality of life for older people through local services that are designed to meet their needs, and which recognise the huge contribution that people in later life make to their local communities. The programme consolidates current best practice from local authorities and the lessons learned from earlier pilot activities and will be delivered by Local Government Improvement and Development. An essential aspect of the programme is to help authorities to improve efficiency while still delivering quality services.
8. Ageing Well recognises that local concerns need local solutions and encourages authorities to take the lead to work in partnership with other local organisations to develop innovative approaches to the issues faced by their particular communities. It aims to help local authorities use their resources effectively, to promote well-being in later life, to ensure that older people can live independently for longer, to engage older people in civic life and to tackle social isolation by recognising older peoples potential.
9. Safeguarding adults at risk of abuse is very much a part of the overall Ageing Well programme and is a key responsibility of local authorities and one that has developed quickly, particularly in the last ten years as people have become more aware of adults at risk experiencing harm in institutions, in their own homes and in the community. Work has been framed by government guidance (No Secrets, Department of Health, 2000), by the review of that guidance published in 2009 and by standards and guidance published by the Association of Directors of Adults Services.
10. The Safeguarding Vulnerable Groups Act (2006)<sup>3</sup> recognises that any adult receiving any form of healthcare is vulnerable. There is no formal definition of vulnerability within healthcare although some people receiving healthcare may be

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<sup>2</sup> Local delivery of joined-up services for older people, DWP Mike Robertson and Helen Wilkinson

<sup>3</sup> <http://www.legislation.gov.uk/ukpga/2006/47/contents>

at greater risk from harm than others, sometimes as a complication of their present condition and their individual circumstances.

11. It is important to be aware that many disability and user-led organisations consider that the term 'vulnerable' is negative, that it attributes 'victim status' to the individual and that it marginalises them as citizens. The vast majority (90 per cent) of respondents to the consultation process for the review of No Secrets requested that the definition of 'vulnerable adult' be revised. During the evidence gathering sessions of this scrutiny review this was highlighted on a number of occasions which led the review title to be changed from '*Safeguarding Vulnerable Adults*' to '*Safeguarding Adults at Risk*'.
12. The Law Commission's review of Adult Social Care Legislation (2010)<sup>4</sup> proposed that a revised definition for consultation based on Adults at Risk should take place as follows:

An adult at risk could be defined as a person aged 18 or over who:

- Is eligible for or receives any adult social care service (including carers' services) provided or arranged by a local authority; or
  - Receives direct payments in lieu of adult social care services; or
  - Funds their own care and has social care needs; or
  - Otherwise has social care needs that are low, moderate, substantial or critical;
  - Falls within any other categories prescribed by the Secretary of State or Welsh Ministers; and is at risk of significant, where harm is defined as ill-treatment or the impairment of health or development or unlawful conduct which appropriates or adversely affects property, rights or interests (for example theft, fraud, embezzlement or extortion).
13. Local Authorities have a key role to play in safeguarding adults at risk which are outlined in various government reports and legislations. They have a community leadership role generally as well as in relation to Safeguarding and Community Safety. Councils with Social Services Responsibilities are required (through the statutory roles of the Lead Member and Director of Adults Social Services) to specifically safeguard 'vulnerable' adults. Harm and abuse to 'vulnerable' people frequently links to domestic violence and abuse, to hate crime and to anti-social behaviour.
  14. In order for councils to fulfil these responsibilities, there is a need for strong strategic leadership, through partnerships, by the Executive and the Local Safeguarding Adults Board to ensure that safeguarding is given sufficient priority to improve outcomes for 'vulnerable' people. The framework in place for safeguarding adults is complex. The roles and responsibilities of Lead Member, Director of Adult Social Services (DASS) and Chair of the Safeguarding Adults Board (where this is different from the DASS) need to fit well with the council's overall approach to community wellbeing and safety. To ensure that the system is being well led there needs to be a range of checks and balances which hold the system leaders to

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<sup>4</sup> [http://www.lawcom.gov.uk/adult\\_social\\_care.htm](http://www.lawcom.gov.uk/adult_social_care.htm)

account. The local Overview and Scrutiny Committee is one of those critical checks and balances<sup>5</sup>.

15. Councils are responsible for ensuring they have in place Safeguarding Adults Boards which have a critical role to play in terms of leadership and the management of safeguarding services across partners. Members of the Board will include staff from a full range of partners including Adult Social Care and other council departments, NHS Trusts and primary care providers, the Police, Crown Prosecution Service and Courts and key service providers. Representatives should be at a senior enough level to represent their organisation, influence its practice and consistently “get things done”. The membership should be coherent even where some members will have remits that are either larger or smaller than the local authority area. Membership may also include key or representative third sector organisations.
16. All Councillors share responsibility for safeguarding those adults whose circumstances make them vulnerable or at risk. Best Practice Guidance on the Role of the Director of Adult Social Services (Department of Health 2006), makes reference to the role of the Lead Member and notes that local authorities are advised to ensure that the Lead Member has a focus on safeguarding adults at risk and promoting a high standard of services for adults with support needs across all agencies.
17. Other specific roles are critical to ensuring that adults at risk are safeguarded. These roles include:
  - Children’s services lead councillors - both for their key role in relation to children, but also because in some households, for example, the behaviour of one adult may be abusive to children and to another vulnerable adult
  - Councillors in Crime and Disorder Partnerships, hate crime, anti-social behaviour and domestic abuse/violence partnerships or sub-committees
  - Councillors involved in Health and Wellbeing Partnerships
  - Councillors involved in community cohesion work
  - Councillors who are members or non-executives of NHS Trusts or Police Authorities
  - Other Cabinet members and frontline councillors
18. In this context it is very important if improvements are to be made, and, more importantly, sustained, that local arrangements for safeguarding should be subject to scrutiny and challenge which focuses on ensuring adults are properly safeguarded and their life chances improved. This is where the role of councillors who are involved in scrutiny is crucial.

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<sup>5</sup> Adult Safeguarding Scrutiny Guide, Centre for Public Scrutiny and the Improvement and Development Agency (IDeA), April 2010

## **The Local Perspective**

19. There are many definitions of who an adult at risk can be. To the Council defining an adult at risk is someone who is aged 18 years and is unable to take care of themselves, or protect themselves from harm or from being exploited. This can be someone with:
- Mental health problem
  - Learning disability
  - Physical disability
  - Sensory impairment
  - General health problem
  - Frailty, for example an older person
  - Any adult who receives care from any other person or persons for example carers, family, friends, social workers, district nurses, staff at day centres, residential, nursing or other supporting living care staff can be potentially seen as at risk of abuse or neglect
20. Abuse can come in many different forms and is locally defined in the following categories:
- Physical - Such as hitting, slapping, pushing, kicking, pinching, misusing medication and restraining someone.
  - Sexual - Such as rape or any sexual behaviour, assault, or act to which the vulnerable adult has not consented, couldn't consent to or was pressured into consenting to.
  - Psychological or emotional - Such as threats to harm or abandon someone or depriving, blaming, humiliating, manipulating, harassing someone or preventing someone from being in contact with other people.
  - Financial - Such as stealing from someone, exploiting and putting pressure on someone to change their will, sell their property or doing something with their finances they might not want to.
  - Neglect - When someone's medical or physical care needs are being ignored and when a vulnerable adult is prevented from accessing medical, social care or educational services. It is also when necessary things like food, drinks and heating are being withheld from them.
  - Discriminatory - This happens when someone suffers in any way because of their disability, sexuality, race or religion. This also includes forms of slurs and harassment being used towards the vulnerable adult.
  - Institutional - When someone is being mistreated or not properly cared of in a residential or nursing home, or in any kind of care setting for example hostels or supportive living places as well as in hospitals.

21. The borough's work to safeguard adults at risk from abuse is led by the multi-agency Safeguarding Adults Board (SAB) made up of representatives from key statutory agencies, and from the independent and voluntary sectors:
  - Tower Hamlets Council Adult Services
  - Children Schools and Families Services
  - Community Safety Team
  - NHS Tower Hamlets
  - East London Foundation NHS Trust
  - Bart's and the London NHS Trust
  - Tower Hamlets Public Protection Unit (Metropolitan Police)
  - Tower Hamlets Homes
  - Care Quality Commission
  - Toynbee Hall
  - Age Concern
  - Excel Care
  - East London NHS Foundation Trust
  - Providence Row Housing Association
22. The Board is responsible for ensuring that awareness of adult safeguarding policies and processes is high across the borough, it ensures that the safeguarding strategy is implemented and regularly reviewed. The SAB publishes the borough-wide Adult Safeguarding policies and procedures, and monitors their application and use within the local authority through a quality assurance framework.
23. The Board commissions and receives Serious Case Reviews (SCR), ensuring that lessons are learned and recommendations implemented, in 2009/10 two pilot SCR's were commissioned. The Board has a key role in ensuring that the adults safeguarding training reflects latest thinking, is implemented consistently across organisations in the borough, and is regularly reviewed.
24. The Board commission sub-groups and working groups as appropriate, receiving regular reports of activity and it ensures that the operating procedures of all agencies are consistent and follow similar frameworks. The SAB keeps up to date on new legislation and guidance which impacts on the safeguarding agenda, and takes action to ensure that it is implemented locally and ensures that safeguarding is reflected in the wider agenda of all Borough-wide policies. In July 2009 the Board issued a revised Safeguarding procedure and new forms which gave clearer direction and guidance to the service team managers responsible for Safeguarding Adults work. The role of the Safeguarding Adults team was refined to prioritise advice and support for service teams plus a clear quality assurance role to comment on individual case audits by the managers.
25. A number of sub-groups of the SAB exist. The Training Sub Group ensures that the borough has a skilled workforce to help protect people at risk, and that there is awareness across the community, public, independent and voluntary sectors about what constitutes safeguarding and what to do if abuse is suspected. During 2009/10 the sub group has been working to develop a multi agency training strategy, covering staff companies, this work was completed in summer 2010.



26. The Champions Group meets four times a year with a view to increasing awareness and understanding of safeguarding at frontline service level. Champions are expected to be a lead within their own teams or services on safeguarding issues and act as a conduit between services and the Safeguarding Adults Team. They are expected to have a coaching role within their workplace, being able to answer questions on Safeguarding Adults policy and procedure or direct other practitioners to the correct sources of advice.
27. The Champions Group further strengthens the way that Adult Social Services, Providers, NHS and Police practitioners work in partnership with their Providers on Safeguarding Adults issues. The subgroup has representation from Adult Social Services, Housing Providers, Supporting People, NHS organisations, and Care Provider organisations.
28. In 2009/10 the Council introduced and embedded the new vulnerable adult safeguarding framework. During the period there has been an increase in training which has been expanded to non health and social care staff, compliance has improved and positive work is taking place with regard to the 'Prevent' agenda, Domestic Violence and Anti Social Behaviour/Hate Crime. During 2010/11 the service plans to further embed these procedures through consultation over both the borough's procedures and the Pan London policies and procedures, within which, Tower Hamlets Council are active participants.
29. The Safeguarding Adults Board is now a subgroup of the Borough's Community Safety Partnership and is working to influence the work plan. Requests for, and take up of training across the wider Council and borough based organisations has been encouraging as evidence of the increased profile of the work delivered by the service. Work to ensure and monitor consistent high quality practice is supported by a comprehensive quality assurance framework, including specifics on safeguarding is assuring both management and independent oversight of the quality of all safeguarding work alongside general practice. The rates of improvement in referrals, timescales and compliance is marked
30. During 2009/10 Care Quality Commission Inspectors noted "authoritative leadership" in safeguarding arrangements, supported by a strengthening of the Safeguarding Adults Board, revised procedures and their extensive roll out. To enhance this further the SAB appointed an Independent Chair in July 2010.
31. Since 2003 Tower Hamlets has received top rated performance judgements maintaining its profile as one of the top Adult Social Care departments in the country. In December 2009, Tower Hamlets Adult Social Care was awarded a 3-star rating for a 6th year in succession. Historically, the achievement of 3-stars afforded councils an inspection holiday; therefore, the department had not received a full service inspection during that time.
32. The 1st April 2009 saw the emergence of a new style regulatory body in the form of the Care Quality Commission. Formed through the amalgamation of the Commission for Social Care Inspection (CSCI), the Healthcare Commission and the Mental Health Commission, the establishment of the new regulator for health

and social care signalled a step change in the way service delivery would be assessed for its impact on achieving outcomes for people.

33. The Care Quality Commission (CQC) has a responsibility to monitor the performance of councils in providing social care services to adults. The way they do this is set out in the CQC Operating Manual and Outcomes Framework in line with the expectations of the Department of Health (DH) and Department for Communities and Local Government (DCLG). The Social Care Outcomes Framework is currently in the process of being refreshed but currently consists of 9 strategic domains:
  - Improved Health and Wellbeing
  - Improved Quality of Life
  - Making a Positive Contribution
  - Improved Choice and Control
  - Freedom from Discrimination and Harassment
  - Economic wellbeing
  - Maintaining Dignity and Respect (Safeguarding all adults)
  - Leadership
  - Commissioning and Use of Resources
34. The inspection process for Adult Social Care has undergone a review in recent years and has become an increasingly “harder test”. This overall raising of thresholds has been the direction of travel for all regulators. A programme of Independence, Wellbeing and Choice (IWC) Inspections took place between autumn 2007 and spring 2009 and signalled the strategic shift to bring closer scrutiny of safeguarding activity centre stage. In June 2009 the new Inspection of Adult Social Care (IASC) methodology raised the bar even higher with safeguarding established as the core theme for all Adult Social Care inspections.
35. CQC inspections vary from Council to Council. The Inspection Team visited Tower Hamlets in November 2009 to look at 3 domains from the Outcomes Framework:
  - How well the council was safeguarding adults whose circumstances make them Vulnerable – core theme
  - How well the council was increasing the Choice and Control for Older People
  - Our capacity to improve by looking at our leadership, commissioning and use of resources
36. This new inspection regime rated council performance using four ‘serving people’ outcome grades for each theme as follows: Poor, Adequate, Well, Excellent. The inspection identified what Tower Hamlets was doing well to support outcomes. Safeguarding Adults was judged to be ‘serving people adequately’. The inspections stated that the Council:
  - Had clarified staff responsibilities for helping to keep people safe, supported by clearer policies and procedures.
  - Established routine quality audits of safeguarding work, to check practice and learn from issues found.

- Helped partner agencies understand their roles in safeguarding and taken action where concerns had arisen in particular care settings.
  - Had generally responded promptly to safeguarding alerts received.
  - Provided more training for social care staff across sectors, with trainers from different organisations working together in a range of settings.
37. A number of action plan recommendations were put forward by the CQC to improve the way the Council safeguards adults, these included that the Council should:
- Prioritise groups of staff beyond health and social care in need of training in safeguarding, and arrange programmes of training for them.
  - Include referring agencies in any review of policies and procedures and ask referrers about their experience of responses made to referrals.
  - Develop and promote workforce competencies for safeguarding to support continuing professional development and help plan training.
  - Ensure the safeguarding board regularly reviews safeguarding practice and considers information about outcomes for people who are subject of safeguarding alerts.
  - Ensure people with limited capacity are offered and provided with advocacy support as appropriate.
38. The Council met all the actions and in turn the CQC revised its rating for the Council to '*Serving People Well*' in November 2010.

#### Tower Hamlets Community Plan - 2020 Vision

39. The importance of safeguarding adults at risk is highlighted on a number of occasions in the borough's Community Plan and is a cross cutting priority across all the themes in the plan. This includes:
- Services will ensure everyone, particularly the vulnerable, are protected from risk of harm and enabled to live a full and independent life.
  - Protecting children and vulnerable adults from harm and neglect
  - Taking an active interest in the health of family, friends and neighbours - ensuring that the most vulnerable are getting the health care services they need

#### London Borough of Tower Hamlets Strategic Plan 2010/11

40. The borough's Strategic Plan for 2010/11 states that both safeguarding and supporting adults at risk is a priority for the Council. Priorities in this area for the Council include:
- Increase employment opportunities for vulnerable people, in particular people with disabilities and mental health problems and those experiencing homelessness
  - Empower older and vulnerable people and support families

- Further strengthen arrangements across the Council and the Partnership to protect vulnerable adults from abuse, harm and neglect
- Improve access to preventative services for vulnerable adults, reducing use of institutional care and reliance on care managed services

## Key Findings

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41. At the introductory session the Working Group heard about the current approach to safeguarding adults at risk. It was highlighted that physical abuse followed by financial abuse had the most referrals. There had been an increase in the number of referrals although it was suggested that this was due to the better access for referrals. However there was under reporting within the Bangladeshi and Somali communities. The notion that some people did not have the confidence to disclose their vulnerability may be a reason for this.
42. There was a low rate of referrals from those with a physical disability and a reason for this may be due to access to referral mechanisms. It was suggested that some may fear that if they are referred it may mean that their independence and freedom could be taken away from them; this was seen as a major obstacle for referring adults at risk.
43. A number of key themes were discussed at the various evidence gathering sessions and visits throughout the duration of this review. A key theme centred on how the Council can continue to be seen as delivering an excellent service to adults at risk during a period of fiscal tightening. With this, advocacy programmes were seen as key particularly considering a shift in government policies with the Coalition Government and the introduction of the personalisation agenda. Members felt that advocacy working in itself was important along with those adults at risk of abuse actually knowing and identifying what constitutes abuse.
44. Recent research<sup>6</sup> by the mental health organisation, national MIND, found that 84% of people felt that they were vulnerable or at risk of abuse. The research found that there were shocking levels of abuse reported by those interviewed involving family, friends, neighbours, carers and health professionals. At the evidence gathering session with MIND it was stated that there was a real need to raise awareness of abuse and safeguarding within the mental health client group as there was a lack of awareness of abuse and its implications amongst the client group.
45. Raising awareness of what contributes abuse to those adults was also a theme that was discussed at length during the visit to Toynbee Hall to find out about their Dignify Project. This project aims to reduce elder abuse by raising awareness amongst older people and professionals about what elder abuse is, when it occurs who can perpetrate it, and what can be done about it. Through raising awareness, the project hopes that when abuse occurs it will be identified sooner and appropriate action can be taken to support the older person.
46. Dignify works directly with older people and with professionals. With older people, Dignify provides informal talks for small or large groups and interactive workshops for small groups of older people. Through the informal talks, and particularly through the workshops, older people develop their knowledge and understanding of rights and responsibilities, good experiences of care/ relationships, what elder

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<sup>6</sup> [http://www.mind.org.uk/assets/0000/6538/Whitelock\\_JAP-11.4-Nov.pdf](http://www.mind.org.uk/assets/0000/6538/Whitelock_JAP-11.4-Nov.pdf)

abuse is, who abuses, protective factors that can help older people to stay safe, and what they can do to access support and services if they are affected or concerned about elder abuse.

47. The workshops take an interactive person centred approach and recognise that learning can take place at different levels. The project works closely with organisations working with older people and can provide information to staff in team meetings or through staff training sessions. Men only and women only sessions take place, as well as mixed sessions. Programmes at each centre last for about 3 sessions which are delivered usually on the same day of the week over three weeks. All sessions are delivered by the projects co-ordinator who works part time, although some community volunteers do get involved. An information pack has been devised in order to train others to deliver these workshops although it is too early to evaluate the success of this scheme.
48. The Comic Relief/Department of Health UK Prevalence Survey on Abuse and Neglect of Older People estimates that 342,400 older people living in their own homes or sheltered accommodation experience mistreatment or abuse each year. Help the Aged estimate that 500, 000 older people are being abused at any one time in the UK. It was felt that a large percentage of those at risk do not realise that they are the victims of abuse, this is why programmes such as the Dignify project are so important.
49. During the visit the Working Group felt there was a strong need for this kind of support as it was seen as being subtle rather than direct and demeaning to those at risk. Members felt that this was key. The approach taken by the project has not been replicated elsewhere yet, although the London Borough of Newham has something similar but this doesn't include the interactive workshop format.
50. At the session looking at financial abuse, Members heard that a key challenge facing the Metropolitan Police in tackling financial abuse was that those at risk not always knowing when they are a victim of financial abuse. This was consistent with the work Dignify deliver. In addition, MIND highlighted that there were concerns relating to clients with mental health issues and their lack of awareness of abuse and its implications. Again, there was a need to raise awareness of abuse and what constitutes abuse to those client groups.
51. Members felt that programmes such as Dignify should be extended to include other client groups who are also at risk, such as those with mental health problems or learning disabilities so they too can identify when they are being abused. It was also felt that in terms of quality assurance when training other providers to deliver such programmes it was identified that accrediting the programme would be useful in order to make sure that those delivering the programme are fully equipped to make a positive difference, particularly in the current financial climate.

R1 In order to ensure those at risk are aware of what constitutes abuse and how to report it to access support, the Adults Health and Wellbeing Directorate will:

- Continue to work in partnership with Toynbee Hall or any other similar organisation and provide further funding to extend the Dignify Programme or any similar programme to include not only older people, but also other adults at risk of abuse such as people with mental health problems or learning disabilities.
- Explore accrediting the training pack developed by Dignify or any other similar programme to equip other local organisations with the ability to deliver their workshops.
- Provide a progress report in six months to the Overview and Scrutiny Committee

52. The evidence gathered by the Working Group suggested the need to preserve advocacy for those at risk. In particular there was an emphasis on access to advocacy work and support during the transition to the personalisation agenda.

53. There is a shift in government policy towards the personalisation of social care and putting people at the centre of the process of identifying their needs and making choices about what, who, how and when they are supported. The emphasis on the roll-out of personal budgets (especially direct payments) for all people using adult social care is a clear signal that this remains the direction of travel.

54. In the discussion with the Metropolitan Police on abuse, members raised concerns about how the use of personal budgets can increase the risk of financial abuse for adults at risk. A number of reporting mechanisms were in place for reporting financial abuse in the borough. It was suggested that self reporting along with reporting from family members was fairly low, with third party referrals being most common (Carers, Social Workers, other professionals etc).

55. The need to preserve and where possible increase access to advice, guidance and advocacy was further highlighted in other evidence gathering sessions. Mike Smith, Chief Executive of the Tower Hamlets Disability Coalition, stated that there needs to be better consolidation and delivery of advocacy as a means of engagement. There was a need for an independent point of contact for adults at risk that were suffering from abuse. This could in turn increase the number of self referrals.

56. Members heard that there was a significantly low level of reporting of abuse from those with physical disabilities as most felt that a positive outcome was unlikely and it would make no difference. There was also the issue of them feeling that they would not be good witness which was also picked up in the earlier presentation on financial abuse with the Metropolitan Police. In addition to this Mike Smith also

suggested that there was a need for bespoke advocacy work rather than the one size fits all general advocacy work.

57. Low levels of reporting leading to the need for more advocacy working and an independent point of contact was further acknowledged at the session with MIND. They suggested that there were shocking levels of abuse reported by those that they interviewed involving family, friends, neighbours, carers and health professionals. However levels of reporting were very low as the victims consistently reported a lack of confidence in authorities to deal with any incidents reported, this making the argument for an independent point of contact stronger. MIND also stated that there was a lack of awareness of when and where to obtain help.
58. It was suggested that a freephone number similar to the borough's 'no place for hate' model should be developed as an independent point of contact for those at risk of abuse in order to increase support given to them and in turn so they are not dependent on family members, carers or health care professionals. It was felt that this would also increase self reporting from adults that are being abused.

### **Case Study – Wayfinders, Dorset<sup>7</sup>**

Local area Wayfinders work nine hours a week to help raise awareness of services for local over 50s, give out information and identify help and support available within communities.

Managed by Age Concern, Wayfinders base themselves in convenient locations such as libraries, GP surgeries, community pharmacies or supermarkets, so people can find them easily and ask for their help. Wayfinders are supported with a salary of £6 an hour, full training, a mobile phone, expenses and five weeks' holiday pro-rata.

59. Getting hold of good, accurate information can help older people stay independent and in control of their lives. There is generally more information than people are aware of – so awareness raising, managing knowledge, providing advice and advocacy are critical. Everyone has a role to play including key services such as housing, primary care and libraries, frontline statutory and voluntary sector staff and communities<sup>8</sup>.

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<sup>7</sup> <http://www.dorsetforyou.com/376773>

<sup>8</sup> How can local authorities with less money support better outcomes for older people? Joseph Rowntree Foundation, January 2011



R2 In recognition of the urgent need to provide a seamless transition to the personalisation agenda for adults at risk, given the new risks inherent in self-directed care through personal budgets, the Adult Health and Wellbeing Directorate will increase access to advice, guidance and advocacy by taking action to:

- Provide funding for general advocacy programmes through the commissioning process, to increase the level of advocacy support available in addition to statutory provision from Independent Mental Health Advocates and Independent Mental Capacity Advocates, working with providers to deliver these services
- Explore using the “No Place for Hate” method to set up a freephone helpline as an independent point of contact for adults suffering abuse to report their concerns via a third party, so they are not dependent on a family member, carer, assistant, health or social care professional who may be perpetrating the abuse

60. The Working Group noted the key challenges facing the service included a greater need to improve data collection and making sure that this was consistent between the Council and other organisations. In addition it was highlighted that there was a need for greater governance working between the service and that of the Community Safety partnership. Members were keen for robust and transparent quality assurance mechanisms to be in place across all agencies. It was felt that there was a need for consistency across all organisations where possible.

61. At the final session the Working Group heard from the Independent Chair of the borough’s Safeguarding Adults Board. Councils are responsible for ensuring they have in place a Safeguarding Adults Board which has a critical role to play in terms of leadership and the management of safeguarding services across partners. Members of the current board include staff from a full range of partners including Adult Social Care and other Council departments, the Care Quality Commission, the Metropolitan Police, NHS Tower Hamlets and Age Concern.

62. Members acknowledged the great work in developing the Safeguarding Adults Board but also felt that there was a greater need for third sector and service user involvement on the Board. This was consistent with evidence gathered from MIND who suggested greater joined up working in board level. Barriers that exist include third sector organisations not having access to the medical records of their clients, so can only work on what the user is telling them.

63. Third sector representation on Safeguarding Adults Board is very common and in particular the use of an umbrella body of third sector organisations. The North Yorkshire Safeguarding Adults Board also includes the Chief Executive of the North Yorkshire Forum for Voluntary Organisations as one of its board members<sup>9</sup>.

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<sup>9</sup> <http://www.northyorks.gov.uk/CHttpHandler.ashx?id=10581&p=0>

64. It was suggested at the session that third sector organisations would have a strong understanding of the issues on the ground relating to adults at risk and have a more personal relationship with service users, something which may not be the case with the public service providers. In addition, Members agreed strongly that actual service users or champions should also be a part of the Safeguarding Adults Board and should play a greater part in service planning, delivery and decision making.
65. The need to involve those at risk of abuse in service planning was discussed in many sessions. In particular Mike Smith from the Tower Hamlets Disability Coalition highlighted the need to engage with potential service users at the planning stage rather than consulting with them when a strategy has already been devised. This was ever more important during implementing the personalisation agenda. At the session with MIND it was felt that service users needed to feel involved and listened to rather than being stigmatised, marginalised and abused. Being involved and listened at service planning level was crucial rather than being told what strategies and policies work.
66. A recent research by the Joseph Rowntree Foundation<sup>10</sup> which looked at supporting older people in a period where local authorities have less money found that place- based pilot projects, especially where older people have been centrally involved in design, show that working together across local agencies benefits older people. There are common themes based around stronger partnership working, better information and access to all services, and putting older people at the centre of service design and delivery that improve outcomes (Bournemouth, Dorset and Poole Total Place pilot final report, 2010).

#### **Case Study – Expert Elders, Sheffield<sup>11</sup>**

A network of older people was established as co-partners in the implementation of the whole Partnership for Older People Projects (POPP) programme in Sheffield, and as decision-makers through the local strategic partnership. ‘Expert elders’ were involved in service reviews, contractor evaluations, quality assurance, and the gaining of patient-user opinions on services.

There are two Expert Elder Network Coordinators and their role is to identify older people wishing to become elder ‘experts’. They make sure that older people from groups that are traditionally harder to reach, and are under-represented, are encouraged to get involved.

They provide Expert Elders with support and training to help them develop their skills and confidence, so they can influence the development and planning of services. The target for the first year of the network was 90 older people. This was achieved in the first six months. Over 140 organisations have requested Expert Elder involvement in their development plans.

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<sup>10</sup> How can local authorities with less money support better outcomes for older people? Joseph Rowntree Foundation, January 2011

There are currently more than 220 Expert Elders. In 2010, the Expert Elders continued to use their experience to improve support for older people. The network has received further funding to develop its collaborative work and production of a newsletter.

67. Members felt that best practice of user engagement methods from those such as the NHS and other organisations should be used by the Council to engage with those at risk of abuse when planning services.
68. The importance of meaningful user involvement is highlighted by the Royal Collage of Psychiatrists<sup>12</sup> which states that engagement with service and carers must be meaningful, not tokenistic. People with direct experience of mental health problems or a learning disability should have a central role in the design and delivery of mental health services. Furthermore, involving service users in the delivery of health services is beneficial. Research shows that service users who work with health services have fewer hospital admissions and better quality of life.

- R3 In order to guarantee that the Safeguarding Adults Board is more representative and takes account of the perspective of adults at risk, the Adults Health and Wellbeing Directorate will ensure that it includes representation from a wide range of stakeholders including housing (RSLs and THH), the Police, Social Services, Transport, and, most importantly, local third sector organisations serving adults at risk and service users themselves.
- R4 That the Safeguarding Adults Board ensures that robust and transparent quality assurance procedures are in place across all agencies on the board which are standardised and streamlined across the agencies where possible.
- R5 That the Adult Health and Wellbeing Directorate produce an analysis of best practice methods used by NHS Tower Hamlets and others who engage with service users at the planning stage and adopt a new policy to ensure inclusion of service users at the earliest possible stage and throughout the process, when implementing the personalisation agenda and any other strategies which may affect adults at risk, including the elderly, disabled and those with learning difficulties or mental health problems.

69. The Working Group felt a culture of denial existed in some BME communities, particularly in Tower Hamlets which made it hard to engage with them. It was suggested that there that cultural interpretations of abuse and alternative ways of supporting certain BME communities needed to be explored. This issue was also raised again during discussions with the Metropolitan Police and it was also highlighted that there were areas of the community which were difficult to engage

<sup>11</sup> <http://www.sheffield.gov.uk/caresupport/adults/olderpeople/expertelders>

<sup>12</sup> <http://www.rcpsych.ac.uk/campaigns/fairdeal/whatisfairdeal/engagementwithservicesusers.aspx>

including the Somali and Bangladeshi communities. In particular there was low referral rate from the Chinese community.

70. The under reporting from BME communities with regards to safeguarding adults issues is common in a number of other boroughs. Addressing the underreporting from BME Communities<sup>13</sup> was a key priority for the Safeguarding Adults Board in Harrow in 2009. This was also an issue in Leicester City with their Safeguarding Adults Board now having a BME representative<sup>14</sup>.
71. A number of other local authorities and Safeguarding Adults Board have also made the engagement with hard to reach communities a key priority along with how their needs can be met. The Safeguarding Adults Board in Ealing suggests that “the profile for safeguarding vulnerable adults will continue to be raised across the borough and the focus will be hard to reach communities and developing networks with these communities<sup>15</sup>”.
72. Members recommended that the service should undertake a thorough and robust analysis of possible gaps in services which may currently exist when engaging hard to reach communities that may not yet be identified as being at risk. In addition to this a strategy should be devised as to how their needs can be met.

R6 That the Adults Health and Wellbeing Directorate undertake a thorough and robust mapping analysis of the gaps which may exist in the current service, particularly for people who are not in touch with statutory services and therefore may not be identified as at risk and referred to safeguarding procedures. The gap analysis should cover:

- Engaging with hard to reach communities and in particular BME groups, people with mental health needs and/or physical or learning disabilities.
- A strategy which outlines how they will be engaged and how their needs will be met in the future.

73. The Working Group acknowledged the good work of the Training Sub Group of the Safeguarding Adults Board and their role in ensuring that the borough has a skilled workforce to help and protect people at risk but also felt the need for greater targeted training aimed at front line workers that engage with adults at risk. MIND stated that there was a need to train professionals so they are able to highlight abuse and promote greater awareness. This was consistent with the session on financial abuse which highlighted the need to increase the profile of abuse amongst third sector organisations in order to have improved financial awareness.

<sup>13</sup> <http://www2.harrow.gov.uk/mgConvert2PDF.aspx?ID=60878>

<sup>14</sup> <http://www.leicester.gov.uk/lcsab/>

<sup>15</sup> [http://www2.ealing.gov.uk/ealing3/export/sites/ealingweb/services/council/lsp/meetings/health\\_well\\_being\\_board/\\_documents/02\\_December\\_2010/Item\\_3a\\_Safeguarding\\_Adults\\_HWBB\\_presentation\\_1FINAL.ppt](http://www2.ealing.gov.uk/ealing3/export/sites/ealingweb/services/council/lsp/meetings/health_well_being_board/_documents/02_December_2010/Item_3a_Safeguarding_Adults_HWBB_presentation_1FINAL.ppt)

74. From to the visit to Sonali Gardens the Dignify Project Members recommend that there was a need to train staff in methods of empowering service users to disclose abuse. This was highlighted by Mike Smith from the Tower Hamlets Disability Coalition who argued that front line professional staff needed to be trained to empower those at risk rather than just taking them out of challenging situations.
75. With financial constraints facing the Council it was felt that such training should be embedded into existing training for front line professionals.

R7 That the Adults Health and Wellbeing Directorate introduce extra training for frontline staff in the Council and partner agencies that work with adults at risk including:

- Training all staff that work with adults at risk to empower and build the confidence of individuals rather than to take them out of situations which expose their vulnerability. This training should be embedded into existing Council training and refresher programmes and the cross-agency training plan overseen by the Safeguarding Adults Board.
- Ensuring all staff working with adults at risk in care settings, residential accommodation or in their homes have been trained to empower service users to disclose abuse

Provide a report in six months to the Overview and Scrutiny Committee of what options have been explored and how these have been taken forward, including an explanation of why any are rejected.

## Conclusion

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76. The Adults Social Care Services in the borough has been one of the best rated in the country. This Working Group set out to examine how we could continue to safeguard adults at risk considering a period of financial tightening and an initial Care Quality Commission rating of '*Serving People Adequately*' in the safeguarding area. As the area of safeguarding adults is wide ranging the group decided to focus on specific areas which included access to services, financial abuse and partnership working.
77. Evidence was received from Council Officers working in the safeguarding field, the Metropolitan Police, MIND, Tower Hamlets Disability Coalition and the Independent Chair of the Safeguarding Adults Board. The Working Group also made visits to Sonali Gardens and Toynbee Hall to examine some of the delivery work that the Council was involved in.
78. The review found that advocacy support for adults at risk was key and an area which needed to be preserved as much as possible during the efficiency savings. There were a very small number of self referrals being made from those at risk which suggested a need for an independent point of contact such as a freephone help number being made available.
79. The findings also suggested that the model used by the Toynbee Hall's Dignify Project in training elder people of what contributes abuse worked well and similar work should be delivered to include other clients who are at risk of abuse such as those with mental health, learning and physical disabilities.
80. The Working Group also found that service users could be more involved in the planning of services rather than just being consulted on draft policies as was sometimes the case. Recommendations centred around greater representation from service users on the Safeguarding Adults Board as well as identifying best practice from NHS Tower Hamlets and other local authorities on how they engage with service users when planning services.
81. With a low rate of self referrals as well as referrals from certain parts of the community, most notably the Bangladeshi, Somali and Chinese Communities the Working Group felt that a robust mapping analyses should be undertaken to identify gaps that may exist in engaging with hard to reach communities and a strategy be devised on how the Safeguarding Adults Board can meet their needs.
82. Finally the working group also recommends greater training aimed at front line professions that work with adults that are at risk of abuse. It was felt that, all too often, adults at risk are being taken out of situations which expose their vulnerability where in essence staff should actually empower and build the service user's confidence. In addition to this it was also recommended that staff are trained in methods to empower service users disclose abuse.

## **Scrutiny and Equalities in Tower Hamlets**

To find out more about Scrutiny in Tower Hamlets:

Please contact:

Scrutiny Policy Team  
Tower Hamlets Council  
6<sup>th</sup> Floor, Mulberry Place  
5 Clove Crescent  
London E14 2BG

Telephone: 020 7364 4636

E-mail: [scrutiny@towerhamlets.gov.uk](mailto:scrutiny@towerhamlets.gov.uk)

Web: [www.towerhamlets.gov.uk/scrutiny](http://www.towerhamlets.gov.uk/scrutiny)

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# Agenda Item 9.2

Committee	Date	Classification	Report No.	Agenda Item No.
Overview and Scrutiny	5 <sup>th</sup> April 2011	Unrestricted		9.2
<b>Report of:</b>  <b>Acting Joint Head of Scrutiny and Equalities</b>  <b>Originating Officer(s):</b> <b>Jebin Syeda</b> Scrutiny Policy Officer		<b>Title:</b>  Scrutiny challenge session: Cancer – Development of early diagnosis and preventative service  <b>Ward(s) affected: All</b>		

## 1. Summary

- 1.1 This report updates the Overview and Scrutiny Committee on the outcome of the scrutiny challenge session on the development of early diagnosis and preventative services for cancer.

## 2. Recommendation

- 2.1 The Overview and Scrutiny Committee is asked to consider the outcomes of the scrutiny challenge session and agree the recommendations proposed in this report.
- 2.2 The Committee is asked to agree that, in addition to the Executive, the recommendations be given to: The Barts and London NHS Trust; and NHS Tower Hamlets, and that a response should be requested in writing from each NHS body.

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### LOCAL GOVERNMENT ACT, 2000 (SECTION 97)

#### LIST OF "BACKGROUND PAPERS" USED IN THE PREPARATION OF THIS REPORT

Background papers

Name and telephone number of and address where open to inspection

None

N/A

### **3. Introduction**

- 3.1 This report provides a summary of the scrutiny challenge session on the development of early diagnosis and preventative services for cancer in Tower Hamlets, held on 18<sup>th</sup> January 2011 at Mile End Hospital. The session provided councillors and local health professionals the opportunity to listen to the experiences of local residents using cancer related services, in the context of local service provision, to develop key recommendations to contribute to improving early diagnosis and preventive services for cancer.
- 3.2 The session was attended by 23 people and was chaired by Councillor Tim Archer and fellow councillors facilitated the smaller workshops. These Councillors were Cllr Anna Lynch, Cllr Gloria Thienel, Cllr Lesley Pavitt and Cllr Rachael Saunders. The session was also attended by health professionals, members of Tower Hamlets Involvement Network (THINK) and local residents who are cancer patients or are/have been involved in the care of someone with cancer.
- 3.3 The challenge session took place at Mile End Hospital to enable local residents and patients to come along. The session was structured to enable exchange of information about the local approach to addressing cancer issues and an opportunity to hear stories from residents and patients about their experience of using local health services. These were then further explored in group settings involving residents, health professionals and councillors to identify ways of improving services.

### **4. Purpose**

- 4.1 Health scrutiny challenge sessions are designed as a quick way for Councillors to look at a key policy area in one meeting to ensure a robust check on NHS and Council policies in relation to health. They are also usually held outside of the town hall to encourage openness and enable community involvement. Local scrutiny will increasingly have a stronger role to play as the Public Health White Paper, 'Healthy Lives, Healthy People'<sup>1</sup> recognises that local government is best placed to influence many of the wider factors affecting peoples health and wellbeing, thereby promoting a central role for local authority in public health. More importantly, because decision making and commissioning will be managed at sector level, it will be important to strengthen local accountability to ensure local needs and local solutions are identified and implemented.

#### **4.2 The purpose of this scrutiny challenge session was to:**

Develop Members and residents understanding of cancer issues in Tower Hamlets and the development of early diagnosis and preventative services.

#### **4.3 The key objectives of the challenge session were to:**

- Support the improvement of life expectancy in the borough by contributing towards increasing cancer survival through improving early detection of cancer and addressing the low uptake of screening services;
- Improve resident awareness of cancer and the important role that councillors and residents have to play in their communities to encourage prompt diagnosis and treatment;

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<sup>1</sup> <http://www.dh.gov.uk/en/PublicHealth/Healthyliveshealthypeople/index.htm>

- Assist in tackling a challenging priority for the health and wellbeing of residents through the involvement of members of the community.

## **5 Cancer Strategy**

5.1 Both the national and local cancer strategies have in place objectives for reducing the incidence of cancer by focusing on prevention in addition to managing cancer treatment and care.

### **5.2 Improving Outcomes: A Strategy for Cancer**

5.3 The national strategy for tackling cancer sets out the need to achieve earlier diagnosis of cancer, it states that cancer diagnosis at a later stage is generally agreed to be the single most important reason for lower survival rates in England. Treatment is most effective and survival is better when cancer is detected and treated earlier. The national strategy *Improving Outcomes: A strategy for Cancer*<sup>2</sup>, sets out the following aims in relation to cancer:

- Reduce the incidence of cancers which are preventable, through changes to behaviour and the environment such as stopping smoking, being more physically active, eating a healthier diet, moderate consumption of alcohol and reducing exposure to carcinogens;
- Improve access to screening for all groups and introduce new screening programmes where there is evidence they will save lives and are recommended by the UK National Screening Committee;
- Achieve earlier diagnosis of cancer, to increase the scope for successful treatment;
- Make sure that all patients have access to the best possible treatment;
- Address the challenge that inequalities in cancer mean that some groups in society have disproportionately poor outcomes.

### **5.4 Reducing cancer mortality in Tower Hamlets – the local cancer strategy**

The local cancer strategy is currently in draft form, however in line with the national strategy 'Improving Outcomes: Improving Cancer', the key objectives the local strategy sets out are to:

- Reduce the number of people who develop cancer through prevention programmes that address both health related behaviours and the environment in which people live and work;
- Improve cancer survival by promoting early diagnosis and access to the highest quality treatment and care;

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<sup>2</sup>[http://www.dh.gov.uk/prod\\_consum\\_dh/groups/dh\\_digitalassets/documents/digitalasset/dh\\_123394.pdf](http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_123394.pdf)

- Increase the uptake of screening;
- Increase early presentation by raising public awareness of cancer symptoms and the importance of seeking medical advice early;
- Identify and remove delays in referral for specialist diagnosis and treatment;
- Ensure that cancer patients in Tower Hamlets have access to the highest quality treatment and care, including support for cancer survivors to both improve their wellbeing and quality of life and to reduce the risk of recurrence of cancer;
- Ensure that cancer patients whose condition is no longer amenable to treatment receive the best possible end of life care when it is needed.

## **6 Background**

- 6.1 Cancer is a frightening term for people, even more so for people living in multiple deprivation in a borough like Tower Hamlets as it is the largest cause of premature death<sup>3</sup>. The individual loss of life impacts on a wide range of aspects in this borough which has a young population. Cancer not only has a high financial cost to society in terms of treatment but also to families where the loss of an adult often increases the need for support services, particularly in cases where young families are involved. In addition to the devastating human impact, cancer also has a significant financial impact on the NHS and the wider economy. The cost of cancer was 18.33 billion in the UK in 2008 and it is estimated that these costs will increase to 24.72 billion by 2020<sup>4</sup>.
- 6.2 Despite the medical advances and the improvements in survival and mortality in recent times, cancer outcomes in England are poor compared with the best outcomes in Europe<sup>5</sup>. A significant gap remains in survival and mortality. Health inequalities continue to persist in Tower Hamlets. The gap in life expectancy between the richest and poorest neighbourhoods in England is 7 years<sup>6</sup>. The North East London sector, and Tower Hamlets in particular has amongst the lowest cancer survival rates in the country<sup>7</sup>. A local comparison (see Table 1) indicates that someone living in Tower Hamlets is twice as likely to die prematurely from cancer than someone living in Kensington and Chelsea. The need for improving prevention and diagnosis is vital because of this pressing health inequality.

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<sup>3</sup> Reducing Cancer Mortality in Tower Hamlets: a strategy for improvement 2011 - 2015

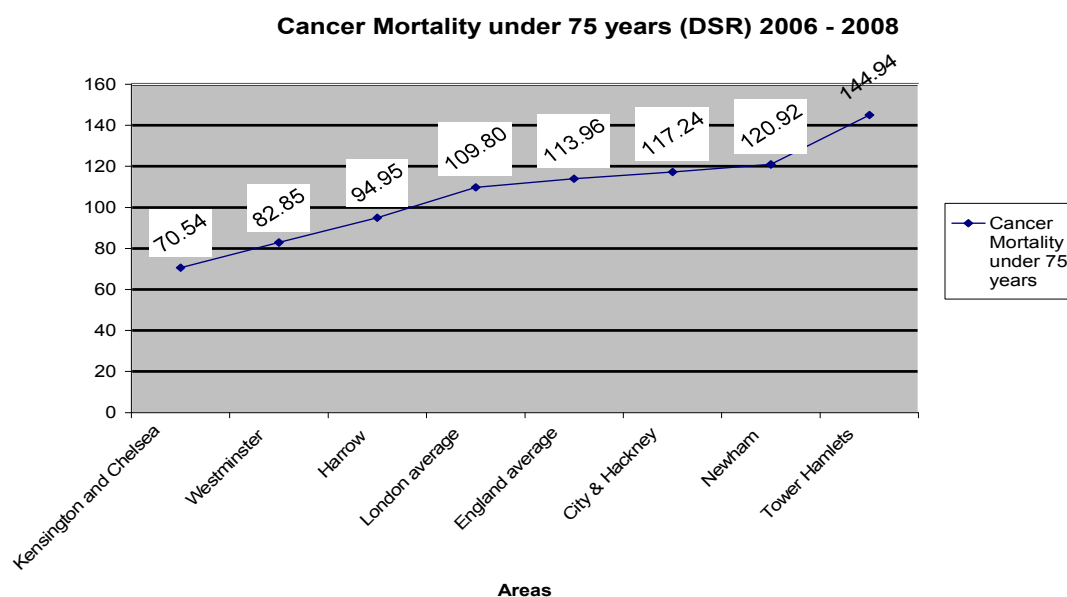
<sup>4</sup> Reducing Cancer Mortality in Tower Hamlets: a strategy for improvement 2011 - 2015

<sup>5</sup> Department of Health - Improving Outcomes: A Strategy for Cancer, January 2011

<sup>6</sup> Public Health White Paper, Healthy Lives, Healthy People

<sup>7</sup> Reducing Cancer Mortality in Tower Hamlets: a strategy for improvement 2011 - 2015

**Table 1 Cancer mortality - PCTs and London and England average**



6.3 The focus on cancer is important because this borough has the highest mortality rate from cancer in London for people of all ages and for people aged under 75<sup>8</sup> and is ranked at 322 of 326 Local Authorities. Accounting for more than 54% of all new cases and 35% of cancer death in England and Wales, the four most common cancers in Tower Hamlets are breast, lung, colorectal (bowel) and prostate cancer. These cancers accounted for more than 47% of cancer deaths in Tower Hamlets in 2006 to 2008. A significantly large proportion of these were deaths from lung cancer (28.5% of all cancer deaths). Because lung cancer has amongst the lowest survival and highest mortality rates of all cancers, a high incidence of lung cancer makes cancer outcomes in Tower Hamlets worse than those for both London and England.<sup>9</sup> The table below (Table 2) further illustrates cancer survival rates for the four most common cancers. Poor survival is likely to be closely linked to late diagnosis of cancer. To improve survival rates, there is therefore a need to focus on earlier diagnosis. Early diagnosis is affected by peoples' understanding of cancer and recognition of its symptoms, late presentation to the GP/primary care and/or access issues to health care services. Whilst all these issues need to be addressed, the national and local cancer strategies have focused not only on early diagnosis but also preventative measures.

**Table 2 1 Year and 5 year survival from the commonest cancers in Tower Hamlets\***

Lung Cancer	Breast Cancer	Colorectal Cancer	Prostrate Cancer
29% survive 1 year	89% survive 1 year	70% survive 1 year	90% survive 1 year
9% survive 5 years	74% survive 5 years	48% survive 5 years	65% survive 5 years

\*This includes data for patients diagnosed between 2005-2007 for 1 year survival and data for patients diagnosed between 2001-2003 for 5 year survival

<sup>8</sup> Deaths before the age of 75 years are defined as premature.

<sup>9</sup> Reducing Cancer Mortality in Tower Hamlets: a strategy for improvement 2011 - 2015

## **7 Awareness of cancer**

- 7.1 Increasing age and certain genetic factors increase the risk of developing cancer. The main lifestyle risk factors for cancer are smoking and tobacco use, poor diet, lack of physical activity, obesity and alcohol consumption, all of which can be reduced by changes in the wider environment and in people's behaviour. Whilst there has been some good work to address these issues such as targeted smoking cessation and initiatives to increase healthy eating and physical activity and reduce obesity within the Healthy Borough Programme, it is clear that more work needs to be done to create awareness of behavioural risk factors and to support people to make healthy changes
- 7.2 Findings from a recent survey in North East London using the Cancer Awareness Measure (CAM), a study of 3,500 interviews with people in 7 north east London PCTs about their understanding on cancer, showed low public awareness of cancer symptoms and lifestyle risk factors, and identified barriers to seeking advice. Lack of awareness and/or understanding impacts on early diagnosis and is therefore likely to result in poorer survival. Only 42% of 420 Tower Hamlets residents recalled that a lump or swelling might be cancer compared to 68% nationally, and less than 30% recalled any other signs. People from Black and Ethnic Minority (BME) groups, older people and those in the most deprived areas, had very low recognition of symptoms and those relating to the most common cancers (lung, breast, bowel and bowel) were mentioned by less than 10% of people. When people were asked if they could recognise symptoms from a list, results were better, but Bangladeshi people had amongst the lowest awareness; they recognised only 56% of warning signs compared with 74% recognised by people of white ethnicity.
- 7.3 Most people said they would seek a GP appointment within 2 weeks of a potentially serious symptom, but there were some delays in older people and in women seeking help. Perceived barriers were being too busy, difficulty making an appointment and for those in more deprived areas, worry about what the doctor might find. Women were more likely to be embarrassed or scared. Although a high proportion of people recognised smoking as a risk factor for cancer, there was less certainty, particularly amongst BME groups about whether behaviour (diet, exercise, obesity and alcohol consumption) were risk factors. Overall, there was sizable underestimation of cancer incidence - 40% of respondents perceived lifetime cancer risk as less than 1 in 20 (it is 1 in 3).
- 7.4 Whilst Members acknowledge the need to balance universal provision and targeted provision, they felt that given this background, there is a strong business case for undertaking targeted awareness around cancer symptoms and lifestyle risk factors. The discussion on this is further explored under 8.4 – Raising awareness.

## **8 Summary of key discussion points**

The working group were presented with information on cancer issues particular to Tower Hamlets and this was followed up with group discussions. The recommendations put forward are from discussions which took place during the presentations and in the groups and issues raised with the Chair by individuals unable to attend. The Scrutiny Policy Officer also attended the Social Action for Health event exploring cancer and access to health care. The recommendations which emerged from the debate and discussions focused on early diagnosis and

intervention, appointments, GP-patient relationship and communication, raising awareness and information and support for families and the patient.

## 8.1 Early diagnosis and intervention

In order to improve cancer survival by increasing awareness and early diagnosis, it is important to know the stage at which cancer is detected. Earlier detection allows for earlier assessment and treatment. Tower Hamlets is participating in the National Awareness and Early Diagnosis Initiative. Public Health provided funding and support for Barts and the London NHS Trust to report the stage of cancer at diagnosis, and the characteristics of people diagnosed, to enable analysis of the journey to being diagnosed and where intervention could have taken place. Working group Members welcomed this piece of work and stressed the importance of mapping out the primary care stage of a journey. The local GP is usually the first point of contact for patients and there needs to be robust adherence to the appropriate guidelines for referring patients so that cancer can be diagnosed and treated early. It would be interesting and helpful to identify possible delays in primary care, to see how many times some patients presented before their referral and diagnosis and this may confirm some users' views that their GP does not listen to them. The working group would welcome a report detailing the findings of this piece of work, in particular an audit of the primary care stage looking at what lessons can be learnt from cases of late diagnosis or where diagnosis opportunities at primary care stage were missed. It would also inform discussions on local access issues. This is further explored under 8.3 – GP-Patient relationship and communication.

**Recommendation 1:** That Barts and the London NHS Trust present to Health Scrutiny Panel a report on the findings of the staging data study, in particular the lessons learnt from late diagnosis at the primary care stage.

## 8.2 Appointments

Missed appointments, particularly in cancer patients often result in less effective timing of diagnosis and treatment which has its own human and financial costs associated with it. The working group identified 2 areas for improvement.

Users felt that the hospital appointment booking system was difficult to use and that the bookings can be out of synch with actual appointments patients were aware of. They spoke of problems around the availability and the ease of access to the appointment booking system. The main concern being that they were unable to cancel appointments or that the appointment was not cancelled despite having telephoned to cancel it. DID NOT ATTEND letters were sent out to patients who hadn't received letters for their appointments or had already called to cancel it. They are a cost for the NHS and also for the patient in terms of later diagnosis. Some work could be done to make patients aware of the consequences and costs to the NHS of missed appointments. Given the problems identified with the appointments booking system, Members felt that a challenge session looking at the appointments booking system should be undertaken with the aim of ensuring an efficient system is set in place.

Given the low cancer survival rates in Tower Hamlets, the Working Group felt that missed appointments should not be a reason why people are diagnosed late. Earlier diagnosis is beneficial for both patients and the NHS. There was general agreement in the groups that in cases where the appointment is for checks on potential cancer patients, GPs should chase up patient attendance to ensure that they are checked

and a diagnosis is reached. This should be built into a robust set of guidelines for GPs when making referrals.

**Recommendation 2:** That the Health Scrutiny Panel undertakes a scrutiny challenge session looking at the Barts and the London NHS Trust's appointment booking system and how best it can be managed to ensure it is accessible and efficient.

**Recommendation 3:** That GPs take responsibility to ensure patients referred for checks where cancer might be a possibility chase up patient attendance and that this is agreed and built into guidelines for GPs.

### 8.3 **The GP – patient relationship and communication**

A large part of the discussion was centred on GP- patient relationship and communication. Whilst the working group agreed that GPs have a central role to play and are influential in terms of people's health decisions, GP appointments were timed and users often felt that there wasn't enough time to discuss all their symptoms and to receive good treatment. Some users raised the issue of family members feeling or even being asked not to come to the GP unnecessarily and often successively given paracetamol to treat their symptoms. The group however agreed that residents should be persistent with getting a diagnosis if they are worried about their health. This was particularly important if they felt they were not being listened to. Two issues were raised from these experiences. Firstly to acknowledge the difficulty on the GPs side of managing the necessary number of patients on the day that have agreed appointments - on time.

Secondly that there are some issues around terminology which can frustrate the lines of communication in the relationship between GP and patient. This is not necessarily about translation issues. It is further complicated in cases where the patient has existing health complications which is more likely to be the case for someone living in Tower Hamlets compared to someone living in Notting Hill. A patient who is able to clearly articulate the problem and state clearly what they would like is more likely to come out feeling like they have been taken care of. In cases where there are health complications and communication issues, the patient is more likely to be frustrated with the outcome. Given this, working group members felt that the consultation process can be better structured. There was some discussion that work could be done with patients, advocates, translators and GPs to look at the GP-Patient consultation process to consider how it can be structured to be clearer and more effective. It was felt that this would reduce repeat presentation and patient feelings of not being listened to.

In one particular case a cancer patient had repeatedly presented to the GP but had been told her health complaints were because she had many children and that this was damaging her back. She had very late stage pancreatic cancer which had spread to her liver by the time a private doctor had diagnosed it. The family members felt that had the GP taken the time to listen and investigate the patients' symptoms rather than dismiss them with pain killers, the patient would have had a longer survival rate. In discussing these cases, the working group felt that there is no check and balance in place for the decisions made. There was some general discussion that because people in Tower Hamlets are less likely to be articulate and persistent and more likely to have a complicated health history, there is a greater risk of them not being diagnosed appropriately or misdiagnosed. This makes the need to improve the consultation process stronger. The GP Consortia need to ensure that GPs pay closer attention to concerns raised by patients and have a greater awareness of cancer symptoms when patients present themselves. The Staging Data study may



be able to inform this issue if it could also look at late stage cases where there had been repeat presentation to identify were it could have been detected earlier and the lessons learnt from this.

**Recommendation 4:** That the GP Consortia look at the consultation process involving patients, advocates and translators to seek to better structure and strengthen the consultation process to ensure patients concerns are addressed and that there is improved awareness of cancer symptoms.

#### 8.4 Raising awareness

The working group welcomed the work being done around cancer screening but felt that more could be done to target those likely to be at risk and use innovative approach to targeting. Awareness of cancer symptoms alongside the offer of screening tests are the issues to focus on. Suggestions for targeted awareness raising are set out below:

1. Use influence as the driver for change, influential change drivers is likely to be doctors, children, and partners to target men. The working group agreed that these influencers could easily be included in the prevention initiatives. Doctors could write directly to patients to encourage screening take-up for example. There was some discussion about a study which showed partners – wives and girlfriends influencing the men to attend screening tests etc does increase take-up by men. There was also discussion of a motion sensitive poster which made a coughing sound and encouraged a visit to the doctor if someone has a persistent cough. Members felt there needs to be an emphasis on raising awareness and screening take-up being every ones responsibility – residents, GPs and all community leaders.
2. Use key meeting places such as places of worship, social venues, pharmacies, service provider centres. The idea behind this was to create discourse amongst the community about cancer symptoms and lifestyle risk factors and use this as a tool to raise awareness. The venues would also be idea places to provide information on screening tests and services available.
3. Target groups that are more likely to be at risk, using '1:3 risk factor' and 'you can survive longer if caught early' messages. The Cancer Awareness Measure gave Members some interesting insights into awareness and understanding of cancer symptoms and lifestyle risk factors. In light of this study illustrating very low awareness amongst the general population and in particular the BME and Bangladeshi community, there should be some targeted work to address this issue. The working group made a suggestion that local ethnic media should be used. The Bengali channels for example could reach out to a targeted audience and would be effective in raising awareness of cancer symptoms and lifestyle risk factors. It could also be effective for encouraging patients to be more active in seeking health care.
4. There was also some concern that there is focus on four key cancers – Lung, Colorectal, Breast and Prostrate cancer but very little about other cancers which affect local residents – 53% of deaths between 2006 and 2008 were from other cancers<sup>10</sup>. Given the diverse nature of the borough, the Working Group felt that other cancers which affect local residents should be analysed to identify any local trends allowing for a more comprehensive approach to targeted awareness raising and prevention. Further analysis and better understanding of the mortality and survival rates of 'other' cancers (which together accounted for nearly half of cancer deaths in

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<sup>10</sup> Reducing Cancer Mortality in Tower Hamlets: a strategy for improvement 2011 - 2015

Tower Hamlets) may help to identify where to target interventions which will help to improve survival and to reduce the overall cancer mortality rate.

**Recommendation 5:** That NHS Tower Hamlets undertake analysis of other types of cancers that affect local residents to identify trends and to inform the development of preventative services.

**Recommendation 6:** That NHS Tower Hamlets undertake targeted work to raise awareness of cancer symptoms and lifestyle risk factors amongst the general population.

**Recommendation 7:** That NHS Tower Hamlets undertake work to raise awareness of cancer symptoms and lifestyle risk factors amongst groups who find it harder to access services and experience greater inequality, including the Bangladeshi community and through ethnic media.

## 8.5 Information and support

Younger people whose parents are affected by cancer spoke about the lack of information and support that was available for the cancer patient and their family as a whole. The lack of information and support was felt more amongst people who did not read and write English. Tower Hamlets is a young borough which is characterised by young family units therefore this is more likely to be an issue here. Users felt there was a lack of support available for the family to put practical measures in place were the parent was affected by cancer (all 3 cases involving parents were late stage). In their experience social workers did get involved but it often meant waiting for many weeks before connections were made and anything can be done, by which stage the patient was too unwell to make decisions or comment on changes. Those most likely to be affected by this delay are disabled dependents or children for whom the patient would have been the main carer. The areas of support needed would be financial management including benefits entitlement, housing issues and care arrangements for those left behind. The Tower Hamlets Palliative Care Centre has been set up at Mile End Hospital to provide support for all patients and their families during the end of life period, including bereavement care, care at home and general information for patients and their families. There was a discussion about the need for a whole family assessment to identify support needs and to facilitate contact with the relevant support services. It was felt that the Tower Hamlets Palliative Care Centre might be best placed to undertake whole family needs assessment and to facilitate contact with relevant support services. The working group would welcome the opportunity to visit this service so that councillors as community leaders can promote it further.

**Recommendation 8:** That NHS Tower Hamlets considers developing and offering whole family needs assessment to identify the needs of vulnerable patients and/or their family members and facilitate contact with relevant support services as part of services offered by the Palliative Care Centre.

**Recommendation 9:** That the Health Scrutiny Panel organise an all Member visit to the Tower Hamlets Palliative Care Centre to raise awareness amongst community leaders of this service.

## 9. Conclusion

- 9.1 Cancer affects local residents and disproportionate numbers die sooner compared to other parts of the country and this inequality needs to be addressed because it has such deep human costs in addition to the social cost. The aim of the session was to

consider how this inequality can be addressed through local level intervention and the working group welcomed the opportunity to address this issue.

- 9.2 Cancer is complex, and its journey to diagnosis through the NHS can be complex. The working group welcomed the focus on prevention and the current efforts to address the four most common cancers in Tower Hamlets. There was a gap however in identifying trends or otherwise with cancers other than the four most common ones and exploring this may further inform the local approach to prevention. Other areas the working group found to be of particular importance to residents and local service provision is the relationship between GP and patient. Other recommendations which focused on improving cancer survival included looking at the stage of diagnosis for cancer cases and identifying lessons for learning from late diagnosis; improving the hospital appointments system and undertaking targeted prevention work with the general population and groups who find it harder to access services and experience greater inequalities including the Bangladeshi community, which appears to have the least awareness of cancer symptoms and lifestyle risk factors. The working group were pleased to hear that the Tower Hamlets Palliative Care Centre has been set up to provide information and request that consideration be given to the idea of a whole family needs assessment to ensure that difficulties, particularly for vulnerable families are not further prolonged in cancer cases.
- 9.3 The working group is grateful for the patients, friends and families that contributed openly to the discussions and for sharing an important element of their life experiences. This has greatly contributed to the discussion and debate and has informed the recommendations put forward in this report.

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

- 10.1 The report sets out 9 recommendations, some of which relate to the future business of the Panel and some of which are directed to NHS bodies.
- 10.2 The recommendations relate to the development of early diagnosis and preventative services for cancer in Tower Hamlets. The Council's Constitution makes provision for the Health Scrutiny Panel to have responsibility for scrutiny of the health service in Tower Hamlets, consistent with the requirements of section 21 of the Local Government Act 2000.
- 10.3 The Local Authority (Overview and Scrutiny Committees Health Scrutiny Functions) Regulations 2002 provide that an overview and scrutiny committee may review and scrutinise any matter relating to the planning, provision and operation of health services in the area of its local authority. The committee may make reports and recommendations to local NHS bodies and to its local authority on any matter reviewed or scrutinised in this way. A local NHS body is a Strategic Health Authority, Primary Care Trust, NHS Trust or NHS foundation trust which provides or arranges the provision of services in Tower Hamlets. The committee may, if it chooses, give its recommendations to a local NHS body and request a response from that body. It will be a matter for the NHS body whether it accepts the recommendations or not.
- 10.2 As regards the recommendations made in relation to the future business of the Panel, it will be for the members of the Panel to decide whether they take the recommended course or not.

## **11. Comments of the Directorate Financial Officer**

- 11.1 This report updates the Overview and Scrutiny Committee on the outcome of the scrutiny challenge session on the development of early diagnosis and preventative cancer services in Tower Hamlets.
- 11.2 Recent government announcements about funding reductions to the Council in 2010-11 and for the next four years will affect any recommendations agreed and any additional costs that arise from the recommendations must be contained within directorate revenue budgets. Also, officers will be obliged to seek the appropriate financial approval before further financial commitments are made.

## **12. One Tower Hamlets Considerations**

- 12.1 Members were pleased to have had a chance to consider this issue which is important in Tower Hamlets because cancer is the largest cause of premature death in comparison to other London boroughs. Through their role as community leaders they were able to bring together partners and local residents to form a number of recommendations to address this pressing health inequality.
- 12.2 A number of recommendations in this report have One Tower Hamlets implications as the intended outcome is to focus on reducing health inequalities that exist within the borough and narrowing the gap between Tower Hamlets and the healthiest parts of the country by supporting people to improve access to primary and secondary care. Recommendation 7 in particular suggests targeted work amongst groups who find it harder to access services and experience greater inequality, in particular the Bangladeshi community as a study shows they have the lowest awareness of cancer symptoms and risk factors.

## **13. Risk Management**

- 13.1 There are no direct risk management actions arising from this report.