



Meeting of the

# CABINET

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Wednesday, 9 October 2013 at 5.30 p.m.

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## AGENDA – SECTION ONE

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### VENUE

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

#### Members:

Mayor Lutfur Rahman	– (Mayor)
Councillor Ohid Ahmed	– (Deputy Mayor)
Councillor Rofique U Ahmed	– (Cabinet Member for Regeneration)
Councillor Shahed Ali	– (Cabinet Member for Environment)
Councillor Abdul Asad	– (Cabinet Member for Health and Wellbeing)
Councillor Alibor Choudhury	– (Cabinet Member for Resources)
Councillor Shafiqul Haque	– (Cabinet Member for Jobs and Skills)
Councillor Rabina Khan	– (Cabinet Member for Housing)
Councillor Rania Khan	– (Cabinet Member for Culture)
Councillor Oliur Rahman	– (Cabinet Member for Children's Services)

[Note: The quorum for this body is 3 Members].

#### Committee Services Contact:

Matthew Mannion, Democratic Services,  
Tel: 020 7364 4651, E-mail: [matthew.mannion@towerhamlets.gov.uk](mailto:matthew.mannion@towerhamlets.gov.uk)  
[www.towerhamlets.gov.uk/committee](http://www.towerhamlets.gov.uk/committee)

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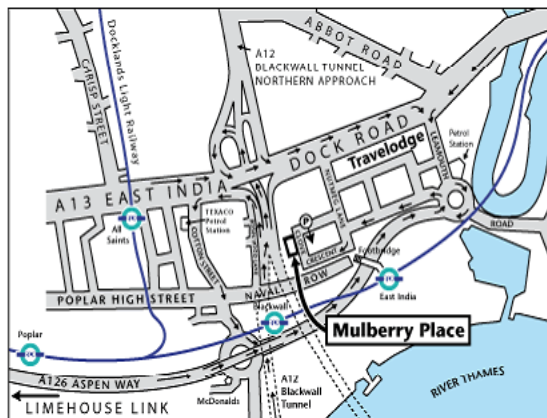
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QR code for smart phone users

# LONDON BOROUGH OF TOWER HAMLETS

## CABINET

WEDNESDAY, 9 OCTOBER 2013

5.30 p.m.

### 1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

### PUBLIC QUESTION AND ANSWER SESSION

There will be an opportunity (up to 15 minutes) for members of the public to put questions to Cabinet members before the Cabinet commences its consideration of the substantive business set out in the agenda.

Questions can be submitted in advance to the Town Hall or be asked on the evening.

Please send any questions to Matthew Mannion, Democratic Services, Town Hall, Mulberry Place, Poplar, E14 2BG or email [matthew.mannion@towerhamlets.gov.uk](mailto:matthew.mannion@towerhamlets.gov.uk) by 5pm the day before the meeting.

### 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS (Pages 1 - 4)

To note any declarations of interest made by Members, including those restricting Members from voting on the questions detailed in Section 106 of the Local Government Finance Act, 1992. See attached note from the Monitoring Officer.

### 3. UNRESTRICTED MINUTES

PAGE NUMBER	WARD(S) AFFECTED
5 - 16	

The unrestricted minutes of the Cabinet meeting held on 11 September 2013 are presented for information.

### 4. PETITIONS

To receive any petitions.

### 5. OVERVIEW & SCRUTINY COMMITTEE

#### 5.1 Chair's Advice of Key Issues or Questions in Relation to Unrestricted Business to be Considered

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

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

**UNRESTRICTED REPORTS FOR CONSIDERATION**

**6. A GREAT PLACE TO LIVE**

<b>6.1</b>	<b>Community Infrastructure Levy (CIL) – Revised Draft Charging Schedule</b>	<b>17 - 78</b>	<b>All Wards</b>
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**7. A PROSPEROUS COMMUNITY**

<b>7.1</b>	<b>Improving post-16 educational attainment in Tower Hamlets: Response to the Scrutiny Challenge Session</b>	<b>79 - 116</b>	<b>All Wards</b>
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**8. A SAFE AND COHESIVE COMMUNITY**

Nil items.

**9. A HEALTHY AND SUPPORTIVE COMMUNITY**

<b>9.1</b>	<b>Tower Hamlets Safeguarding Children Board Annual Report and Business Plan 2012-13</b>	<b>117 - 180</b>	<b>All Wards</b>
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<b>9.2</b>	<b>Tower Hamlets Safeguarding Adults Board Annual Report</b>	<b>181 - 216</b>	<b>All Wards</b>
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**10. ONE TOWER HAMLETS**

<b>10.1</b>	<b>Medium Term Financial Plan Update</b>	<b>217 - 228</b>	<b>All Wards</b>
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<b>10.2</b>	<b>Contract Forward Plan Q3</b>	<b>229 - 242</b>	<b>All Wards</b>
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**11. ANY OTHER UNRESTRICTED BUSINESS CONSIDERED TO BE URGENT**

**12. UNRESTRICTED REPORTS FOR INFORMATION**

<b>12.1</b>	<b>Exercise of Corporate Directors' Discretions</b>	<b>243 - 248</b>	<b>All Wards</b>
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### 13. **EXCLUSION OF THE PRESS AND PUBLIC**

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

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

#### **EXEMPT/CONFIDENTIAL SECTION (PINK)**

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

	<b>PAGE NUMBER</b>	<b>WARD(S) AFFECTED</b>
<b>14. EXEMPT / CONFIDENTIAL MINUTES</b>		
Nil items.		
<b>15. OVERVIEW &amp; SCRUTINY COMMITTEE</b>		
<b>15 .1 Chair's Advice of Key Issues or Questions in Relation to Exempt / Confidential Business to be Considered.</b>		
<b>15 .2 Any Exempt / Confidential Decisions "Called in" by the Overview &amp; Scrutiny Committee</b>		
(Under provisions of Article 6 Para 6.02 V of the Constitution).		
<b>EXEMPT / CONFIDENTIAL REPORTS FOR CONSIDERATION</b>		
<b>16. A GREAT PLACE TO LIVE</b>		
Nil items.		
<b>17. A PROSPEROUS COMMUNITY</b>		
Nil items.		
<b>18. A SAFE AND COHESIVE COMMUNITY</b>		
Nil items.		
<b>19. A HEALTHY AND SUPPORTIVE COMMUNITY</b>		
Nil items.		

**20. ONE TOWER HAMLETS**

Nil items.

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

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

Nil items.

## **SCRUTINY PROCESS**

The Overview and Scrutiny Committee, at its meeting on **Tuesday 5<sup>th</sup> November 2013** may scrutinise provisional decisions made in respect of any of the reports attached, if it is “called in” by **five** or more Councillors except where the decision involves a recommendation to full Council.

The deadline for “Call-in” is:      Friday 18 October 2013                      **(5.00 p.m.)**

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

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# Agenda Item 2

## **DECLARATIONS OF INTERESTS - NOTE FROM THE MONITORING OFFICER**

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

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

### **Interests and Disclosable Pecuniary Interests (DPIs)**

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

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

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

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

### **Effect of a Disclosable Pecuniary Interest on participation at meetings**

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

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

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

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

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

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

**Further advice**

For further advice please contact:-

John Williams, Service Head, Democratic Services, 020 7364 4204

## APPENDIX A: Definition of a Disclosable Pecuniary Interest

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

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

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**LONDON BOROUGH OF TOWER HAMLETS**

**MINUTES OF THE CABINET**

**HELD AT 5.32 P.M. ON WEDNESDAY, 11 SEPTEMBER 2013**

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

**Members Present:**

Mayor Lutfur Rahman	(Mayor)
Councillor Ohid Ahmed	(Deputy Mayor)
Councillor Rofique U Ahmed	(Cabinet Member for Regeneration)
Councillor Shahed Ali	(Cabinet Member for Environment)
Councillor Abdul Asad	(Cabinet Member for Health and Wellbeing)
Councillor Alibor Choudhury	(Cabinet Member for Resources)
Councillor Shafiqul Haque	(Cabinet Member for Jobs and Skills)
Councillor Rabina Khan	(Cabinet Member for Housing)
Councillor Rania Khan	(Cabinet Member for Culture)

**Other Councillors Present:**

Councillor Kabir Ahmed	(Executive Advisor to the Mayor and Cabinet)
Councillor Marc Francis	
Councillor Peter Golds	(Leader of the Conservative Group)
Councillor Ann Jackson	
Councillor Aminur Khan	
Councillor Md. Maium Miah	(Advisor to the Mayor and Cabinet on Third Sector and Community Engagement)
Councillor Gulam Robbani	(Executive advisor to the Cabinet and Mayor on adult social care)
Councillor Motin Uz-Zaman	(Chair, Overview & Scrutiny Committee)

**Officers Present:**

Stephen Halsey	(Head of Paid Service and Corporate Director Communities, Localities & Culture)
Anne Canning	(Interim Corporate Director, Education Social Care and Wellbeing)
Aman Dalvi	(Corporate Director, Development & Renewal)
Chris Holme	(Acting Corporate Director - Resources)
Andy Bamber	(Service Head Safer Communities, Crime Reduction Services, Communities, Localities and Culture)
Dr Somen Banerjee	(Interim Director of Public Health)
Sarah Barr	(Senior Strategy Policy and Performance Officer, Corporate Strategy and Equality Service, Chief Executive's)
Michael Bell	(Strategic Planning Manager, Development & Renewal)

Duncan Brown	(Planning Officer, Development and Renewal)
Emily Fieran-Reed	(Head of Community Safety Partnership, Domestic Violence & Hate Crime, Community Safety, Communities Localities and Culture)
Ben Gadsby	(Political Adviser to the Conservative Group)
David Galpin	(Head of Legal Services (Community), Legal Services, Chief Executive's)
Numan Hussain	(Political Advisor to the Mayor, Executive Mayor's Office, Chief Executive's)
Kevin Kewin	(Service Manager, Strategy & Performance, Chief Executive's)
Ellie Kuper-Thomas	(Strategy, Policy and Performance Officer - Executive Mayor's Office, One Tower Hamlets, Chief Executive's)
Murziline Parchment	(Head of Executive Mayor's Office, Democratic Services, Chief Executive's)
Takki Sulaiman	(Service Head Communications, Chief Executive's)
Alison Thomas	(Acting Joint Service Head, Strategy Innovation and Sustainability, Development & Renewal)
David Tolley	(Head of Consumer and Business Regulations Service, Safer Communities, Communities Localities & Culture)
John Williams	(Service Head, Democratic Services, Chief Executive's)
Matthew Mannion	(Committee Services Manager, Democratic Services, Chief Executive's)

## 1. APOLOGIES FOR ABSENCE

Apologies for absence were received on behalf of:

- Councillor Oliur Rahman (Cabinet Member for Children's Services)

Apologies for lateness were received on behalf of:

- Councillor Rania Khan (Cabinet Member for Culture)

## 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS

None were declared.

## 3. UNRESTRICTED MINUTES

The unrestricted minutes of the Cabinet meeting held on 31 July 2013 were presented for information.

#### **4. PETITIONS**

##### **4.1 Petition from Mr Terry McGrenera and a number of tenants in relation to Agenda Item 10.1 (Co-Regulation and Accountability of Registered Providers)**

The Petition and supporting documents were tabled by Mr Terry McGrenera and Jenny Fisher on behalf of a number of Housing Association tenants within Tower Hamlets Borough. They raised concerns around the relationship between registered housing providers and their tenants. They felt that the role of tenants was significantly decreasing as Housing Associations became less community based and more business oriented. A number of examples were given of where tenants felt they were being excluded or pressurised.

Following a discussion, Councillor Rabina Khan, Cabinet Member for Housing, responded to the petition. She thanked the petitioners for raising this issue and confirmed that she also had similar concerns. She stated that the Administration took a dim view of any proposals to reduce tenant involvement and would work with tenants to attempt to address any problems raised.

#### **RESOLVED**

1. That the petition tabled by Mr Terry McGrenera in respect of Agenda Item 10.1 (Co-regulation and Accountability of Registered Providers) be received and noted.
2. That the points raised be given consideration during the Cabinet deliberation of the item of business to which the petition related; and
3. That any outstanding issues raised by the petition be referred to the appropriate Corporate Director for attention and response in writing within 28 days, in accordance with the Authority's Constitution (Part 4, Rules of Procedure, Section 4.1 Council Procedure Rules, Paragraph 19).

#### **5. OVERVIEW & SCRUTINY COMMITTEE**

##### **5.1 Chair's Advice of Key Issues or Questions in Relation to Unrestricted Business to be Considered**

Councillor Motin Uz-Zaman, Chair of the Overview and Scrutiny Committee (OSC), presented an update on the OSC meeting the previous week. In particular he highlighted that:

- The contributions of the Borough Commander and Deputy Mayor had been very welcome but that, as the head of the Executive, the OSC were disappointed that the Mayor had not been able to attend the last meeting.
- The Borough Commander and Deputy Mayor had provided a useful presentation giving an overview of crime and anti-social behaviour issues in the borough, victim satisfaction and public confidence in the

policy and areas of development including Integrated Offender Management Teams. OSC were keen to monitor performance of the teams as they established themselves.

- The presentation also included details of the Community Safety Plan which led to a useful discussion on the issues presented within it.
- The Licensing Policy had been presented to the meeting and was welcomed by Members.

The Mayor thanked Councillor Motin Uz-Zaman for his presentation.

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

The Clerk advised that no requests had been received to 'call-in' any provisional decisions taken by the Mayor in Cabinet, at the Cabinet meeting held on 31 July 2013.

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

### **6.1 Draft Whitechapel Vision Masterplan Supplementary Planning Document (SPD)**

Councillor Rabina Khan, Cabinet Member for Housing, introduced the report. She highlighted the importance of the document in shaping the future of the Whitechapel area, including in delivering new homes, jobs, public spaces, cultural facilities and a network of cleaner and safer streets. Following discussion she reported that some issues they were exploring included those around the number of affordable homes created, parking options and how to best support market traders.

The **Mayor** welcomed the report, in particular highlighting the huge potential there was to positively develop the Whitechapel area. He looked forward to seeing the report again following the consultation period. He **agreed** the recommendations as set out in the report.

### **RESOLVED**

1. To approve the draft Whitechapel Vision Masterplan SPD (contained in Appendix 1) for statutory public consultation.
2. To authorise the Corporate Director of Development and Renewal, after consultation with the Lead Member for Housing , Development and Renewal, to make any necessary and appropriate minor amendments to the draft Whitechapel Vision Masterplan SPD, prior to the statutory public consultation.



## **7. A PROSPEROUS COMMUNITY**

### **7.1 Planning for School Places - 2013/14 Review**

Anne Canning, the Interim Corporate Director, Education, Social Care and Wellbeing, introduced the report. She highlighted the importance of preparing for the rise in the Borough's population and that the Council would endeavour to explore all opportunities to meet this challenge.

The **Mayor** welcomed the report, highlighting the importance of finding a solution to the issue and **agreed** the recommendations as printed.

#### **RESOLVED**

1. To note the contents of this report.
2. To note the continuing rising need for school places and confirm the priority for school places to be provided to contribute towards sustainable communities.
3. To note the site allocations achieved for primary and secondary schools (paragraph 6.9) and confirm support for the implementation of these allocations, subject to detailed proposals for each site.
4. To support the proposed expansions of Stebon and Olga Primary Schools (paragraphs 6.14, 6.15) and note that these proposals are subject to publication of statutory proposals and recommendations included in a separate report on this agenda (Education, Social Care & Wellbeing Capital Programme).
5. To support the proposed expansion and change of age range of St Paul's Way Trust School (paragraph 6.17), subject to publication of statutory proposals, and recommendations included in a separate report on this agenda (Education, Social Care & Wellbeing Capital Programme).

### **7.2 Education, Social Care and Wellbeing Capital Programme 2013/14**

Anne Canning, the Interim Corporate Director, Education, Social Care and Wellbeing, introduced the report. She highlighted how provided practical examples of the Council meeting the need for more school places highlighted in the previous report on the agenda.

The **Mayor** welcomed the report and **agreed** the recommendations as printed.

#### **RESOLVED**

1. To note the contents of this report and specifically the out-turn for the 2012/13 CSF and Adult Services' Capital Programmes (detailed in

Appendix A) and proposed allocation of the funding available in 2013/14 and 2014/15 (as detailed in Appendix B);

2. To approve the adoption of capital estimates for 2013/14 capital condition and improvement programme schemes as shown in Appendix C and authorise expenditure (paragraph 6.6);
3. To note the remaining projects within the Primary Capital Programme (PCP) schemes as shown in Appendix D (paragraph 6.9);
4. To note the Primary School Expansion Programme as detailed in Appendix E (paragraph 6.11) ;
5. To approve the revised capital estimates of £4.90m for the works at Arnhem Wharf Primary School to be funded from the uncommitted funds within the ESCW capital programme (paragraph 6.13);
6. To approve the revised capital estimates of £5.3m for the works at Bonner (Mile End) Primary School to be funded from the uncommitted funds within the ESCW capital programme (paragraph 6.15);
7. To approve the adoption of a capital estimate of £5.5m for the proposed expansion of Stebon Primary School (paragraph 6.16);
8. To approve the adoption of a capital estimate of £5.5m for the proposed 2FE primary provision by the expansion of St Paul's Way Trust School (paragraph 6.18);
9. To authorise the Corporate Director, Education, Social Care & Wellbeing, the Director of Development & Renewal and a Head of Legal Services to negotiate and agree the necessary development agreement and leases with Poplar Harca & St Paul's Way Trust School to facilitate the school expansion (paragraph 6.21);.
10. To approve the adoption of a capital estimate of £10.7m for the proposed expansion of Olga Primary School (paragraph 6.23);
11. To approve the adoption of a capital estimate of £500,000 to cover the costs of developing proposals to be considered for inclusion in the capital programme and authorise expenditure (paragraph 6.27);
12. To approve the adoption of a capital estimate of £370,000 for the costs of providing additional short term accommodation if required for additional pupils until major works have been carried out to provide permanent additional school places and authorise expenditure (paragraph 6.28);
13. To note the grant funding from the Department for Education of £1.2m as part of the Council's duty to provide free early education from 1 September 2013, and that suitable projects will be formally approved using delegated authority (paragraph 6.30);

14. To note that the Short Breaks grant funding for 2013/14 is not announced until August 2013, and that suitable projects will be formally approved using delegate authority (paragraph 6.34);
15. To approve the adoption of a capital estimate of £370,000 for the proposed works to 35 Ronald Street to be funded from the Adults' Personal Social Services Capital Grant (paragraph 6.38);
16. That the Director of Education, Social Care and Wellbeing (ESCW), in respect of all proposed tenders referred in this report, is authorised to agree tenders for projects within the approved programmes and capital estimate;
17. That any scheme exceeding the approved budget, the Director of ESCW is authorised to prepare and carry out a Bill of Reductions where relevant to ensure expenditure is contained within the agreed costs.

### 7.3 Proposed Expansion of Stebon School

Anne Canning, Interim Corporate Director, Education, Social Care and Wellbeing, introduced the report. She reported that Stebon was a good, settled school and a good candidate for expansion.

The **Mayor** welcomed the report and **agreed** the recommendations as printed.

#### RESOLVED

1. To note the contents of this report.
2. To agree that statutory proposals should be published for the enlargement of Stebon Primary School to admit 90 pupils in each year from September 2014.

## 8. A SAFE AND COHESIVE COMMUNITY

### 8.1 Licensing Policy Review

Councillor Ohid Ahmed, the Deputy Mayor, introduced the report. He highlighted the extensive consultation process that had been undertaken and that comments received had been included in the report. Once agreed at Cabinet the report would be presented to Council for final approval.

The **Mayor** welcomed the report and **agreed** the recommendations as set out.

**RESOLVED**

1. To agree the forward programme for the adoption of the Statement of Licensing Policy.
2. To recommend that Full Council approve the Licensing Policy.
3. To note that it is intended that the Statement of licensing Policy will take effect from 1st November 2013 until 31st October 2018. The existing Statement of Licensing Policy will be revoked on the 31st October 2013.
4. To recommend that Full Council approve the 'no casino' resolution.

**8.2 Sexual Entertainment Venue Policy**

Councillor Ohid Ahmed, the Deputy Mayor, introduced the report. He highlighted the extensive, and evenly split, consultation exercise and that the resulting proposal was a Nil policy where existing businesses would be allowed to continue.

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

**RESOLVED**

1. To adopt the proposed policy for Sexual Entertainment Venues which:
  - a. establishes a nil limit on licenses for new premises;
  - b. allows existing licensed sexual entertainment venues to continue to operate subject to regulatory controls and license fees.
2. To agree that the policy for Sex Establishments should take effect on the same day that Schedule 3 takes effect in Tower Hamlets.
3. To note that the Licensing Committee will be asked to resolve that Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 as amended by section 27 of the Policing and Crime Act 2009 be applied in the London Borough of Tower Hamlets area to enable the proposed Sexual Entertainment Venues Policy to be brought into effect:
4. To note that the Licensing Committee will be asked to make regulations prescribing standard conditions as set out in Appendix 2.
5. To note that the Licensing Committee will be asked to resolve that fees as set out in Appendix 3 should apply to applications for Sexual Entertainment Venues.

### 8.3 Community Safety Partnership Plan 2013-16

Councillor Ohid Ahmed, the Deputy Mayor, introduced the report. He highlighted that all Councils were required to have a Community Safety Plan and that he and the Borough Commander had been extensively involved in the preparation work.

The **Mayor** welcomed the report and **agreed** the recommendations as set out.

#### RESOLVED

1. To consider and comment on the Community Safety Partnership Plan 2013-16 (Appendix A) and the priorities set out within it.
2. To recommend that Full Council approve the Community Safety Partnership Plan.

## 9. A HEALTHY AND SUPPORTIVE COMMUNITY

### 9.1 Public Health Procurement Plan 2014-15

Councillor Abdul Asad, Cabinet Member for Health and Wellbeing, introduced the report. He highlighted its importance since public health responsibilities had been transferred to the Council. A review had been completed to ensure that the Mayor's and Council's priorities had been targeted. He explained that individual reports would be coming to Cabinet on some contracts where necessary.

The **Mayor** welcomed the report and highlighted that, where possible, it was vital that local residents and businesses benefited from procurement opportunities. He **agreed** the recommendations as set out in the report.

#### RESOLVED

1. To consider the contract summary at Appendix A, and
  - a. Confirm that contracts set out in Appendix A can proceed to contract award after tender subject to the relevant Corporate Director who holds the budget for the service area consulting with the Mayor and the relevant lead member prior to contract award, and
  - b. Identify any contracts about which specific reports – relating to contract award – should be brought before Cabinet prior to contract award by the appropriate Corporate Director for the service area, and
  - c. Authorise a Head of Legal Services to execute all necessary contract documents in respect of the awards of contracts referred to at recommendation 1b) above and

2. In addition to the above, and in order to allow for a comprehensive review of the School Health Service to take place, to approve a six month continuation of the current contract for the Child Health and Nutrition Services either by extension of the contract or an interim six month contract, in either case to end on 31st September 2014.

## **10. ONE TOWER HAMLETS**

### **10.1 Co-regulation and Accountability of Registered Providers**

Councillor Marc Francis, Member of the Scrutiny Working Group, introduced the report. Following the resident petition discussed earlier in the meeting he highlighted that the Scrutiny Review had also identified concerns in how residents were being treated. He suggested that the Mayor may wish to consider shortening some of the timescales proposed in the report.

During discussion Councillor Rabina Khan, Cabinet Member for Housing, welcomed many of the recommendations and confirmed that the administration were looking to react to the changing circumstances around the social housing providers.

The **Mayor** thanked everyone for their contribution to the discussion and **noted** the report.

#### **RESOLVED**

1. To note the report.

### **10.2 Mental Health and Housing: Response to the Scrutiny Challenge Session**

The **Mayor noted** the report.

#### **RESOLVED**

1. To note the report.

### **10.3 Removing Barriers to Youth Employment: Response to the Scrutiny Review**

Councillor Ann Jackson, Chair of the Scrutiny Working Group, introduced the report.

Amongst other issues detailed in the report, she highlighted that providing better access to and support for apprenticeships appeared to offer significant opportunities to improving employment opportunities, particularly for young people.

Councillor Shafiqul Haque, Cabinet Member for Jobs and Skills, welcomed the report and he informed Cabinet that work was already underway in many of the areas highlighted. He confirmed that youth employment was a top priority for the Administration.

The **Mayor** thanked everyone for their contribution and **noted** the report.

#### **RESOLVED**

1. To note the report.

#### **10.4 Strategic Performance, 13/14 General Fund Revenue Budget and Capital Programme Monitoring Q1**

Councillor Alibor Choudhury, Cabinet Member for Resources, introduced the report.

The **Mayor agreed** the recommendations as printed.

#### **RESOLVED**

1. To review and note the Quarter 1 2013/14 performance; and
2. To note the Council's financial position as detailed in section 3 and Appendices 1-4 of this report.

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

Nil items.

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

##### **12.1 Exercise of Corporate Directors' Discretions**

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

#### **RESOLVED**

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

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

No motion to exclude the press and public was passed.

#### **14. EXEMPT / CONFIDENTIAL MINUTES**

Nil items.

**15. OVERVIEW & SCRUTINY COMMITTEE**

**15.1 Chair's advice of Key Issues or Questions in Relation to Exempt / Confidential Business to be Considered.**

Nil items.

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

Nil items.

**16. A GREAT PLACE TO LIVE**

Nil items.

**17. A PROSPEROUS COMMUNITY**

Nil items.

**18. A SAFE AND COHESIVE COMMUNITY**

Nil items.

**19. A HEALTHY AND SUPPORTIVE COMMUNITY**

Nil items.

**20. ONE TOWER HAMLETS**

Nil items.

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

Nil items.

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

Nil items.

The meeting ended at 6.48 p.m.

John S. Williams  
Service Head, Democratic Services



# Agenda Item 6.1

<b>Committee/Meeting:</b> Cabinet	<b>Date:</b> 09 October 2013	<b>Classification:</b> Unrestricted	<b>Report No:</b> CAB 035/134
<b>Report of:</b>  Aman Dalvi, Corporate Director of Development and Renewal  <b>Originating Officer(s)</b> Owen Whalley Service Head (Planning and Building Control)		<b>Title:</b>  <b>Revised Community Infrastructure Levy (CIL) Draft Charging Schedule</b>  <b>Wards Affected:</b> All	

<b>Lead Member</b>	Councillor Rabina Khan
<b>Community Plan Theme</b>	A Great Place to Live
<b>Strategic Priority</b>	Provide effective local services and facilities

## 1. **SUMMARY**

- 1.1 The Community Infrastructure Levy (CIL) is a charge on most types of new development to pay for supporting infrastructure. The Council already collects the Mayor of London's CIL for Crossrail but in order to establish its own CIL is required to develop a CIL Charging Schedule.
- 1.2 The Mayor in Cabinet approved a CIL Draft Charging Schedule for consultation on 10 April 2013. This report updates Cabinet on the responses to the consultation on the Draft Charging Schedule and seeks approval for further revisions to this document and a further stage of public consultation ahead of a submission to the Planning Inspectorate, in light of detailed comments received.
- 1.3 The revisions to the Draft Charging Schedule are limited to a reduction in the level of certain commercial rates. The Revised Draft Charging Schedule responds to specific matters raised through the consultation and to ensure the rates set enable development whilst providing funding for much needed infrastructure, to support development.
- 1.4 It should be noted that the consultation on the Revised Planning Obligations Supplementary Planning Document (SPD) was agreed at Cabinet in April 2013 as a separate Agenda item. This has only been subject to minor and editorial changes. The final version will be reported to Cabinet for approval for adoption. It is anticipated that this will take place after an Examination in Public on the Revised Draft Charging Schedule, for the borough's own CIL. The draft SPD forms a background document in relation to this report.

## 2. **DECISIONS REQUIRED**

The Mayor in Cabinet is recommended to:-

- 2.1 Approve the *Tower Hamlets Community Infrastructure Levy (CIL) Revised Draft Charging Schedule* (Appendix 1 of this report) for a 6 week public consultation.
- 2.2 Note the *Summary of Consultation Responses October 2013* Report attached at Appendix 2.
- 2.3 Note the *Infrastructure Planning and Funding Gap Report* attached at Appendix 3. This document explains the infrastructure planning criteria Tower Hamlets must meet in order to implement a CIL Charging Schedule.
- 2.4 Note BNP Paribas Real Estate's *Viability Study* that forms part of the supporting evidence for the Draft Charging Schedule.
- 2.5 Authorise the Corporate Director of Development and Renewal to make any minor modifications to the Revised Draft Charging Schedule following the public consultation and to submit the Revised Draft Charging Schedule, the representations made and evidence base together with any proposed modifications to the Planning Inspectorate for public examination.

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

- 3.1 The reason for the decision is to ensure that the proposed CIL rates are set at an appropriate level, to allow the mitigation of the impacts of development and lead to the provision of much needed supporting infrastructure.
- 3.2 Further consultation on the Revised Draft Charging Schedule will ensure the changes are appropriately consulted upon prior to the submission of this document to the Planning Inspectorate for an Examination in Public.

## 4. **ALTERNATIVE OPTION**

- 4.1 To not proceed with a Tower Hamlets CIL Charging Schedule would mean the Council would be unable to levy a CIL on developments in the borough. The scope for securing infrastructure funding through Section 106 agreements will become far more constrained due to the restrictions on pooling financial contributions in the Community Infrastructure Regulations 2010 (as amended). This restriction will take effect from April 2014 (or more likely April 2015 if proposals to extend this deadline are accepted by Government). Therefore, not proceeding with a CIL will severely limit the Council's ability to raise funds to pay for the additional demands for infrastructure arising from development.

## 5. **BACKGROUND**

- 5.1 CIL was provided for in the Planning Act 2008. It is a financial charge that local authorities can levy on developments to help fund infrastructure such as schools, health, open space and transport facilities to support growth in an authority's area. CIL is intended to replace the use of Section 106 agreements for securing most types of wider infrastructure (as explained in paragraph 4.1 above).
- 5.2 CIL is charged on most types of development and the CIL Regulations are highly prescriptive on the way CIL is calculated and applied to development; unlike with Section 106 there is no negotiation. However, developers may apply for relief from the CIL payment for affordable housing dwellings or for developments by charity and, if permitted by the local authority, exceptional circumstances where the development would not be viable.
- 5.3 In order to implement a CIL for Tower Hamlets, the Community Infrastructure Levy Regulations 2010 (as amended) require that a Charging Schedule setting out CIL rates must be prepared. It must be the subject of at least two stages of consultation (Preliminary Draft and Draft Stage) and in setting its rates, Tower Hamlets Council ('the charging authority') must: *'aim to strike what appears to the charging authority to be an appropriate balance between the desirability of funding infrastructure from the levy and the potential effects (taken as a whole) of the imposition of CIL on the economic viability of development across area'*.(Community Infrastructure Levy Guidance, CLG, 2013, paragraph 7).
- 5.4 Before the Charging Schedule can be adopted it will need to be approved at an independent examination in public where the examiner will seek to establish that:
- *the charging authority has complied with the requirements set out in Part 11 of the Planning Act 2008 and the Community Infrastructure Levy Regulations*
  - *the charging authority's draft charging schedule is supported by background documents containing appropriate available evidence*
  - *the proposed rate or rates are informed by and consistent with, the evidence on economic viability across the charging authority's area; and*
  - *evidence has been provided that shows the proposed rate (or rates) would not threaten delivery of the relevant Plan as a whole*
- (Community Infrastructure Levy Guidance, CLG, 2013, paragraph 9).*
- 5.5 The CIL Regulations 2010 also empower the Mayor of London to charge a CIL for Strategic Transport such as Crossrail. London boroughs are legally required to take account of it in setting their own CIL. The Mayor of London's

CIL came into effect in April 2012. The Tower Hamlets charge is £35 per square metre for all developments in Tower Hamlets with the exception of health and education facilities which have a zero charge. In addition, the Mayor of London continues to charge certain commercial developments a Section 106 Crossrail Charge. However, the Mayor of London allows the Crossrail Section 106 payment to be discounted by any Crossrail CIL paid so developers only pay the difference –i.e. the Mayor of London’s CIL plus the ‘top up’.

- 5.6 Once a CIL is in place, seeking CIL contributions *and* planning obligations to pay for the same type of infrastructure will be generally prohibited (the only exception to this relates to financial contributions from development for Crossrail). The Regulation 123 list alongside the Planning Obligations Supplementary Planning Document will identify what CIL may be spent on and what may be sought through Section 106 Planning Obligations.

## **6. DRAFT CHARGING SCHEDULE CONSULTATION**

- 6.1 The Council resolved to develop a CIL for Tower Hamlets with the publication of the Preliminary Draft Charging Schedule which was approved by Cabinet on the 7th November 2012. Following this, further viability work was undertaken, the rates were revised, and a Draft Charging Schedule was approved by Cabinet on 10 April 2013 for consultation.
- 6.2 Consultation on the Draft Charging Schedule ran between 22nd April 2013 and 5th June 2013. It was advertised locally to neighbouring boroughs, local stakeholders, and developers and their agents (including all of those who responded to the consultation on the Preliminary Draft Charging Schedule).
- 6.3 The Charging Schedule and supporting evidence documents were published on the Council’s website and copies were made available at the Council’s Town Hall planning reception and at the borough’s Idea Stores and Libraries. In addition, two separate public consultation events and an event for Members were held to provide information to interested parties during this period.

## **7. COMMENTS ON THE DRAFT CHARGING SCHEDULE AND PROPOSED MODIFICATIONS**

- 7.1 The Council received 38 responses to the consultation on the Draft Charging Schedule. Appendix 2 includes a summary of issues raised in the consultation. This included the following key issues which were raised by the way of objections:
1. Impacts on the delivery of the development plan (that is the London Plan and the Council’s own Local Planning Documents) in particular housing delivery and affordable housing need to be considered further.
  2. Inadequate justification is provided for the assumption of the payment of the Mayor of London’s CIL but not the full additional amount required

under the Mayor of London’s Crossrail Supplementary Planning Guidance (this includes the additional S106 ‘top-up’ payment).

3. The assumptions used in the viability assessments - particularly strategic site appraisals - require further consideration.
4. No data is provided on historic Section 106 receipts and the degree to which affordable housing and other targets have been met. This is required as ‘background evidence’ in CLG’s Community Infrastructure Levy Guidance, 2013.

7.2 In response to the representations received the evidence base has been reviewed and the Viability Study has been updated. This additional work included clarification and justification of the viability appraisal inputs including Section 106 assumptions, particularly in relation to Strategic Sites and the Mayor of London’s Crossrail Supplementary Planning Guidance. In addition, background data on the level of historic section 106 receipts and the degree to which we have met our housing targets has been prepared for publication.

7.3 As a result of this additional work, it is proposed that a reduction is made to the rates for offices and convenience-based supermarkets, superstores and retail warehousing. In addition, the retail definition set out in the Draft Charging Schedule has been clarified. It is recommended that amendments to the Draft Charging Schedule, as set out in Appendix 1 and Table 1 below, are made.

**TABLE 1: Revised Draft Charging Schedule**

<b>Development type</b>	<b>Proposed CIL rate per sq. m (GIA) of development</b>		
<b>Residential</b>	<b>Zone 1</b>	<b>Zone 2</b>	<b>Zone 3</b>
	£200	£65	£35
<b>Student Housing</b>	£425		
<b>Hotel</b>	£210		
<b>Offices</b>	<b>City Fringe</b>	<b>North Docklands</b>	<b>Rest of Borough</b>
	£215-£120	£100-£60	£0
<b>Retail (Except Convenience-based supermarkets, superstores and retail warehousing)</b>	<b>Elsewhere in Borough</b>		<b>City Fringe/North Docklands</b>
	Nil		£70
<b>Convenience-based supermarkets, superstores and retail warehousing</b>	£195-£135		
<b>All other uses</b>	Nil		

7.4 Minor updates and factual corrections have also been made to the Infrastructure Planning and Funding Gap Report and Revised Planning Obligations Supplementary Planning Document. The final version of the Supplementary Planning Document will be reported to Cabinet for approval for adoption. It is anticipated that this will take place after an Examination in Public on the Revised Draft Charging Schedule.

## **8. PROPOSED REVISED DRAFT CHARGING SCHEDULE CONSULTATION**

8.1 Subject to approval, the Revised Draft Charging Schedule and the associated updates to supporting documents will be published and subject to a further stage of consultation for 6 weeks.

8.2 This further consultation will be carried out to satisfy the requirements set out in paragraph 52 of the government's statutory CIL Guidance (April 2013) which indicates that a charging authority should sufficiently consult on technical changes and any additional supporting evidence, which are used to inform modifications to the Draft Charging Schedule, before submission to the Planning Inspectorate for an Examination in Public. Therefore, in order to ensure that the Revised Draft Charging Schedule is published with appropriate authority, an additional six-week public consultation is required to be undertaken in accordance with regulation 16 of the CIL Regulations 2010 (as amended).

8.3 This consultation will be advertised locally and to neighbouring boroughs, local stakeholders, and developers and their agents - including all of those who responded to the previous consultations. The Charging Schedule and supporting evidence documents will be published on the Council's website and copies will be made available at the Council's Town Hall planning reception and at the borough's Idea Stores and Libraries.

## **9. FUTURE PROCESSES**

9.1 Following this consultation, it is intended that the Revised Draft Charging Schedule is submitted to the Planning Inspectorate for an Examination in Public. This is likely to take place in early 2014. Subject to the outcome of this examination process the Charging Schedule could be submitted to full Council in mid-2014 for approval. This means it is likely that a CIL Charging Schedule will be in place and levied on developments by mid-2014. The Planning obligations SPD will be taken to Cabinet for approval following any approval of the CIL Charging Schedule by full Council.

9.2 There will be a time delay between implementation of CIL and receipt of CIL payments as CIL is only payable when a development starts which could be any time within the life of a planning permission. However, beyond the early stages of implementation, it will be an important funding stream for capital infrastructure that supports growth arising from development in Tower Hamlets. CIL will become an integral part of the Council's capital resource, necessitating the integration of annual capital programming and infrastructure planning cycles.

- 9.3 The Community Infrastructure Levy Regulations (2010) require that 15% (up to a maximum of £100 per council tax dwelling) of CIL receipts will be spent in neighbourhoods, in consultation with the community on any projects which support growth. In areas where there is an adopted neighbourhood plan this proportion rises to 25%.
- 9.4 The impacts of the Charging Schedule, once adopted, will be monitored annually. It is intended that a review of the adopted Charging Schedule will take place, at the latest, by 2016.

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

- 10.1 In November 2012 the Mayor in Cabinet approved the Tower Hamlets Community Infrastructure Levy (CIL) Preliminary Draft Charging Schedule which was then submitted for a 6 week public consultation period. An update report was submitted to Cabinet in April 2013, with the amended Schedule that was approved at that meeting being submitted for further public consultation.
- 10.2 Following the completion of the second consultation process and consideration of the responses received, this further report seeks Mayoral approval to amend elements of the schedule, as laid out in paragraph 7.3 and Table 1. Approval is also sought to now undertake further consultation into the amended Charging Schedule.
- 10.3 It is intended that the Council's CIL will come into effect in mid-2014, although in advance of this, the Borough is currently responsible for the collection of the Mayor of London's CIL which came into operation on 1 April 2012. The Mayoral CIL is independent of the Council's CIL requirement.
- 10.4 As outlined in previous reports, the Community Infrastructure Levy will replace elements of the current Section 106 planning process which will continue in a reduced capacity. The Authority currently generates substantial resources via the Section 106 system, and this will continue under the CIL. It is therefore important that the charges are set at a realistic level that enables the generation of significant community resources in tandem with the delivery of viable developments.
- 10.5 The Charging Schedule has been developed and revised by officers in conjunction with external advisors, and has been prepared in accordance with the Authority's infrastructure needs and development viability. The revised Draft Charging Schedule is attached at Appendix 1. Based on the latest development assumptions and the revised charging schedule, it is anticipated that in the period to 2026/27, CIL will generate resources of approximately £148.3 million. The Charging Schedule will ultimately be subject to an independent examination by the Planning Inspectorate, following which the Charging schedule will be submitted to full Council for implementation in mid-2014.

- 10.6 The revised likely infrastructure needs within the borough over the period to 2026-27 have been assessed as part of the evidence base that has been prepared to support the introduction of the CIL. These are valued at approximately £529 million of which indicative funding of £151 million has potentially been identified across the various public agencies. This leaves a funding gap of approximately £377 million before CIL charges. It should be noted that these are the infrastructure needs of all the major public sector organisations within the borough, and it is not solely the Council which must seek additional resources to meet the assumed infrastructure need.
- 10.7 The infrastructure needs and the likely resources available must be continually reviewed, but based on assessments within the evidence base, the funding gap of £377 million (paragraph 10.6) will be significantly filled through the estimated CIL income of £148 million (paragraph 10.5), leaving an overall indicative funding need of £229 million across the organisations within the Borough.
- 10.8 The costs of the consultation process are being met from within existing resources.

## **11. CONCURRENT REPORT OF LEGAL SERVICES**

- 11.1 This report seeks approval to publicly consult and submit for examination a revised Draft Charging Schedule (DCS). Legal comments were provided in the previous report to Cabinet and are not altered by this report. The statutory framework for CIL generally is set out in sections 205-225 of the Planning Act 2008 (PA 2008) and further detail is provided principally under the CIL Regulations 2010 (as amended).
- 11.2 The legal requirements for the preparation of a CIL Charging Schedule are set out under s211 of the PA 2008 and are the same for a revised DCS. The Council's DCS must be informed by appropriate available evidence regarding viability and this report confirms that such evidence has been prepared. The Council's DCS is set out at Appendix 1 of this report.
- 11.3 Charging authorities must consult on their proposed CIL rates before they submit the DCS for examination (section 211(7) of the PA 2008 and Regulation 16, CIL Regulations 2010). Following a 6 week statutory consultation, the Draft Charging Schedule is submitted for independent examination (see paragraph 8.2-9.1 of this Report). Upon the Examiner's recommendations being issued, final approval will be required from full Council to adopt the CIL Charging Schedule, in accordance with s 213 of the PA 2008. This report confirms that the relevant statutory requirements will be adhered to.
- 11.4 The legislation on CIL does not prescribe how decision making within an authority should operate in order to formulate a charging schedule save from requiring that an approved charging schedule should be approved by a resolution of Full Council (PA 2008, s213(2)). The Local Government



Function Regulations have not been amended in respect of CIL charging schedules.

- 11.5 CIL is a planning policy function and forms part of the Council's Local Development Framework (LDF), and to this extent the CIL Charging Schedule can be considered similar to LDF documents such as Local Development Documents. Therefore it is considered appropriate to follow the same decision making process in respect of submission of the DCS for consultation and for examination, which is to seek approval from Cabinet.
- 11.6 Accordingly, Cabinet members are authorised to approve the Council's DCS for public consultation and to authorise the Director of Development and Renewal to submit the DCS to the Planning Inspectorate for public examination. The final decision as to adoption of the CIL Charging Schedule will be for Full Council.
- 11.7 Before adopting the Charging Schedule, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. The report indicates that an equality impact assessment has already been carried out to assist the Council to consider these matters (see paragraph 12.1 below). This assessment is to be made available to the public as part of the consultation, which should increase the likelihood of the Council meeting its equality duty.
- 11.8 The Council must also have regard to any guidance issued by the Secretary of State under section 221 of the 2008 Planning Act about any matter connected with CIL. The Council has considered the Charging Schedule in the light of the "Community Infrastructure Levy – Guidance", published in December 2012. The DCS and its supporting evidence take account of these considerations.

## **12. ONE TOWER HAMLETS CONSIDERATIONS**

- 12.1 An Equalities Analysis was undertaken as part of the preparation of the CIL Preliminary Draft Charging Schedule. The results of this scoping indicated that the impact of CIL is neutral and means it was not necessary to repeat this process for later iterations of the Charging Schedule.
- 12.2 There is the potential for CIL receipts to be used to fund appropriate projects that will contribute to the One Tower Hamlets objectives of reducing inequalities; ensuring community cohesion; and strengthening community leadership.

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

- 13.1 A Strategic Environmental Assessment Screening was undertaken at the Preliminary Draft Charging Schedule stage of preparing the Schedule, which concluded that it was not necessary to prepare a Strategic Environmental

Assessment. Government guidance is clear that CIL is not required to be subject to a Sustainability Appraisal (Community Infrastructure Levy Guidance, CLG, 2013, paragraph 7).

- 13.2 There is the potential for CIL receipts to be applied to infrastructure which support a greener environment and aid sustainable development.

#### **14. RISK MANAGEMENT IMPLICATIONS**

- 14.1 CIL rates need to be set at a level that, along with other funding sources, enables the delivery of infrastructure. If the CIL rates are set too high they will prejudice the delivery of the development plan for Tower Hamlets (that is the London Plan and the Council's own Local Planning Documents). It is considered that the rates set out in this report strike an appropriate balance based on the viability evidence and will enable the delivery of the development plan as a whole. However, it is within an Examiner's remit to reduce the rates or reject the whole Charging Schedule. In the event of the latter the Council can still continue to collect under the current Section 106 approach until the restrictions on Section 106 take effect. These restrictions would mean we would need to move quickly to establishing and producing a new Charging Schedule.
- 14.2 A consultation on a Revised Draft Charging Schedule is sought to minimise the risk of the Tower Hamlets' Charging Schedule being significantly reduced or rejected at an Examination in Public.

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

- 15.1 CIL is a new development levy that will raise funds for infrastructure projects. This could include infrastructure that reduces the incidences and fear of crime. The potential use of CIL funds for these purposes will be developed through consultation with the Community Safety Manager.

#### **16. EFFICIENCY STATEMENT**

- 16.1 The preparation of the charging schedule and its eventual implementation alongside the Mayor of London's CIL collection work will continue to give rise to staff costs. The CIL Regulations enable the Council to recoup the costs of establishing the Charging Schedule from CIL from the levies collected. The Council are also able to retain up to 4% from the London Mayoral CIL receipts to and up to 5% from LBTH CIL receipts to fund the administrative costs of collecting CIL.

#### **17. APPENDICES**

Appendix 1 - Revised Draft Charging Schedule, October 2013

Appendix 2 - Summary of Consultation Responses to the Draft Charging Schedule, October 2013

Appendix 3 - Infrastructure Planning and Funding Gap Report, October 2013

**Local Authorities (Executive Arrangements) (Access to Information) (England)  
Regulations 2012**

**List of “Background Papers” used in the preparation of this report**

- CIL Viability Study, BNP Paribas, October 2013
- Revised Draft Planning Obligations Supplementary Planning Document, October 2013
- Section 106 Background Report, October 2013
- Table of detailed responses to DCS consultation representations, October 2013

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

Anne-Marie Berni,  
Infrastructure Planning Manager  
Development & Renewal  
5<sup>th</sup> Floor Anchorage House  
Tel: 020 7364 5324

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# **Community Infrastructure Levy (CIL)**

## **Revised Draft Charging Schedule**

**October 2013**

## **1. The Charging Authority**

- 1.1 The London Borough of Tower Hamlets is a Charging Authority for the purposes of Part 11 of the Planning Act 2008 and may therefore charge the Community Infrastructure Levy (CIL) in respect of development in Tower Hamlets.

## **2. Date of Approval**

- 2.1 This Charging Schedule was approved by the Council on [date to be inserted]

## **3. Date of Effect**

- 3.1 This Charging Schedule will come into effect on [date to be inserted]

## **4. Liability to Pay CIL**

- 4.1 A chargeable development is one for which planning permission is granted and or which is liable to pay CIL in accordance with the CIL Regulations 2010 (as amended). CIL will be chargeable on the net additional floorspace (gross internal area) of all new development apart from those exempt under Part 2 and Part 6 of the Community Infrastructure Levy Regulations 2010 (as amended). These exemptions include:
- Developments where the gross internal area of new build on the relevant land will be less than 100 square metres except where the development will comprise one or more dwellings;
  - Buildings into which people do not normally go, or go into only intermittently for the purpose of inspecting or maintaining fixed plant or machinery.

## **5. CIL Rates**

- 5.1 The Council intends to charge different rates of CIL by the land use of a proposed development (expressed as pounds per square metre) and by the area where a proposed development is situated, as set out in the Table 1 below.
- 5.2 The Council is designated as the 'Collecting Authority' for the Mayor of London CIL. This requires a charge of £35 per square metre to be levied in addition to the amount specified in Table 1.

**Table 1: Tower Hamlets Proposed CIL Rates**

Development type	Proposed CIL rate per sq. m (GIA) of development		
	<i>Zone 1</i>	<i>Zone 2</i>	<i>Zone 3</i>
Residential	£200	£65	£35
Offices	<i>City Fringe</i>	<i>North Docklands</i>	<i>Rest of Borough</i>
	£120	£60	Nil
Retail (except Convenience supermarkets, superstores and retail warehousing)	£70	£70	Nil
Convenience supermarkets, superstores and retail warehousing	Borough Wide		
	£135		
Hotel	Borough Wide		
	£210		
Student Housing	Borough Wide		
	£425		
All other uses	Borough Wide		
	Nil		

## 6. Charging Zones

- 6.1 The charging areas (Zones 1 to 3, City Fringe and North Docklands) referred to in the above table are illustrated on the Charging Zones Maps, attached at Appendix 1 of this document. The maps also identify the areas of Tower Hamlets, which fall within the boundary of London Legacy Development Corporation. Developments in these locations are not covered by this Schedule and will be subject to any Community Infrastructure Levy adopted by the London Legacy Development Corporation.

## 7. Calculating the Chargeable Amount

- 7.1 CIL will be calculated on the basis set out in Part 5 of the Community Infrastructure Levy Regulations 2010 (as amended).

## **8. Inflation and Indexation**

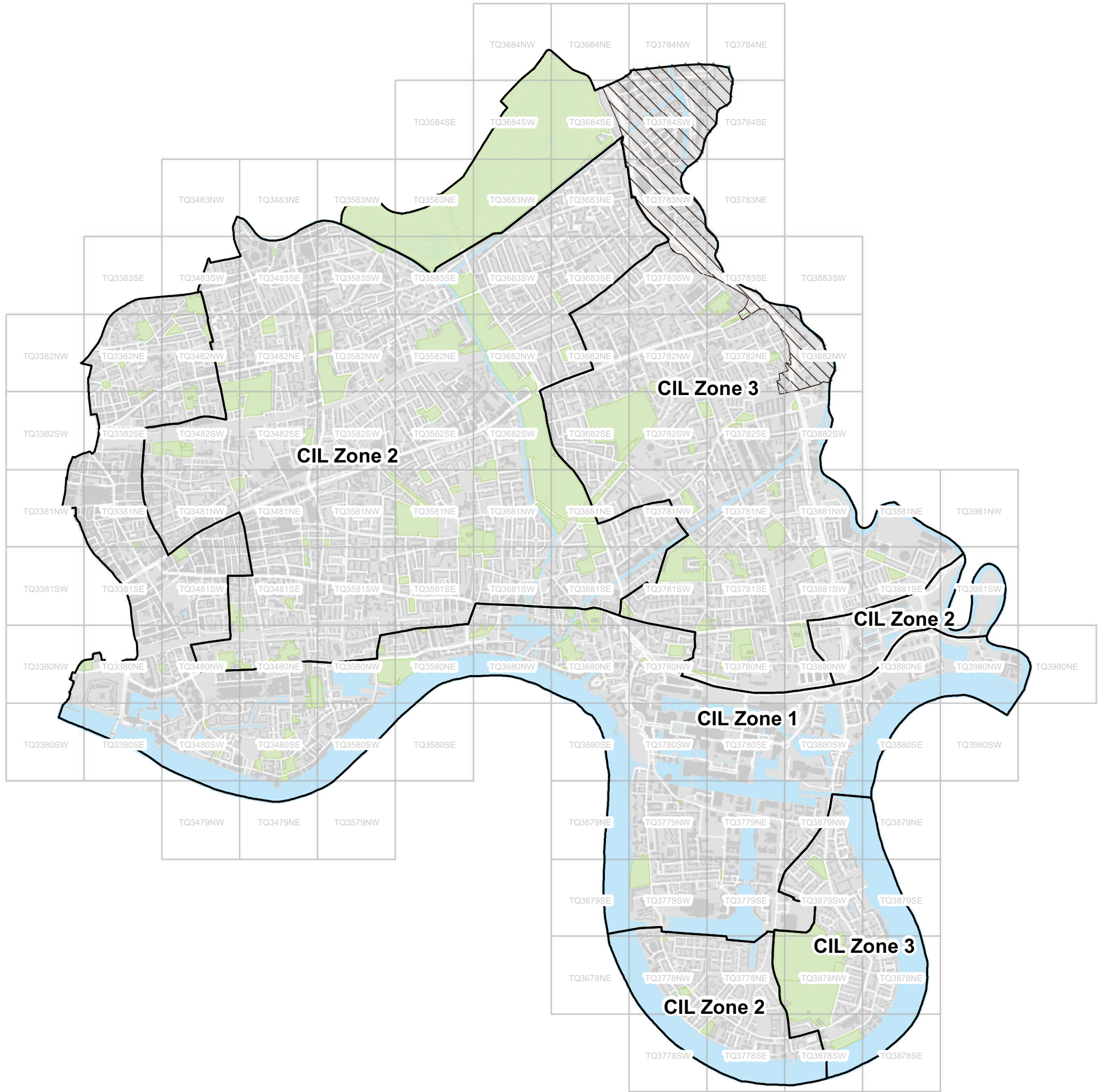
- 8.1 The rates referred to in Table 1 above shall be subject to annual indexation in keeping with the “All-in Tender Price Index” published by the Building Cost Information Service (BCIS). The rates should be increased by an amount equivalent to the increase in the index from the date hereof until the date on which the sums are payable provided that in the event that the “All-in Tender Price Index” shall decrease, the sum not fall below the figures set out.




## **9. Further Information**

- 9.1 Further information on the Community Infrastructure Levy is available on the Council’s website [www.towerhamlets.gov.uk/CIL](http://www.towerhamlets.gov.uk/CIL)



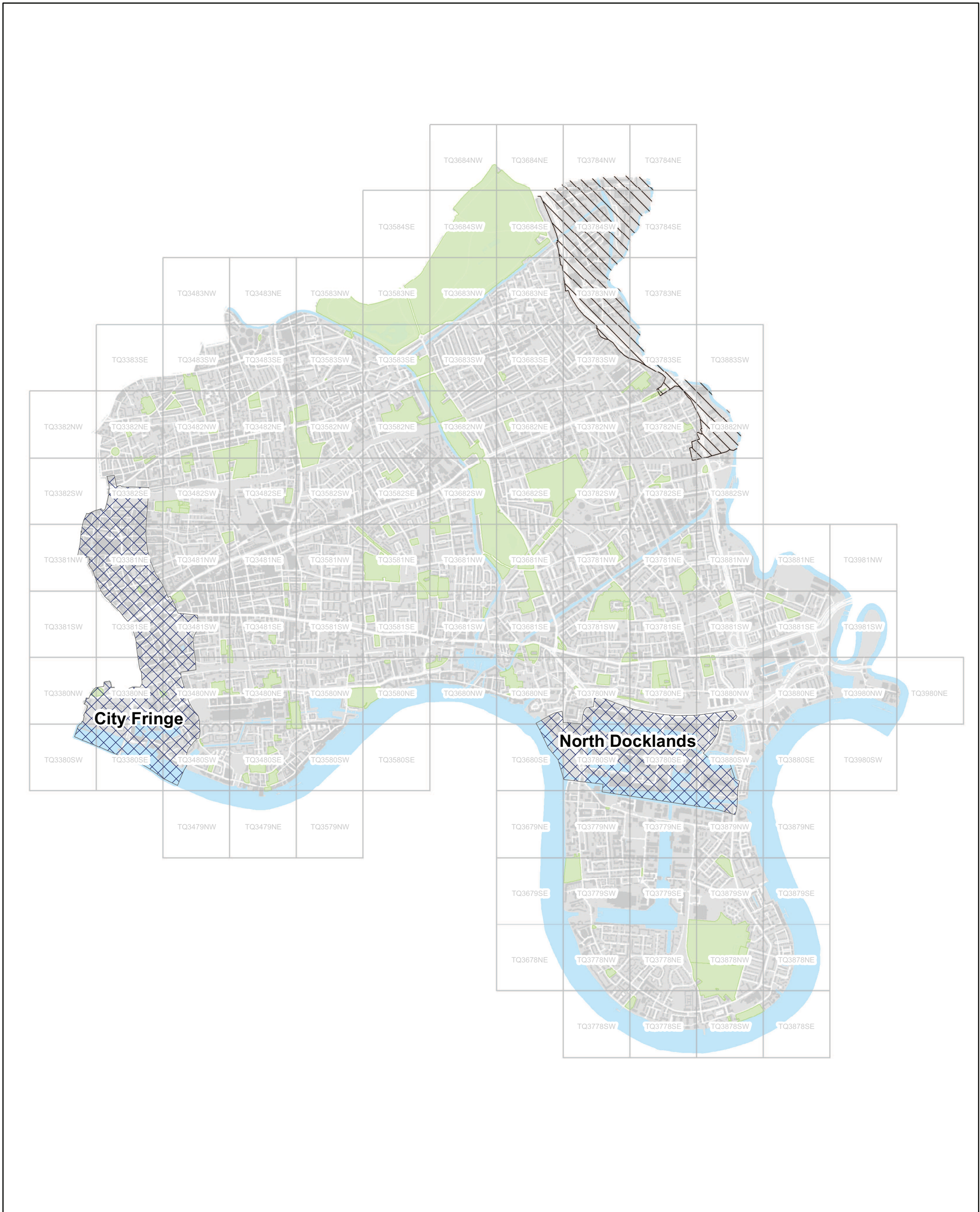
## Appendix 1: Charging Area Maps






-  Draft Residential Charging Zone Boundaries
-  Ordnance Survey Grid (*Labels represent grid reference*)
-  London Legacy Development Corporation Area







-  Draft Office & Retail (except Convenience Supermarkets, Superstores and Retail Warehousing) Charging Zones
-  Ordnance Survey Grid (*Labels represent grid reference*)
-  London Legacy Development Corporation Area

Date: 12/09/2013



## **Appendix 2: Explanatory Notes**

Please note that this Appendix 2 does not formally constitute part of the Community Infrastructure Levy Revised Draft Charging Schedule of the London Borough of Tower Hamlets.

### **1. Relief from Payment of CIL**

1.1 The following types of development will usually be exempt from CIL and can apply for relief from the payment of the London Borough of Tower Hamlets' CIL:

- Dwellings let by registered providers of social housing, in accordance with the specific provisions of Regulation 49 of the CIL Regulations (2010) (as amended).
- Charities where the development will be used wholly, or mainly, for charitable purposes (regulation 43 of the CIL Regulations 2010 (as amended)).

1.2 Under sections 55 to 58 of the CIL Regulations 2010 (as amended), the Council has the option to provide discretionary relief in 'exceptional circumstances'. The Council intends to make relief for exceptional circumstances available in its area.

### **2. Payment by Instalments**

2.1 Regulation 70 of the CIL Regulations 2010 (as amended) provides options for a Charging Authority to adopt an instalment policy, which will allow developers/liable parties to pay for the levy by instalments.

2.2 The London Mayoral Instalment Policy has been in effect since 1<sup>st</sup> April 2013, which allows two instalments for developments with a CIL liability equal to or more than £500,000. The Council intends to develop its own instalment policy.

### **3. Relationship with Planning Obligations**

3.1 By 6th April 2014, or the date (if earlier) when Tower Hamlets' Charging Schedule takes effect, the use of planning obligations for infrastructure will be largely scaled back. The Council is developing a new Planning Obligations Supplementary Planning Document which will set out the Council's approach to planning obligations. A 'Regulation 123' will be published alongside this and will identify infrastructure that CIL may be spent on and for which planning obligations will not be sought.

## **4. Monitoring and Administration**

- 4.1 The London Borough of Tower Hamlets will retain up to 5% of CIL charges for monitoring and administrative purposes in accordance with the CIL Regulations 2010 (as amended).

## **5. Reporting and Review**

- 5.1 Regulation 62 of the CIL Regulations 2010 (as amended) requires the Charging Authority to publish annual reports for each financial year.
- 5.2 The Council will keep the operation of the CIL and the position regarding the funding and economic viability evidence under continual review and, where necessary, will seek to renew the Charging Schedule in accordance with the latest Government guidance and legislation.

## **Appendix 3: Draft Regulation 123 List**

### **Draft Regulation 123 List of Infrastructure Projects**

**October 2013**

The list below sets out those types of infrastructure projects that Tower Hamlets Council intends will be, or may, be wholly or partly funded by CIL.

**Types of infrastructure (including new provision, replacement or improvements to existing infrastructure, operation and maintenance):**

- **Public education facilities**
- **Community facilities and faith buildings**
- **Leisure facilities such as sports facilities, libraries and Idea Stores;**
- **Public open space**
- **Roads and other transport facilities**
- **Health facilities**
- **Employment and training facilities**
- **Strategic energy and sustainability infrastructure**
- **Flood defences**
- **Electricity supplies to all Council managed markets**
- **Infrastructure dedicated to public safety (for example, wider CCTV coverage)**
- **Infrastructure dedicated to public art**

The Council will not seek planning obligations (Section 106) for infrastructure included in the list unless the need for specific infrastructure contributions is required to make the development acceptable in planning terms and in accordance with the statutory requirements. Further detail is provided in the Council's Revised Draft Planning Obligations Supplementary Planning Document, October 2013.



# **Tower Hamlets Community Infrastructure Levy: Revised Draft Charging Schedule**

**Summary of Consultation Responses to the Draft  
Charging Schedule [October] 2013**



## 1. Consultation on the Draft Charging Schedule

1.1 On 22<sup>nd</sup> April 2013, the Council published the CIL Draft Charging Schedule for Tower Hamlets, in accordance with Regulation 16 of the CIL Regulations 2010 (as amended), for consultation between the 22<sup>nd</sup> April and 5<sup>th</sup> June 2013. The following supporting documents were also published:

- Infrastructure Planning and Funding Gap Report, April 2013
- CIL Viability Study, April 2013
- Revised Planning Obligations Supplementary Planning Document, April 2013
- Draft Regulation 123 List, April 2013 (included as an appendix to the Draft Charging Schedule)

1.2 The Council received 38 consultation responses of which five were received after the close of the formal consultation period. The Council has carefully considered all representations received and produced a detailed summary of the main issues raised. The Council's response to these is set out below. [Appendix 1 includes a summary of individual representations received and the Council's response].

1.3 The Council has undertaken further viability testing in line with representations made as part of the consultation on the Draft Charging Schedule. This additional work is set out in the BNP Paribas Real Estate Viability Study, October 2013. This has led the Council to revise three of the commercial rates proposed:

- **The rate for office development in City Fringe has been reduced from £215 to £120 per square metre**
- **The rate for office development in North Docklands has been reduced from £100 to £60 per square metre**
- **The rate for Convenience Supermarkets, Superstores and Retail Warehousing rate has been reduced from £195 to £135 per square metre**

1.4 In light of these changes, the Council is publishing a Revised Draft Charging Schedule for a further stage of consultation. This is to provide an opportunity for comment on these updates to ensure that these changes are sufficiently consulted on prior to submission to the Planning Inspectorate and to address the requirements in the Government's CIL Guidance, 2013.

## 2. The Main Issues

### A. Impacts on the delivery of the development plan

1. **Nature of Representation(s): It is suggested that the Council has failed to show how the Development Plan - which includes the London Plan - has informed rates or to assess the impacts of the rates on plan delivery and associated targets.**

2.1. The CIL Regulations 2010 as amended and associated guidance acknowledge that it is for the charging authority to aim to strike an appropriate balance between infrastructure provision and viability when setting its charging rates. The Council has



to take a holistic and balanced view to meeting all of their plan requirements; this includes meeting their anticipated growth targets, providing affordable housing, delivering sustainability objectives and providing supporting infrastructure. These targets are set across the life of the development plan and it is acknowledged that not all the targets will be achieved on all the sites, as is currently being experienced on sites at the current point in the economic cycle.

2.2. Provision of infrastructure to support growth is a key component of the development plan for Tower Hamlets. Failure to provide this infrastructure will prejudice the delivery of the plan and sustainable development - a key message of the National Planning Policy Framework. Notwithstanding these pressing infrastructure concerns, the Council has proposed a CIL charge that amounts to less than 5% of the development costs of residential schemes - a modest proportion - and it is noted that 35% affordable housing has been assumed in the appraisals. The Council has also proposed CIL rates in the Revised Draft Charging Schedule which include a minimum reduction of 25% of the maximum CIL chargeable. It is highly unlikely therefore that CIL would be the determining factor that would make developments unviable and compromise delivery of growth in accordance with Plan objectives.. In addition, the Council's policy for affordable housing and other policy requirements have been factored into the viability appraisals undertaken to arrive the CIL rates proposed, thereby ensuring delivery of plan aspirations. Accordingly, the Council is of the view that it has fully considered the potential impacts of the development plan when setting CIL rates.

**2. Nature of Representation(s): It is suggested that impacts of the charge on affordable housing delivery has not been properly considered and that the extent of testing of different levels of affordable housing is inadequate.**

2.3. The Council has to achieve a balance when delivering affordable housing and infrastructure to support the growth in the borough as identified in the Local Plan. In the current economic climate this is clear as individual developments in the borough are not always achieving affordable housing targets of 50% or even 35% . The average is close to these targets i.e. some sites deliver more than the targets (and some 100% affordable housing). However many do not deliver the targets. Even if no CIL were to be charged on the certain developments, they are unlikely to provide the minimum 35% affordable housing. (see also point 1 above).

2.4 The Council's Policy SO2 of the adopted Core Strategy seeks a minimum target of 35% affordable housing, subject to viability. Based on this policy position and the level of affordable housing historically achieved, the Council has undertaken testing of the CIL rates at higher and lower levels of affordable housing, but considers it appropriate to establish the CIL rate based on the results of the appraisals assuming 35% affordable housing. The viability assessments have been undertaken assuming social rented accommodation for the rented element and as such is considered to take a cautious approach to the value of affordable housing in schemes. It is clear the impact of the CIL charge on affordable housing delivery has been appropriately considered.

2.5 It is noted that similar issues related to affordable housing arose in the context of Newham Council's CIL Examination. The Examiner's Report (19 July 2013), paragraphs 15 and 16, is relevant and states:

*'The Core Strategy was adopted in January 2012. Policy H2 was supported by an Affordable Housing Economic Viability Study and seeks the provision of 35 to 50% affordable housing on sites with a capacity of 10 units or more. However, the Council concede that, at present, the majority of new schemes are unable to deliver affordable*

*housing at the level required by Policy H2. According to the Viability Study, at 35% affordable housing, most sites are not viable regardless of CIL.*

*As stated in the Viability Study, if a scheme is not viable before CIL is levied it is unlikely to come forward and CIL is, therefore, unlikely to be a material consideration in any development decision. Consequently, the Viability Study, sensibly in my view, did not factor in unviable schemes in recommending appropriate rates. The Viability Study is based on 35% provision of affordable housing.”*

- 3. Nature of Representation(s): The Council’s approach to assuming only 30% of the Crossrail s106 ‘top up’ is criticised in some representations on the basis that it prejudices Crossrail delivery and/ or that the rationale for this is unclear.**
- 2.6 Crossrail is a priority for London Borough of Tower Hamlets but it should not outweigh the pressing need for other local infrastructure. Failure to secure local transport projects and indeed other necessary infrastructure in the future could ultimately bring into doubt the ability of the Council to sustain growth at the current and planned rate. Establishing a Tower Hamlets CIL charge for commercial development is necessary as the Council is still required to provide infrastructure – local transport and otherwise – to support development beyond just Crossrail.
- 2.7 The Mayor of London requires a ‘top up’ payment over and above the Mayor of London’s £35 per square metre CIL payment in Tower Hamlets for certain commercial development; these indicative charges are set out in the latest Crossrail SPG 2013 – Use of Planning Obligations in the Funding of Crossrail, and the Mayoral Community Infrastructure Levy Supplementary Planning Guidance (April 2013).
- 2.8 In response to the representations, the Council has amended its approach from that of the Draft Charging Schedule which assumed only 30% of the Mayor of London’s Crossrail ‘top up’ in its appraisals in setting its rates. It is expected that the rates set out in the Revised Draft Charging Schedule will allow for the full indicative ‘top up’ sought under the Crossrail SPG 2013 where the viability of individual schemes allow for it in line with the approach set out in the Crossrail SPG, 2013, paragraph 3.34. However, it is acknowledged that achieving the full ‘top up’ may be more challenging for certain office schemes in the North Docklands in the current market and in light of the fact that it has the highest ‘top up’ charge in London. Accordingly, a lower Crossrail SPG top is assumed for office floorspace (Paragraph 4.54 of the Viability Study). The Council has proposed a lower CIL rate for offices in North Docklands relative to the City Fringe area and in comparison to the rate originally proposed in the Draft Charging Schedule. This approach reflects the Crossrail funding requirements arising from office development in this part of the borough while recognising the need to fund local infrastructure to enable sustainable development.
- 2.9 The Council would also highlight that the ‘North Docklands’ area identified in the Revised Draft Charging Schedule is smaller than the more expansive Isle of Dogs area identified in the Mayor of London’s Crossrail SPG in which the Crossrail ‘top up’ is sought. The effect is that there will be developments within Isles of Dogs area defined in the Crossrail SPG which will not be subject to a Tower Hamlets CIL Charge but to which the Crossrail SPG ‘top up’ will apply. It is also worth noting that the Crossrail SPG 2013 allows the Mayor of London’s CIL payment for all land uses (not just commercial uses) to discount the value of the ‘top up’ (paragraph 4.21 of the Crossrail SPG) and that the existing use of the site can also have an impacts on the contribution sought (paragraph 4.21 of the Crossrail SPG). In such cases calculating Crossrail S106 ‘top up’ charges is not straight forward as the charge *will* vary in mixed use schemes.

It is considered by the borough that based on the sites likely to come forward the full indicative charge is unlikely to be realised on all sites.

## **B. Viability Appraisal Methodology**

- 4. Nature of Representation(s): Several representations suggest that Market Value should be used in viability appraisals rather than Existing Use Value (EUV) plus a premium and are concerned that no sensitivity testing of the latter has been undertaken. They suggest that land value assumptions are not justified with reference to the market.**
- 2.10 Several representations refer to the RICS guidance note on Viability in Planning (2012), which is aimed at individual schemes being processed through the development management process. They either do not refer to the Local Housing Delivery Group guidance, which addresses viability and planning policies, or consider that the Guidance has been superseded by the RICS Guidance. The Local Housing Delivery Group guidance was published on 22 June 2012 and the RICS guidance was published on the 9 August 2012. These documents were developed around the same time, with the Local Housing Delivery Group guidance being produced for a particular reason i.e. for testing emerging policy, and as such the RICS guidance does not supersede it.
- 2.11 There are a number of limitations associated with adopting a market value approach:
- Transactions on other sites will inevitably relate to developments of different densities and building heights, meaning that average values and construction costs will vary substantially;
  - The quantum of commercial accommodation provided varies between developments. This makes analysis more complicated. Historic transactions will also have been completed prior to Mayoral CIL being required;
  - Transactions may not have been completed after the current Planning Obligations SPD was adopted, which is likely to have resulted in lower Planning Obligations SPD sums being required;
  - It is unknown what grant funding might have been allocated to assist with the delivery of affordable housing for these schemes;
  - It is unknown which schemes would have incurred abnormal costs e.g. expensive demolition costs, remediation, extensive basement excavation etc;
  - It is unknown what specific funding arrangements the purchasers of the sites might have in place to assist with delivery; and
  - It is unknown to what extent the developers of those schemes are making a profit.
- 2.12 It is therefore considered that actual land transactions are fundamentally misleading as a means of assessing viability of a planning policy.
- 2.13 Market transactions will always (or should be) based on current planning policy requirements to determine the price to pay for a site; the costs of complying with policies are accommodated in the valuation process. Accordingly, this does not provide a useful starting point in determining what planning requirements could be sought as the existing policy requirement is already captured. Furthermore, it is also the case that market transactions often fail to take full account of planning policy requirements. They frequently include expectations of increasing sales values, so they do not reflect the current market. Basing the assessment on current use value is an approach that both the RICS guidance note recognises as legitimate (*“For a development to be financially viable, any uplift from current use value to residual land*

*value that arises when planning permission is granted should be able to meet the cost of planning obligations while ensuring an appropriate Site Value for the landowner and a market risk adjusted return to the developer in delivering that project (the NPPF refers to this as 'competitive returns' respectively). The return to the landowner will be in the form of a land value in excess of current use value...")* as well as the Harman Group guidance; the latter being directly relevant to planning policy testing.

2.14 At the London Mayoral CIL examination the merits of the Market Value and the Existing Use Value plus a premium approach were considered in detail by the Examiner. It was accepted that market transactions are of limited relevance to testing a new planning requirement, as they are historic and relate to *prevailing planning policies at the time*. As such, the RICS approach was found to be an unsound basis for testing the viability of CIL. It should also be noted that this approach has been accepted in numerous other CIL Examinations both inside and out of London including Croydon, Redbridge, Bristol, Poole, Havant, Harrow, Brent, Waveney. It is submitted that this is sound and supports the Council's approach.

2.15 The appraisals of commercial floorspace test the viability of developments on existing commercial sites. For these developments, we have assumed that the site could currently accommodate one of three existing uses (i.e. thereby allowing the site to be assessed in relation to three current use values (CUVs)) and the development involves the intensification of site. We have assumed lower rents and higher yields for existing space than the planned new floorspace. This reflects the lower quality and lower demand for second hand space, as well as the poorer covenant strength of the likely occupier of second hand space. A modest refurbishment cost is allowed for to reflect costs that would be incurred to secure a letting of the existing space. A 15% - 20% landowner premium is added to the resulting existing use value as an incentive for the site to come forward for development. The actual premium would vary between sites, and be determined by site-specific circumstances, so the 15% - 20% premium has been adopted as a 'top of range' scenario for testing purposes. The premiums over the EUV are clearly set out in sections 4.41 to 4.44 and table 4.48.2.

**5. Nature of Representation(s): The viability appraisal inputs have been criticised for being not justified or incorrectly tested and further detail is sought on the appraisals in relation to the following matters:**

2.16 **The Mayor of London's requirements for Crossrail contributions should be factored into appraisals as a development cost:** The residential appraisals test the ability of the typologies to absorb a range of CIL rates, included in which is the Mayoral CIL. The viability appraisals for commercial schemes have now also been amended to include Mayoral CIL as a development cost, so the outputs identified are the maximum viable levels of Borough CIL and any potential Crossrail top up charge liable on developments (also see point 3 above).

2.17 **Site Specific Section 106 assumptions are not justified:** The Council has included cost assumptions for Section 278 and residual Section 106 requirements in a CIL context (thereby reducing the probable CIL charge) even though there are likely to be instances in which such contributions may not be required, e.g. minor schemes, many of which would not have a S106 agreement associated with them. The residential appraisals incorporate an allowance of £1,220 per unit and the commercial appraisals have also been amended to incorporate an allowance of £5 per square foot (£53.82 per square metre). These figures are considered to be a reasonable proxy for likely sums to be sought after CIL is adopted, based on the requirements set out in the Revised Draft Planning Obligations SPD where it can be quantified, and the figures adopted are broadly in line with those adopted by many other London boroughs for

CIL testing purposes. It is noted that once CIL is adopted (and indeed prior) such planning obligations must meet legal tests for their use and remain negotiable.

2.18 **The amount of discount (or buffer) applied to the maximum CIL that can be charged is inconsistently applied:** A minimum buffer of 25% has sought to be applied for all developments from the maximum CIL rate identified by BNPPRE's appraisals, with the exception of student accommodation, where a larger buffer of 35% has been adopted (see point 10 below).

2.19 **Details of the appraisal inputs including outputs of the Argus models are sought:**

The Council invited submission of appraisal inputs/ information and has reflected specific comments - where received and appropriate - in amendments to the appraisals. All inputs into the appraisals are provided within the Viability Study. Argus Developer software was used to appraise Strategic Sites. Should developers wish to undertake a viability assessment they are able to do so. The focus should be on whether the inputs are reasonable or whether there is evidence to suggest otherwise.

2.20 **Phasing of CIL payments in appraisals does not match the Council's suggestion of adopting the Mayoral CIL's instalment policy:** For testing purposes, the Council assumed that any CIL due would be split into three equal instalments, payable at the months shown in Table 4.46.1 of the Viability Study. A sensitivity analysis of adopting the current Mayor of London's instalment policy has been undertaken and has identified only a marginal impact on viability (Paragraph 4.33 of the Viability Study). It is noted that an instalments policy can be amended at any time by a Charging Authority and is not a matter that the Examiner is required to consider. Notwithstanding this, the Council *does* intend to introduce an instalment policy. The starting position was the Mayor of London's approach; however, the comments on the impacts of instalments are noted, particularly in the context of large schemes, and the Council intends to keep this issue under review.

6. **Nature of Representation(s): Representations have suggested that the Strategic Site appraisals and theoretical appraisals are an inadequate basis for establishing a charge – and do not comply with Guidance or reflect market realities. Several representations seek justification for the strategic sites chosen.**

2.21 The Community Infrastructure Levy Guidance 2013 requires charging authorities to *'sample directly an appropriate range of types of sites across its area in order to supplement existing data, subject to receiving the necessary support from local developers. The focus should be in particular on strategic sites on which the relevant Plan relies and those sites (such as brownfield sites) where the impact of the levy on economic viability is likely to be most significant'*.

2.22 In accordance with the CIL Guidance 2013, the Council has tested the viability of eight strategic sites across the whole borough. These are all sites which have been identified in the Council's Managing Development DPD, which represent a range of different viability scenarios.

2.23 The residential development typologies reflect a range of developments across the borough and have been based on an understanding of previous and likely future development that have and will come forward in the Borough. Mixed use schemes have not been included in the generic typologies as each scheme will be different and contain varying proportions of different uses. Such schemes will not provide a useful

evidence base for setting a CIL for the different types of developments included in such schemes. All that testing mixed use schemes will reflect is that the more viable uses will have to subsidise the less viable uses. In this regard we have sought to establish the viability of individual uses so that only the uses identified as being viable and able to bear a CIL charge will be liable to pay LBTH's CIL. Notwithstanding this it is noted that the Strategic Sites – which included a mixture of uses - have been tested.

2.24 The Council's approach of using development typologies has been tested and approved at Examinations in Public for other CIL Charging Schedules (including those post-dating the CIL Guidance, 2013)

**7. Nature of Representation(s): The approach to testing strategic sites is criticised as the costs assumed are too low; it is also highlighted that a number of the sites appraised are not viable.**

2.25 The Council has, where appropriate, updated appraisals to address comments made during the Draft Charging Schedule consultation. The approach to assessing the largest sites has been amended to an Internal Rate of Return ('IRR') approach in response to representations. It is noted that although developers commonly identify that they are targeting an IRR of 20%, BNP Paribas Real Estate have advised that large schemes in London, particularly in the current economic climate, developers have agreed to proceed with developments identified as generating IRRs of between 11% and 13%. In addition:

- The Strategic Site inputs data has been updated to include the development programmes and we can confirm that S106 and CIL costs are included as development costs.
- The professional fees assumed for strategic sites and all schemes larger than 250 units have been increased to 12% in line with the assumptions in the typologies for consistency.
- With respect to energy/sustainability requirements on large sites, the provision of such technologies will be included as a cost to achieve Code for Sustainable Homes level 4 on such sites. A 5% contingency is also allowed for the uplift of the build costs associated with achieving Code for Sustainable Homes level 4, which should allow for any unforeseen costs relating to the provision of such elements.
- Allowances have been made for the onsite infrastructure that is sought by the Council's policies such as schools, health facilities through land in kind.
- The higher abnormal costs identified on the Bishopsgate Goodsyrd and Wood Wharf sites have been taken into account in line with comments made to the DCS consultation. These site appraisals have been updated to include commercial uses in line with the quantum identified in relevant planning policies and guidance which will inform the planning application on this site.
- Assumptions with respect to marketing have been amended and a rent free period to 24- months for the office elements included.
- The schemes have been reviewed to ensure that the correct infrastructure required by each site has been tested e.g. a secondary instead of a primary school for the Westferry site. This reduced the net developable site area and therefore the number of units decreased from 1,186 to 900 units.

2.26 Several representations highlight that three of the sites appraised are identified as being unviable. However, these are not unviable because of CIL, rather it is as a result of other factors such as build costs and sales values. Further as demonstrated in the viability report of the developments, the CIL charge would amount to less than 5% of the development costs and in this regard is such a small proportion of development costs that it would be highly unlikely that CIL would be the determining fact that would make such developments unviable. The Inspector's Report for the London Borough of Newham's charging schedule is pertinent and states: "*if a scheme is not viable before CIL is levied it is unlikely to come forward and CIL is, therefore, unlikely to be a material consideration in any development decision. Consequently, the Viability Study, sensibly in my view, did not factor in unviable schemes in recommending appropriate rate.*" (para 16).

2.27 The CIL buffer applied to Strategic Sites is the same as for the other development typologies, in that the CIL rate tested is the same - and therefore incorporates the same level of buffer. In addition, in line with the approach taken on the viability testing for the Managing Development Document, the strategic sites also include a 20% buffer allowance *on top of* the 20% premium on the EUV to allow for further for individual site constraints and unknown factors. This helps to ensure that the Strategic Sites will be viable in a CIL context.

#### **8. Nature of Representation(s): Residential sales values and the associated charging zone areas are either inadequately justified or incorrect.**

2.28 The Council's viability consultants, BNP Paribas Real Estate, has undertaken extensive research into residential values across the borough using a number of sources, which include, Land Registry data on sub-post code areas, EGi London Residential Research data, the Moliոր database, BNPPRE information on viability assessments of proposed new developments in the borough and data from the Rightmove website (both sold and asking price) to inform our assessment on the sales values achievable in the borough.

2.29 Some representations have provided land registry data in order to identify areas of higher and lower values in the borough and in particular in the Isle of Dogs area. This is useful information and *has* been considered. However, such data has limitations; for example, the land registry data only provides details of units sold and this can change from month to month so the average values reflected will be dependent on what has transacted and a very few large expensive units or only smaller units could skew the average sales values. It is important to be able to consider the values on a per square foot basis. Furthermore, CIL relates to new development and the Land Registry data takes into consideration both new build and existing properties, the proportions of which are not identified in the data provided by the representations. These issues have weighted the evidence.

2.30 The Council has sought to adopt a three zone approach which merges areas together to avoid undue complexity in line with paragraph 37 of the CIL Guidance, 2013. It is acknowledged that a range of residential values will be achieved on new build schemes in each zone, for example in zone one this is identified as being between £575 and £700 per sq ft. This will be due to many influencing factors including specification of the development, height of the development, aspect, size of the residential unit in question etc. For a strategic exercise such as this, an approach of taking an average value that reflects the likely values that could be achieved in new developments in the area has been sought to be defined.

2.31 It is considered that the sales values used in the appraisals are considerably lower than the top end of the range and reflect an appropriate average that will be achieved. It is important to acknowledge that the intention is not to undertake specific site appraisals. The “differences” in values that will inevitably occur are accounted for by the “buffer” or “discount” below the maximum CIL rate that could have been set.

**9. Nature of Representation(s): The implications of the proposed residential rates for estate regeneration schemes have not been properly considered; there should be a zero charging rates for estate renewal areas.**

2.32 It is acknowledged that given the current economic climate, lack of grant funding and the requirement of Estate Renewal Schemes to ensure the replacement of the existing units and in particular social rented accommodation, many schemes incorporating private units are being developed by housing associations in order to assist in the delivery of more affordable units. However, some schemes may still benefit from grant. A wide range of factors – many of which will be unique to the individual regeneration schemes - will determine the viability of such schemes and as such a general exclusion is not considered appropriate.

2.33 New private residential units will be subject to a CIL charge as they will have an impact on the requirement for additional infrastructure to support it, particularly given the context of increasing housing units in the Estates, not just replacing the units, so it is important that where possible they contribute towards this requirement.

**10. Nature of Representation(s): The Student Housing rate has been criticised for being too high – particularly when affordable housing might be sought – and inadequate justification for the single rate is provided.**

2.34 The Council viability evidence suggests that the level of charge proposed can be supported in most instances. The Council has adopted a larger buffer of 35% for student housing and the viability appraisals have been updated in line with the following assumptions:

- the size of student units has been updated;
- The total floor area used in the appraisals has been updated to 161,460 sqm;
- The appraisal has been updated to reflect 30% existing floorspace to establish the existing use value;
- Term time occupancy has been reduced to 95%;
- 51 (up from 41) week term time let adopted;
- RICS BCIS build costs adopted with 5% contingency.

2.35 Research on rents for student accommodation has identified that the rents achievable for student accommodation in CIL Zone 2 start at £200 per week, whilst those in the city fringe area are able to achieve higher rents. The Council has taken the view that they wish to charge a flat rate for student accommodation across the borough to avoid an unduly complex Charging schedule, and as such has adopted the lower rent of £200 per week to establish the CIL rate.

2.36 The Council’s requirement for the provision of affordable housing is not all encompassing and applies in those instances where accommodation is not provided specifically for accredited colleges and universities. A specific threshold for affordable housing is not defined in relation to student housing – instead this is calculated ‘taking into consideration’ relevant affordable housing policies (Managing Development Document, DM3 Student Accommodation. Accordingly, affordable



housing contributions have not been factored into appraisals as unlike for general housing the requirement will not always apply. However, it is acknowledged that the rate proposed by the Council will have an impact on the ability of student accommodation schemes. Furthermore, in line with the Council's affordable housing policy approach, the level of affordable housing sought will depend on the viability of the scheme which will be assessed accommodating the CIL charge.

**11. Nature of Representation(s): The office rate in the City Fringe is higher than surrounding areas (from Preliminary Draft Charging Schedule to Draft Charging Schedule) rates in City Fringe office rate which is not justified**

2.37 The Council has reduced the rates in the City Fringe areas reflecting the updates to the viability evidence outlined in point 5 of this report above. The City Fringe office location was identified at both the Preliminary Draft Charging Schedule and Draft Charging Schedule stages to be a more viable office location. However, the rate at the Preliminary Draft stage was aligned with the lower Docklands office rate to avoid undue complexity. The rates proposed in the DCS increased from those proposed in the PDCS in the City fringe area as a result of the Council's decision not to apply the same flat rate across both areas.

**12. Nature of Representation(s): Inadequate testing of retail has been undertaken and it is not appropriate or justified to differentiate retail charge by scale.**

2.38 The Council have reviewed appropriate available viability evidence and undertaken testing of smaller and larger schemes of 1,000 square metres and 5,000 square metres respectively. In addition, a further review of information provided on the RICS BCIS database in relation to build costs for Hypermarkets and Supermarkets of such sizes, locally adjusted to the Tower Hamlets area, has been undertaken. As a result build costs have been amended to £121 and £117 per square metre for the 1,000 square metre and 5,000 square metre units respectively. This additional analysis has led to a reduced rate for supermarkets, superstores and retail warehousing development.

2.39 The Draft Charging Schedule differentiated between the scale *and* type of retail development proposed. This was an approach recognised by the Inspectors report for Wycombe District Council's CIL Charging Schedule which concluded: "there is nothing in the CIL regulations to prevent differential rates for retail developments of different sizes, provided they are justified by the viability evidence and differing retail characteristics or zones" (para 16, 2012). However, it is acknowledged that size does not necessarily result in the higher values generated by convenience based supermarkets and superstores and retail warehousing uses. Rather, is it a combination of factors (detailed in paragraph 6.31 – 6.34 of the Viability Study, October 2013). Accordingly, the definition now refers to the use rather than the scale of use. The use and viability characteristics of these different types of retail uses are markedly different justifying the council's approach.

2.40 The high level of projected convenience supermarkets, superstores and retail warehousing identified in the Infrastructure Funding Gap Report (October 2013) was also highlighted in representations. This has been amended and the over assumption of this type of floorspace corrected.

**13. Nature of Representation(s): Hotel development will be severely impacted and become unviable and a flat rate is not appropriate**

2.41 The hotel appraisals have been sensitivity tested and this is referenced in the viability report (see paragraph 6.40 of the Viability Study, October 2013). We note that the second appraisal was erroneously omitted from the appendix and this has been corrected.

**14. Nature of Representation(s): Evidence of historic Section 106 receipts the extent to which targets have been met should be provided.**

2.42 The Council has published additional information on historic section 106 receipts as part of the Revised Charging Schedule consultation (Section 106 Receipts Background Report, October 2013). This includes affordable housing targets.

**15. Nature of Representation(s): The proposed CIL charge has been highlighted as higher than current s106 charges for certain schemes**

2.43 Setting the CIL rate has been undertaken in line with guidance and has been set with reference to economic viability rather than a comparison with the existing planning obligations approach.

### **C. Infrastructure Planning and Planning Obligations**

**16. Nature of Representation(s): Draft Regulation 123 list is considered too loosely defined to give certainty and TfL wish to work with the Council to refine this**

2.44 In accordance with the CIL Regulations 2010 (as amended) and CIL Guidance 2013 (paragraph 15) the Council has set out for examination a draft list of the projects or types of infrastructure that are to be funded in whole or in part by the levy. The list has been published alongside a revised Planning Obligations SPD to provide transparency on what the charging authority intends to fund in whole or part through the levy and those known matters where section 106 contributions may continue to be sought. It is considered the draft 123 List accords with the legislative requirements and is appropriate in its format.

**17. Nature of Representation(s): Clarify how the sites in the Managing Development Document relate to the infrastructure funding gap report and how on site specific infrastructure will be secured.**

2.45 The basis for the infrastructure needs is provided by the Core Strategy. Tower Hamlets submitted an Infrastructure Delivery Plan (IDP) for the Core Strategy examination as evidence. The Council quite legitimately see the IDP (or as it is now called, the 'Infrastructure Schedule') as a live document, that is updated regularly as projects are delivered or new information arises, such as strategic planning work for the recent Managing Development DPD.

2.46 The Council's Revised Draft Planning Obligations SPD, April 2013 sets out the Council's approach to securing infrastructure and clarifies the mechanism through which it will be sought; it identifies that most infrastructure will be delivered through CIL contributions (see also point 17 above).

**18. Nature of Representation(s): The validity of the planning obligations policy approach is challenged on the basis it is non-compliant with regulations.**

2.47 The planning obligations policy will only be finalised after the Examination in Public on the Revised Draft Charging Schedule. At the moment, the planning obligations

policy is explained in the Revised Draft Planning Obligations SPD, April 2013. The references in this draft document to the relevant policy and legislation have now been corrected and brought up to date, and it is this amended version which will be submitted as part of the supporting evidence for the CIL examination. It is acknowledged that such planning obligations must meet the legal tests for their use and that they remain negotiable.

## **D. CIL Implementation Issues**

**19. Nature of Representation(s): Inclusion of reference to in kind payments is welcome but complications and implications around land transfer are not addressed.**

2.48 In accordance with CIL Guidance 2013 the Council has set out a draft Regulation 123 list of the projects or types of infrastructure that it intends to fund in whole or in part by the levy. The suggestion that the Council may accept 'in-kind' contributions is fully compliant with the CIL Regulations 2010 (as amended). The Council will work with developers to secure CIL in accordance with the current regulations, and with any amendments arising from the Government's recent proposals on this issue. Each proposed land transfer or in-kind contribution is likely to be dealt with on a case by case basis, and it would not be appropriate to deal with all the potential implications in the wider CIL document.

**20. Nature of Representation(s): Inclusion of exceptional circumstances relief is supported and should be formalised.**

2.49 As indicated in Appendix 2 of the Revised Draft Charging Schedule, the Council *is* minded to implement an exceptional circumstances relief policy in line with the CIL Regulations. It is noted that this is not an examination matter or a component of the Charging Schedule preparation process.

**21. Nature of Representation(s): It is suggested the Council delay implementation of CIL until after outcome of CLG consultation on further reforms to the Community Infrastructure Levy Regulations (published April 2013)**

2.50 There is no requirement or reason to delay the implementation of CIL. There have been annual amendments to the CIL Regulations and given the scaling back of the use of planning obligations provided for in the CIL Regulations, it would not be prudent to stall the production of Charging Schedules as a result of potential changes. Doing so may prejudice the delivery of sustainable development.

**22. Nature of Representation(s): A small number of objectors suggested that there has been a lack of meaningful engagement with the development industry**

2.51 On 22<sup>nd</sup> April 2013, the Council published the CIL Draft Charging Schedule for consultation until 5<sup>th</sup> June 2013. The consultation was advertised in the local press – East End Life, and on the Council's website. The advertisements stated its duration, the location of documents for inspection and advertised two developer drop-in sessions. The Developer Drop-in Sessions were held at the Council's offices, where developers were invited to drop in to discuss issues on 1st May 2013 and 3rd June 2013. This followed consultation on the Preliminary Draft Charging Schedule (between 16th November 2012 and 2nd January 2013) and a workshop was run on 6th July 2012 right at the start of the process to invite input as to the proposed methodology and assistance with inputs into the appraisals. The Council has also met

with owners of strategic sites and invited submission of appraisal information and other evidence to help inform the rate setting process. The Council has met all the regulatory and local consultation requirements, and made extra efforts to encourage proactive participation from a wide range of stakeholders.

### **3. Conclusions**

- 3.1 The Council is introducing CIL with the aim of seeking to deliver the Core Strategy objectives. The Council has sought to strike an appropriate balance between the need to fund infrastructure and the impact of CIL on economic viability of development when taken as a whole across the borough. On that basis it is publishing a Revised Draft Charging Schedule in accordance with the Community Infrastructure Levy Regulations 2010 (as amended), Part 11 of the Planning Act 2008 and associated Government Guidance.



# DRAFT

## CIL Infrastructure Planning and Funding Gap Report

**CIL KNOWLEDGE**



Update for Submission  
London Borough of Tower Hamlets  
October 2013

## Purpose of the report

This report has been prepared by the CIL Knowledge Partnership on behalf of London Borough of Tower Hamlets ('The Council') as part of the infrastructure planning evidence base in support of the Community Infrastructure Levy (CIL) rate setting process. The report has reviewed Tower Hamlets' approach to infrastructure planning evidence for their CIL rate setting process.

This is an update of the report prepared for publication alongside the Preliminary Draft Charging Schedule and Draft Charging Schedule. It incorporates the requirements imposed by the new DLGG CIL Guidance published in 2013 and updates that the Council has made to reflect its current infrastructure priorities.

## Structure of document

We have structured this document in the following way:

Section 1: Our approach to testing the sufficiency of the infrastructure evidence base

Section 2: Updated CIL Infrastructure Evidence

Section 3: Summary of sufficiency assessment

### Appendices

Appendix A: CIL Project Schedule

Appendix B: Summary Tables

Appendix C: Charts

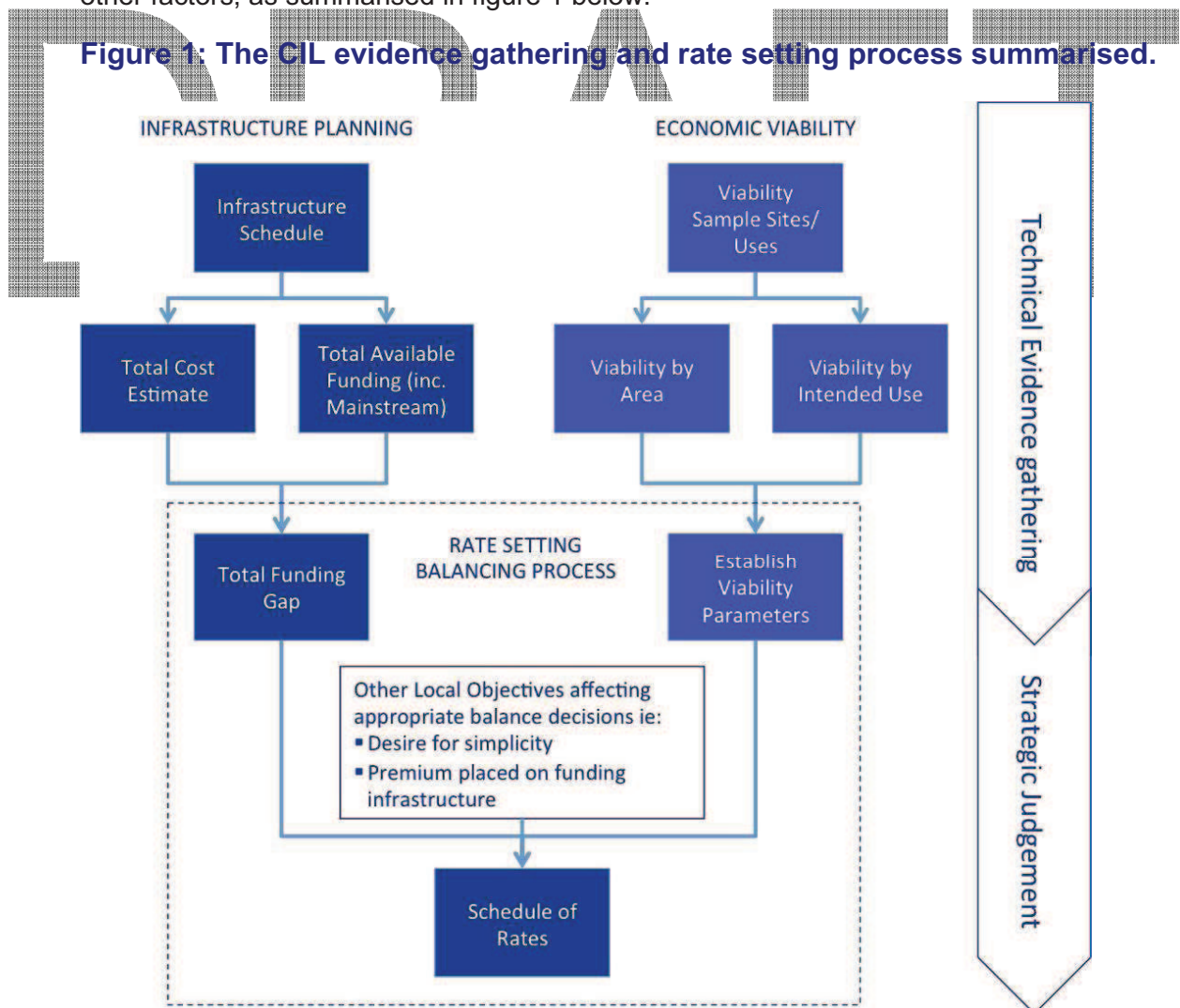
Appendix D: Extract of CIL Income Projection Model

**DRAFT**

# 1 Our Approach to Testing the Sufficiency of the Infrastructure Evidence Base

## 1.1 The Regulations

- 1.1.1 This section explains our approach to testing how the Council's infrastructure evidence base meets CIL Independent Examination standards.
- 1.1.2 The CIL rate setting process is guided by several different regulations. Following the 2008 Planning Act, CIL came into force with the publication of the Community Infrastructure Levy Regulations 2010. The Community Infrastructure Levy (Amending) Regulations 2011, 2012 and 2013 (draft) further refined the legal framework, as did the Localism Act 2011.
- 1.1.3 The Secretary of State's Community Infrastructure Levy Guidance (December 2012) also forms part of the legal framework. The guidance emphasises the importance of striking an appropriate balance when setting rates. The balance needs to specifically weigh up the desirability of using CIL to fund infrastructure and to ensure that the rates would not threaten delivery of the relevant Plan as a whole. That balance can also take account of other factors, as summarised in figure 1 below.





Infrastructure is defined in the Planning Act Item 216 (and refined in the 2010 Regulations) as follows:

- a roads and other transport facilities
- b flood defences
- c schools and other educational facilities
- d medical facilities
- e sporting and recreational facilities
- f open spaces

1.1.4 The majority of the guidance on infrastructure planning evidence base can be found in the CIL Guidance 2013. It requires that each charging authority identifies the total cost of infrastructure informed by a selection of infrastructure projects which are identified as candidates to be funded by the levy.

1.1.5 In practice this means each charging authority considering what infrastructure is needed in its area to support development. This is the same exercise as required to produce an Infrastructure Delivery Plan (IDP) as evidence for a Core Strategy Development Plan Document or Local Plan. Consequently, there is no need to duplicate this process if an up to date IDP exists. The Charging Authority is also required to assess what other known or expected funding sources are likely to be available to establish whether there is a funding gap. The new CIL Guidance (2013) requires that this evidence is directly related to the Draft Regulation 123 list that the Authority is now required to publish for examination.

1.1.6 In this case the Council's infrastructure evidence base is formed of three progressive layers. Firstly, the Infrastructure Delivery Plan (2009) adopted as part of the Core Strategy in 2010. Secondly a Draft IDP was tested as part of the Managing Development – Development Plan Document (MD DPD) EiP on September 2012 and found sound. Thirdly the Council has updated the IDP in 2013 to reflect the latest priorities as catered for within paragraphs 16 to 18 of the CIL Guidance 2013 set out below:

*“16. If an authority considers that the infrastructure planning underpinning its relevant Plan is weak or does not reflect its latest priorities, it may undertake additional bespoke infrastructure planning to identify its infrastructure funding gap. This work may be limited to those projects requiring funding from the levy, rather than covering all the potential infrastructure projects for the area.*

*17. Where infrastructure planning has been undertaken specifically for the Community Infrastructure Levy and was not tested as part of another examination, the Community Infrastructure Levy examiner will need to test that the evidence is sufficient in order to confirm the aggregate infrastructure funding gap and total target amount that the authority proposes to raise through the levy.*

*18. The Community Infrastructure Levy examination should not re-open infrastructure planning that has already been submitted in support of a sound relevant Plan. It is not the role of the Community Infrastructure Levy examination to challenge the soundness of an adopted development plan.”*

## **1.2 CIL Examinations to Date**

1.2.1 To date, there are over 10 published CIL examination reports and infrastructure planning had not featured strongly; generally limited to 2-3 paragraphs. (Poole contains six





paragraphs). Each of the Councils had a recently adopted Core Strategy and each of the Councils undertook additional infrastructure planning in support of CIL.

- 1.2.2 Following the publication of the DCLG CIL Guidance December 2013, examiners and parties representing at examinations are asking more detailed questions on the infrastructure evidence with a particular emphasis on how Section 106 will continue to work once CIL is in place. Examinations are also ensuring the funding gap is only based upon projects that are required to support future growth and not existing deficiencies.
- 1.2.3 The message from the examiners appears to be that infrastructure planning should focus on ascertaining a funding target (or aggregate gap) in order to justify the need to use CIL as a mechanism for addressing some of, or that entire, funding gap.
- 1.2.4 When setting rates the Charging Authority should then check that the forecast CIL income does not exceed the estimated aggregate funding gap.

**1.3 Sufficiency of the Infrastructure Evidence**

- 1.3.1 Our approach to testing the sufficiency of an infrastructure planning evidence base is methodical and robust, and has been used in the PAS Front Runner Programme. It consists of four steps:

Step 1 – Assessment of the appropriate available evidence

Step 2 – Data import, cleansing and analysis (into our bespoke infrastructure planning model)

Step 3 – Targeted interrogation of supporting project information

Step 4 – Finalising the infrastructure planning evidence base.

- 1.3.2 An initial assessment using this approach was conducted for the Stage 1 commission for Tower Hamlets. A further assessment was conducted prior to the publication of the Preliminary Draft Charging Schedule (see Infrastructure Planning and Funding Gap report October 2012 that accompanied the PDCS). This updated report contains a further refinement for the purposes of the Draft Charging Schedule and to bring the information up-to-date with the CIL Guidance published in 2013.



## 2 Updated CIL Infrastructure Evidence

### 2.1 Background Information

2.1.1 The findings in this section are based upon the following Council background information:

- Core Strategy Adopted Version September 2010
- Infrastructure Delivery Plan 2010 - Core Strategy Evidence Base
- Infrastructure Delivery Plan 2012 (Draft) - tested as part of the Managing Development – Development Plan Document (MD DPD) EiP September 2012
- Infrastructure Delivery Schedule 2013
- Tower Hamlets Council's Capital Investment Programme 2011-2014
- Tower Hamlets Council's Transport Planning Strategy 2011-2031, August 2011
- Local Implementation Plan 2 – Corridors and Neighbourhoods, May 2011
- Local Investment Plan 2 – Major Schemes 2012
- School Site Allocation Evidence produced for EIP by Tower Hamlets Education Department as approved by Cabinet 5<sup>th</sup> September 2012
- Cabinet Report 11 September 2013 – Planning for School Places – 2013/14 Review

### 2.2 Update of CIL Funding Gap

2.2.1 During 2012 the Council updated its Planning for Population Growth and Change Model. Projections from the model's 2012 output have been compared against the projections used at the time of the Core Strategy to determine whether the infrastructure projects captured within the 2011 Infrastructure Delivery Plan (IDP) update were still up to date. The outcome of that exercise was an updated IDP (Draft) that was tested at EiP on its Managing Development DPD in September 2012 and accompanied the Preliminary Draft Charging Schedule. This report is based upon the Infrastructure Delivery Schedule 2013 that has been updated from the tested 2012 version to reflect the latest Council priorities. (A copy of the schedule can be seen in [Appendix A](#)) The Council sees this Infrastructure Schedule as a live document that they update regularly as projects are delivered or new information arises, such as strategic planning work for the recent Managing Development DPD. The DPD did not materially change the overall scale of growth and therefore has not materially changed infrastructure planning in the borough.

2.2.2 The infrastructure requirements identified in this report, while not directly attributed to impact of development, are caused by population change and growth, the primary factors of which are in-migration, out-migration, births, deaths, aging, and development. According to the CIL regulations, Charging Authorities can spend CIL on 'the provision, improvement, replacement, operation or maintenance of infrastructure'. In addition, neighbourhood funding, the proportion of CIL that Charging Authorities have to pass to Local Councils, can be spent on 'anything else that is concerned with addressing the demands that development places on an area'.

2.2.3 Interrogation via the GLA model's population growth scenarios using a range of inputs and trend-based data shows what proportion of population change and growth can be attributed to development. Between 2001 and 2011 the population of Tower Hamlets increased by 27% from 202,068 to 256,012; according to the 2001 and 2011 Censuses. If population growth were to continue at this rate, the borough's population would reach 309,507 by 2021. However, if historical trend-based growth is substituted for development-based growth – as modelled using the GLA's Strategic Housing Land Availability Assessment (SHLAA) – the borough's population is expected to reach 331,336 by 2021. In the absence of development the population would stagnate at 256,305.



2.2.4 The borough’s future infrastructure deficit will be exacerbated by population growth. The cause of that population growth is almost entirely attributable to new residential development. Demand arising from non-resident users of commercial infrastructure will also add to pressure on the borough’s infrastructure. It is therefore appropriate that CIL is collected to mitigate the impacts of growth on the borough’s infrastructure.

**2.3 Total Cost of Infrastructure**

2.3.1 The Infrastructure Delivery Schedule comprises:

- A total of 200 projects from 19 infrastructure categories on the Infrastructure Delivery Schedule are CIL eligible.
- 120 of the CIL eligible projects are costed.
- The total cost of these 120 costed projects (Total Cost of Infrastructure) is circa **£528.65m**.
- Approximately 30% of the cost (£158m) is attributed to one category – Transport and Connectivity
- The other significant contributors are Education – Primary and Education – Secondary with 19% and 23% respectively.

2.3.2 The 2013 Infrastructure Delivery Schedule (IDS), Summary Tables and Charts are contained in **Appendices A, B and C** respectively.

**2.4 Targeted interrogation into projects**

2.4.1 The Council have focused targeted interrogation on the infrastructure categories of transport and education as the most significant contributors, which are supported by detailed project costs and findings.

**Transport**

2.4.2 The transport projects within the CIL project schedule arise from the following documents:

- Transport Planning Strategy 2011-2031
- Local Implementation Plan 2 – Corridors and Neighbourhoods, Major Schemes
- Bromley-By-Bow Masterplan 2012
- Whitechapel Masterplan November 2007
- Fish Island AAP 2012
- Millennium Quarter Masterplan 2000

2.4.3 These documents all relate to Tower Hamlets’ Core Strategy and are all adopted, or in the case of the Transport Planning Strategy, based on partnership working with Transport for London. We believe an Examiner should be satisfied that this constitutes appropriate available evidence.

**Education**

2.4.4 The Tower Hamlets paper entitled *School Site Allocation Evidence*, dated 6th June 2012 precisely articulates the need for the expansion of the primary and secondary schools in response to growth. The paper was part of the evidence base for the Managing Development Document EiP in September 2012. In addition, the Cabinet Report dated 11th September 2013 entitled *Planning for School Places – 2013/14 Review* articulates the extent for the need for primary and secondary school places in the borough.

2.4.5 The costs included within the CIL Project Schedule are commensurate with other benchmarks we have observed within London and we believe an Examiner will be satisfied that this constitutes appropriate available evidence.

**2.5 Funding from Other Sources**

- 2.5.1 In order to establish a funding gap a Charging Authority is required to calculate the funding from other sources. We have extracted information from the Capital Investment Programme (CIP) 2011-2015 Appendix 1 and the project specific funding identified within the 2013 IDP.
- 2.5.2 The total available known funding from other sources over the period 2012-2026 is **£151.4m**. Figure 3 provides a summary of funding available from sources other than CIL. Other sources of funding, such as New Homes Bonus receipts, may support the delivery of infrastructure; however, future receipts have not been committed to a specific use at this stage. These funds cannot therefore be assumed to be available as a source of funding toward infrastructure arising from development.

**Figure 3: Summary of funding available from sources other than CIL.**

Funding	Total	% of total	Comments
DfE	£23,669,000	16%	Capital Programme 2013/14 to 2015/16
TfL	£12,384,000	8%	Capital Programme 2013/14 to 2015/16
Capital Receipts	£7,943,000	5%	Capital Programme 2013/14 to 2015/16
Section 106	£46,000,000	30%	This accounts for: <ul style="list-style-type: none"> <li>• received but unallocated Section 106 funding</li> <li>• an annual Section 106 receipt, projected over a further three years</li> </ul>
BSF	£55,649,000	37%	Capital Programme 2013/14 to 2015/16
Revenue Funding	£2,159,000	1%	Capital Programme 2013/14 to 2015/16
Other grants	£3,569,000	2%	Capital Programme 2013/14 to 2015/16
<b>Total funding</b>	<b>£151,373,000</b>		

**2.6 Interaction between Planning Obligations and CIL**

- 2.6.1 Following the adoption of a Charging Schedule, CIL will replace Section 106 as the primary tool to pool contributions towards delivering the infrastructure necessary to support the sustainable development of the borough.
- 2.6.2 The provision of affordable housing lies outside of the remit of CIL and will continue to be secured through Section 106 Agreements. Section 106 Agreements will be significantly scaled back on the adoption of CIL but will continue to be used alongside Planning Conditions for site specific development mitigation. The typical future application of Planning Contributions are set out in a draft Revised Planning Obligations SPD (2013).
- 2.6.3 All eligible developments must pay CIL as well as contribute to any site specific requirements to be secured through Section 106 Agreements. CIL will be used to fund infrastructure identified on the Council’s Regulation 123 List (See Appendix A). CIL is an appropriate delivery mechanism for infrastructure which can be attributed to general pressure resulting from development, rather than infrastructure necessitated by a specific scheme which could not have been foreseen but is necessary to mitigate the impact of that site in accordance with the three legal tests. Further details on the levy charge can be found in the Community Infrastructure Levy Charging Schedule and should be read in conjunction with this document.
- 2.6.4 A number of the strategic sites identified in the Tower Hamlets Managing Development

DPD (2013) are required to provide one or more specific pieces of infrastructure. The Council may accept CIL payment ‘in-kind’ for these, such as the provision of land, or infrastructure items.

## 2.7 Aggregate Funding Gap

2.7.1 The aggregate funding gap is the total cost of infrastructure (£528.65m (**Section 2.3**)) minus funding from other sources (£151.4m (**Section 2.5**)); consequently, the aggregate funding gap is **£377.25m**.

$$(\pounds 528.65\text{m} - \pounds 151.4\text{m} = \pounds 377.25\text{m})$$

## 2.8 Calculating the projected CIL Income

### Development trajectory

2.8.1 We used the development trajectory (Planning for Population Change and Growth Model 2012) supplied by the Council to build a CIL income projection model. The model applies the proposed CIL rates to the development trajectory for housing and commercial development and other variables set out below.

## 2.9 CIL Charging Rates

2.9.1 The following CIL rates have been used in the CIL income projection model.

Development type	Zone A	Zone B	Zone C
Residential	£200	£65	£35
Development type	Docklands	City Fringe	Rest of Borough
Office	£60	£120	Nil
Convenience Retail		£135	
Other Retail	£70		Nil
Hotel		£210	
Student Housing		£425	
All other uses		Nil	

## 2.10 Model Variables

2.10.1 The table below sets out the assumed variables that have been applied to the development trajectory figures to generate the projected CIL income figures in **Section 3.4** below.

Variable	Value
% affordable housing	35%
Floor space accounted for	100%
Average unit size	70 sq. m



% of retail space defined as convenience retail <sup>1</sup>	37%
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## 2.11 Projected CIL Income

2.11.1 Based on the aforementioned assumptions, the projected CIL income is as follows:

Period	Total Income	Annual Income
2014/15-2016/17	£9,647,283	£3,215,761
2017/18-2021/22	£91,008,860	£18,201,772
2022/23-2026/27	£47,620,988	£9,524,198
<b>Total</b>	<b>£148,277,130</b>	

2.11.2 During the rate setting the Council implemented a sense checking process. The Council's check, related to infrastructure, was to ensure the projected CIL income was not more than the CIL funding target. The Council chose to test this by looking at the maximum possible CIL income, calculated on the basis that 100% of projected development would be CIL eligible and there would be no net reduction in CIL charges based on having an existing building on a site. Under these assumptions the projected amount of CIL is circa £148.3m.

2.11.3 A further calculation has been undertaken to reflect the CIL income that could be obtained if the projected CIL eligible development received a discount on their CIL liability due to an estimated 30% existing floor space. Based on these assumptions, the total CIL projection for 2014/15 to 2026/27 is **£129,454,253**.

2.11.4 An extract from the CIL Income Projection Model showing both scenarios can be found in **Appendix D**.

## 2.12 Residual Funding Gap

2.12.1 The residual funding gap is calculated by subtracting the projected CIL income (£148.3m) from the aggregate funding gap (£377.25m) and is required for a charging authority to be able to charge CIL. The residual funding gap is **£228.95m** and therefore Tower Hamlets is able to charge CIL.

$$(\pounds377.25\text{m} - \pounds148.3\text{m} = \pounds228.95\text{m})$$

<sup>1</sup> Retail Capacity Study (2009); projection for Net Additional floorspace need – 2025

### **3. Summary of the Sufficiency Assessment**

- 3.1 Tower Hamlets are able to demonstrate a significant residual funding gap and therefore CIL target without including those operation or maintenance costs that would be significant. That gap has been estimated based on appropriate available evidence that complies with the regulations and the CIL Guidance 2013, paragraph 12-14. This makes for a strong, transparent infrastructure planning evidence base in accordance with the CIL Regulations and therefore we would expect the CIL Examiner to find the evidence base sufficient.

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## Appendix A – CIL Schedule of Infrastructure Projects

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**INFRASTRUCTURE DELIVERY SCHEDULE 2013**

**PROJECTS ELIGIBLE TO RECEIVE CIL FUNDING**

Project Reference	Project Description (Theme)	Source Material - Need	Estimated Total Cost
<b>Education - Primary</b>			
New Primary Schools	Provision of 20 Forms of Entry (FE) by 2023. Includes delivery on 3 <b>Managing Development: Development Plan Document</b> sites	Managing Development: Development Plan Document 2012; Cabinet report 11 September 2013 – Planning for School Places – 2013/14 Review	£100,000,000
<b>Education - Secondary</b>			
Secondary Education Facilities - Borough Wide	Provision of 30 FE required by 2023. Includes delivery on 3 <b>Managing Development: Development Plan Document</b> sites	Managing Development: Development Plan Document 2012; Cabinet report 11 September 2013 – Planning for School Places – 2013/14 Review	£120,000,000
<b>Youth Facilities</b>			
Delivery of new and refurbishment of existing youth facilities	Provision of additional facilities	Youth Provision Need Report 2012/13 (working document)	TBC
<b>Community and Faith Facilities</b>			
Delivery of new and refurbishment of community facilities	Provision of new facilities and refurbishment of existing facilities to provide higher quality community buildings	Community Buildings Risk Assessment Condition Survey	TBC
<b>Transport and Connectivity</b>			
Borough wide transport and connectivity works	Works to improve existing and deliver new transport and connections schemes/projects.	Managing Development: Development Plan Document 2012; Millennium Quarter Masterplan 2000; Local Implementation Plan; Asset Management Inventory	£158,500,000
<b>Leisure and Culture Infrastructure</b>			

Project Reference	Project Description (Theme)	Source Material - Need	Estimated Total Cost
Provision of new and refurbishment of existing leisure facilities	Refurbishment and provision of new: Idea Stores; libraries, swimming pools and sports halls	Sporting Places – A Leisure Facilities Strategy for LBTH 2009; Idea Store Strategy 2009	£31,800,000
<b>Energy and Sustainability</b>			
Provision of district heat/energy facilities	District heating/energy facilities to 16 sites throughout the borough, to help meet sustainability objectives	Managing Development: Development Plan Document 2012	TBC
<b>Open Space</b>			
Creation of new and improvements to existing open spaces	Provide new open space and ensure the uplift of existing spaces	Managing Development: Development Plan Document 2012; Green Grid Strategy 2010; Open Space Strategy 2006; Bromley by Bow Masterplan 2009; Bishopsgate Goodsynd Masterplan 2010; Wood Wharf Masterplan 2003	£16,400,000
<b>Health</b>			
Provision of new and improvements to existing facilities	Borough wide work to infrastructure required by health services	Managing Development: Development Plan Document 2012; Health and Wellbeing Strategy 2006 (draft 2012); NHS Programme of Estates Development	£8,700,000
<b>Emergency Services</b>			
Provision of new and refurbishment of existing facilities	Borough wide refurbishment and renewal to emergency services facilities including fire and police facilities.	Identified by emergency services	TBC
<b>Economic Development</b>			
Provision of new and improvements to existing facilities	Provision of employment and outreach sites across the borough and the delivery of a construction training centre	LBTH Employment Strategy 2011	£46,000,000
<b>Markets</b>			
Markets - Installation of electricity supplies	Electricity supplies to all Council managed markets. Funding can be dedicated to individual markets.	Street Market Strategy 2009	£2,500,000
<b>Air Quality</b>			

Project Reference	Project Description (Theme)	Source Material - Need	Estimated Total Cost
Greenhouse gas emissions monitoring stations	Provision of monitoring stations in Mile End and the Isle of Dogs	Air Quality Action Plan 2003	£100,000
<b>Flooding</b>			
Provision of flood mitigation measures	Flood mitigation works and installation of sustainable urban draining systems	Surface Water Management Plan 2011	£1,200,000
<b>Public Safety</b>			
Provision of systems to deliver more CCTV coverage	Installation of cabling to increase CCTV coverage	Draft CCTV Strategy 2006	£1,150,000
<b>Public Realm Works</b>			
Borough-wide public realm works	Improvements to the public realm across the borough	Green Grid Strategy 2011	£2,500,000
<b>Area Based Enhancements</b>			
Improvements and enhancements to areas of specific need	Area based improvements, identified by specific Council documents	Blackwall and Poplar Connections Study 2011, Aldgate Masterplan 2007, Watney Market and Limehouse Renewal Plan Working Document 2013, Managing Development: Development Plan Document 2012	£39,800,000
<b>Total</b>			<b>£528,650,000</b>

## Appendix B – Summary tables

## SUMMARY TABLES

Infrastructure Category	Total no of projects	% of total	Costed eligible projects	Total Cost of Infrastructure	% of total
Education - Primary	3	2	3	£120,000,000	22.70
Education - Secondary	2	1	2	£100,000,000	18.91
Education - Special	0	0	0	£-	0.00
Youth Facilities	1	1	0	£-	0.00
Community and Faith Facilities	5	3	0	£-	0.00
Transport and Connectivity	12	6	11	£158,528,931	29.98
Leisure and Culture Infrastructure	4	2	3	£31,800,000	6.01
Energy and Sustainability	16	8	0	£-	0.00
Open Space	16	8	6	£16,400,000	3.10
Health	9	5	3	£8,700,000	1.65
Emergency Services	1	1	0	£-	0.00
Economic Development	2	1	1	£46,000,000	8.70
Markets	2	1	2	£2,500,000	0.47
Air Quality	1	1	1	£100,000	0.02
Flooding	2	1	1	£1,200,000	0.23
Public Safety	3	2	3	£1,150,000	0.22
Other Public Realm	2	1	2	£2,500,000	0.47
Area Based Enhancements	85	43	69	£39,816,565	7.53
Registered Providers	34	17	13	£-	0.00
<b>Totals</b>	<b>200</b>		<b>120</b>	<b>£528,695,496</b>	
<b>Number of categories</b>	<b>19</b>				

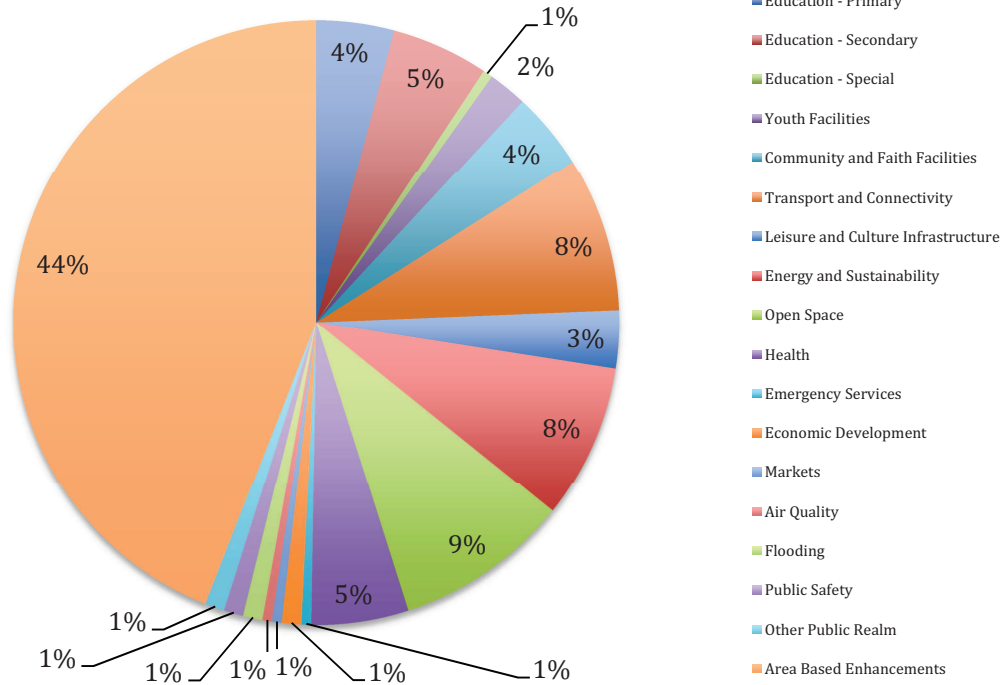
Funding	Total	% of total	Comments
DfE	£23,669,000	16%	Capital Programme 2013/14 to 2015/16
TfL	£12,384,000	8%	Capital Programme 2013/14 to 2015/16
Capital Receipts	£7,943,000	5%	Capital Programme 2013/14 to 2015/16
Section 106	£46,000,000	30%	This accounts for: • received but unallocated Section 106 funding • an annual Section 106 receipt, projected over a further three years
BSF	£55,649,000	37%	Capital Programme 2013/14 to 2015/16
Revenue Funding	£2,159,000	1%	Capital Programme 2013/14 to 2015/16
Other grants	£3,569,000	2%	Capital Programme 2013/14 to 2015/16

<b>Total Cost of Infrastructure</b>	<b>£528,695,496</b>		
<b>Funding from other sources</b>	<b>£151,373,000</b>		
<b>Aggregate Funding Gap</b>	<b>£377,322,496</b>		
<b>Projected CIL Income</b>	<b>£148,277,130</b>		Projected CIL Income for 2013/14 - 2025/26
<b>Residual Funding Gap</b>	<b>£229,045,366</b>		

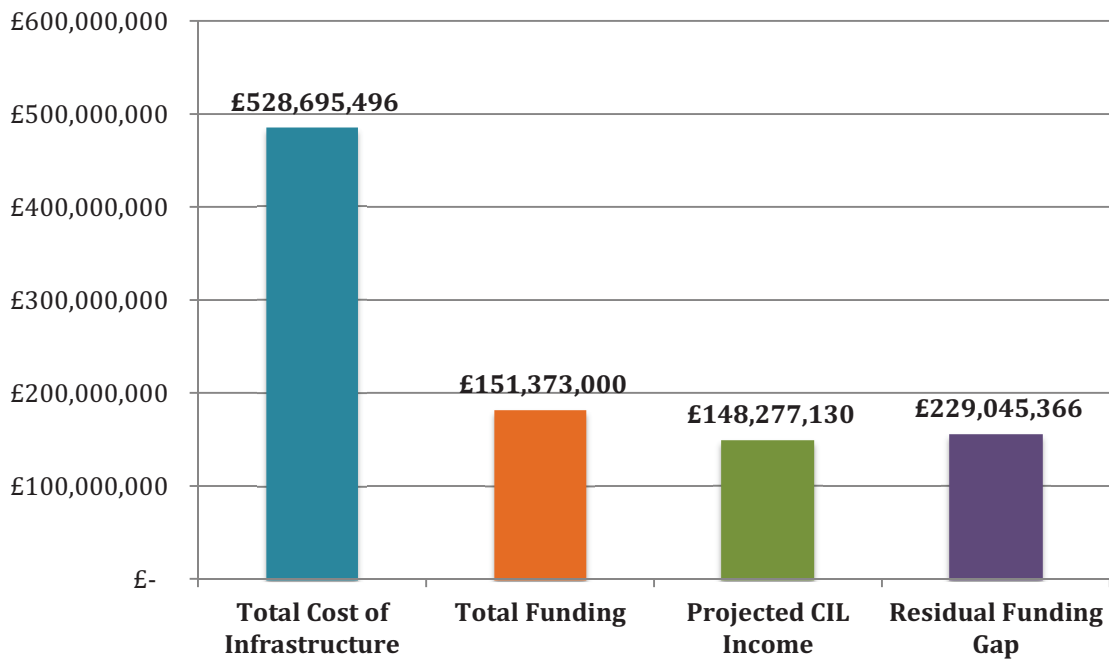
## Appendix C – Charts

SUMMARY CHARTS

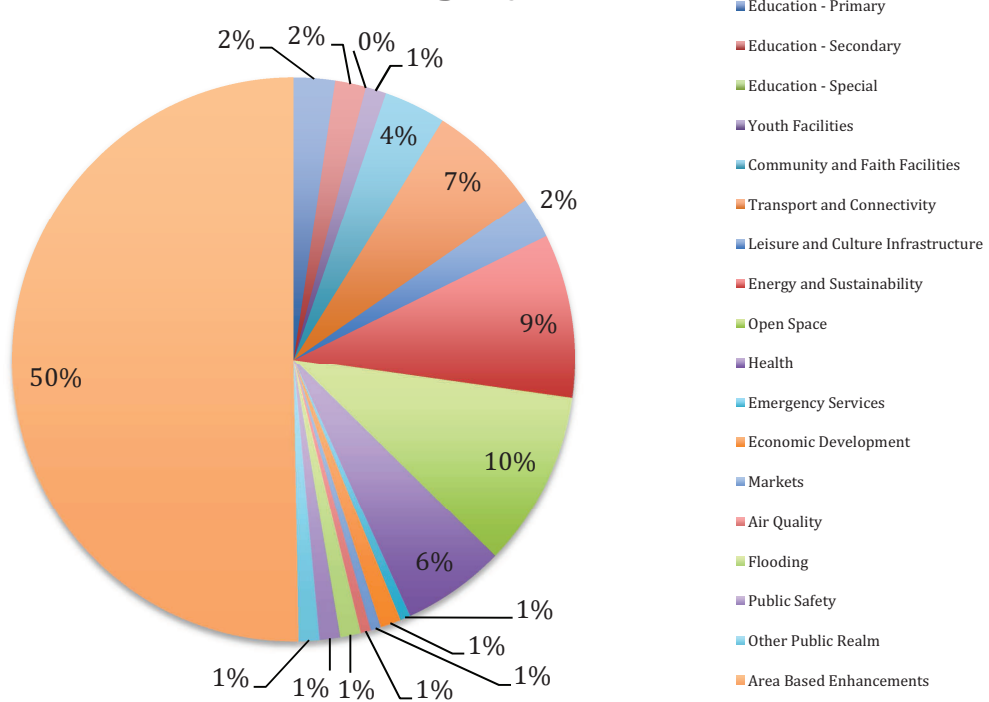
### No of projects by Infrastructure Category



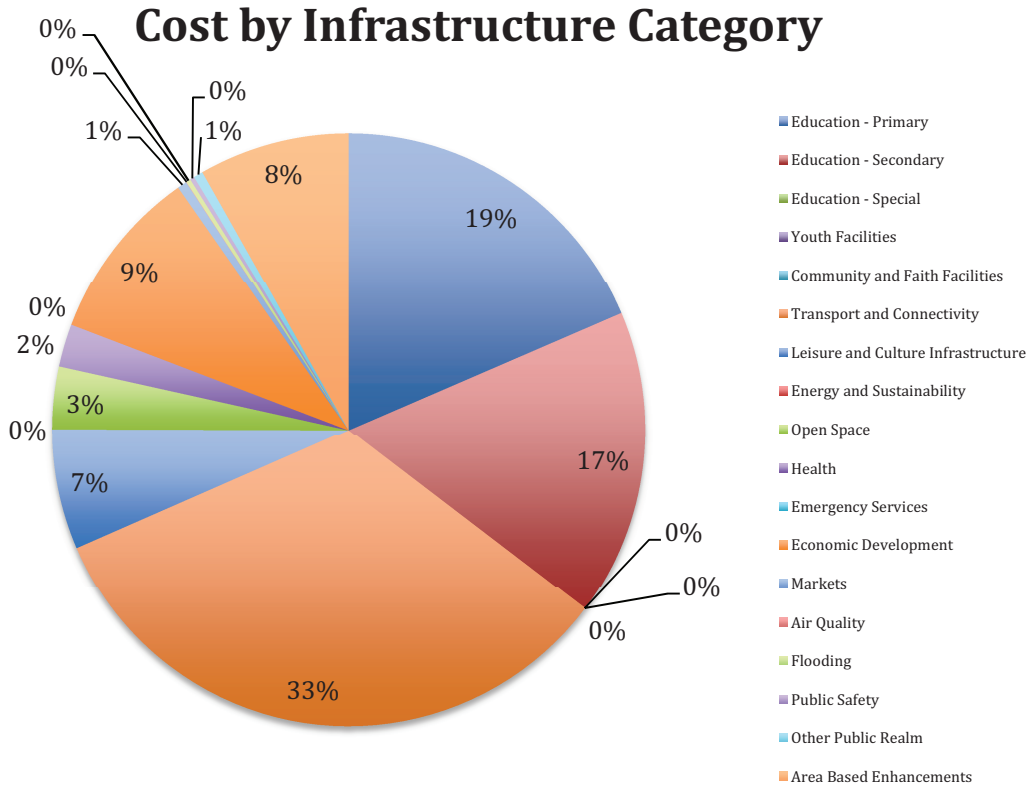
### Total Cost of Infrastructure and Funding Gaps



## No of Eligible Projects by Infrastructure Category



## Cost by Infrastructure Category





Appendix D – Extract of CIL Income Projection Model

DRAFT

## a) NO FLOORSPACE DISCOUNT – AREA SUMMARY

2014-2016

Development type	Zone 1	Zone 2	Zone 3	Total	%
Residential	31,901	22,429	35,735	90,065	44%
	Docklands	City Fringe	Rest of Borough		
Office	0	0	12,290	12,290	6%
Convenience retail	0	1,018	1,691	2,710	1%
Other retail	0	2,753	4,571	7,323	4%
Hotel	0	0	0	0	0%
Student Housing	0	0	0	0	0%
Other uses	0	0	92,068	92,068	45%

2017-2021

Development type	Zone 1	Zone 2	Zone 3	Total	%
Residential	355,990	75,151	41,562	472,703	55%
	Docklands	City Fringe	Rest of Borough		
Office	0	41,528	82,183	123,711	14%
Convenience retail	0	4,405	18,878	23,283	3%
Other retail	0	11,907	51,020	62,927	7%
Hotel	0	1,993	19,489	21,482	2%
Student Housing	0	0	0	0	0%
Other uses	0	26,979	129,802	156,781	18%

2022-2026

Development type	Zone 1	Zone 2	Zone 3	Total	%
Residential	171,331	89,280	147,749	408,359	62%
	Docklands	City Fringe	Rest of Borough		
Office	0	0	25,159	25,159	4%
Convenience retail	0	0	7,866	7,866	1%
Other retail	0	0	21,259	21,259	3%
Hotel	0	0	6,279	6,279	1%
Student Housing	0	0	0	0	0%
Other uses	0	0	190,975	190,975	29%

## b) NO FLOORSPACE DISCOUNT – CIL INCOME

CIL Income 2014-2026: £148,277,130

2014-2016

Development type	Zone 1	Zone 2	Zone 3	Total by area
Residential	£6,380,184	£1,457,881	£1,250,729	£9,088,795
	Docklands	City Fringe	Rest of Borough	Total by area
Office	£-	£-	£-	£-
Convenience Retail	£-	£137,492	£228,315	£365,807
Other Retail	£-	£192,681	£-	£192,681
Hotel	£-	£-	£-	£-
Student Housing	£-	£-	£-	£-
Other Uses	£-	£-	£-	£-
<b>Total 2014 - 16</b>				<b>£9,647,283</b>
<b>Annual Average</b>				<b>£3,215,761</b>

2017-2021

Development type	Zone 1	Zone 2	Zone 3	Total by area
Residential	£71,198,081	£4,884,821	£1,454,657	£77,537,558
	Docklands	City Fringe	Rest of Borough	Total by area
Office	£-	£4,983,404	£-	£4,983,404
Convenience Retail	£-	£594,734	£2,548,469	£3,143,203
Other Retail	£-	£833,461	£-	£833,461
Hotel	£-	£418,452	£4,092,783	£4,511,234
Student Housing	£-	£-	£-	£-
Other Uses	£-	£-	£-	£-
<b>Total 2017 - 21</b>				<b>£91,008,860</b>
<b>Annual Average</b>				<b>£18,201,772</b>

2022-2026

Development type	Zone 1	Zone 2	Zone 3	Total by area
Residential	£34,266,136	£5,803,191	£5,171,204	£45,240,530
	Docklands	City Fringe	Rest of Borough	Total by area
Office	£-	£-	£-	£-
Convenience Retail	£-	£-	£1,061,886	£1,061,886
Other Retail	£-	£-	£-	£-

Hotel	£-	£-	£1,318,572	£1,318,572
Student Housing	£-	£-	£-	£-
Other Uses	£-	£-	£-	£-
<b>Total 2022 - 26</b>				<b>£47,620,988</b>
<b>Annual Average</b>				<b>£9,524,198</b>

**b) 30% FLOORSPACE DISCOUNT – AREA SUMMARY**

2014-2016

Development type	Zone 1	Zone 2	Zone 3	Total	%
Residential	30,548	21,112	35,735	87,395	65%
	<b>Docklands</b>	<b>City Fringe</b>	<b>Rest of Borough</b>		
Office	-	-	11,672	11,672	9%
Convenience retail	-	1,018	1,376	2,395	2%
Other retail	-	2,753	3,720	6,473	5%
Hotel	-	-	-	-	0%
Student Housing	-	-	-	-	0%
Other uses	-	-	26,551	26,551	20%

2017-2021

Development type	Zone 1	Zone 2	Zone 3	Total	%
Residential	323,237	49,285	38,507	411,030	52%
	<b>Docklands</b>	<b>City Fringe</b>	<b>Rest of Borough</b>		
Office	-	41,306	82,120	123,426	16%
Convenience retail	-	4,334	17,937	22,271	3%
Other retail	-	11,714	48,477	60,191	8%
Hotel	-	1,993	19,489	21,482	3%
Student Housing	-	-	-	-	0%
Other uses	-	26,340	121,939	148,279	19%

2022-2026

Development type	Zone 1	Zone 2	Zone 3	Total	%
Residential	129,249	84,463	147,749	361,461	78%
	<b>Docklands</b>	<b>City Fringe</b>	<b>Rest of Borough</b>		

Office	-	-	25,159	25,159	5%
Convenience retail	-	-	7,153	7,153	2%
Other retail	-	-	19,332	19,332	4%
Hotel	-	-	1,123	1,123	0%
Student Housing	-	-	-	-	0%
Other uses	-	-	47,995	47,995	10%

**30% FLOORSPACE DISCOUNT – CIL INCOME**

**CIL Income 2014-2026: £129,454,253**

2014-2016

Development type	Zone 1	Zone 2	Zone 3	Total by area
Residential	£6,109,549	£1,372,281	£1,250,729	<b>£8,732,559</b>
	Docklands	City Fringe	Rest of Borough	
Office	£-	£-	£-	£-
Convenience Retail	£-	£137,492	£185,824	<b>£323,316</b>
Other Retail	£-	£192,681	£-	<b>£192,681</b>
Hotel	£-	£-	£-	£-
Student Housing	£-	£-	£-	£-
Other Uses	£-	£-	£-	£-
<b>Total 2014 - 16</b>				<b>£9,248,556</b>
<b>Annual Average</b>				<b>£3,082,852</b>

2017-2021

Development type	Zone 1	Zone 2	Zone 3	Total by area
Residential	£64,647,432	£3,203,556	£1,347,759	<b>£69,198,747</b>
	Docklands	City Fringe	Rest of Borough	
Office	£-	£4,956,739	£-	<b>£4,956,739</b>
Convenience Retail	£-	£585,119	£2,421,436	<b>£3,006,555</b>
Other Retail	£-	£819,987	£-	<b>£819,987</b>
Hotel	£-	£418,452	£4,092,783	<b>£4,511,234</b>
Student Housing	£-	£-	£-	£-
Other Uses	£-	£-	£-	£-
<b>Total 2017 - 21</b>				<b>£82,493,262</b>
<b>Annual Average</b>				<b>£16,498,652</b>

2022-2026

<b>Development type</b>	<b>Zone 1</b>	<b>Zone 2</b>	<b>Zone 3</b>	<b>Total by area</b>
Residential	£25,849,708	£5,490,116	£5,171,204	<b>£36,511,027</b>
	<b>Docklands</b>	<b>City Fringe</b>	<b>Rest of Borough</b>	
Office	£-	£-	£-	£-
Convenience Retail	£-	£-	£965,651	<b>£965,651</b>
Other Retail	£-	£-	£-	£-
Hotel	£-	£-	£235,757	<b>£235,757</b>
Student Housing	£-	£-	£-	£-
Other Uses	<b>£-</b>	<b>£-</b>	<b>£-</b>	£-
<b>Total 2022 - 26</b>				<b>£37,712,435</b>
<b>Annual Average</b>				<b>£7,542,487</b>

# Agenda Item 7.1

<b>Committee/Meeting:</b> Cabinet	<b>Date:</b> 9 October 2013	<b>Classification:</b> Unrestricted	<b>Report No:</b> CAB 036/134
<b>Report of:</b>  Cllr Amy Whitelock, Scrutiny Lead for Childrens, Schools and Families  Corporate Director: Robert McCulloch-Graham  <b>Originating officer(s)</b> Louise Russell, Service Head, Corporate Strategy and Equality; Sarah Barr, Senior Strategy Policy and Performance Officer		<b>Title:</b>  Raising Post-16 Educational Attainment – Report of the scrutiny review group  <b>Wards Affected: All</b>	

<b>Lead Member</b>	Cllr Oliur Rahman
<b>Community Plan Theme</b>	A Prosperous Community
<b>Strategic Priority</b>	Improve educational attainment and aspiration

## 1. **SUMMARY**

- 1.1 This report contains the findings and recommendations of a scrutiny review into post-16 educational attainment, which has been agreed by the Overview and Scrutiny Committee. The report also includes a proposed action plan for responding to those recommendations.

## 2. **DECISIONS REQUIRED**

The Mayor in Cabinet is recommended to:-

- 2.1 Note the review report and agree the action plan in response to the recommendations.

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

- 3.1 Post-16 educational attainment was chosen as a priority issue for the Overview and Scrutiny Committee in 2013-14 because of evidence that shows that many young people in Tower Hamlets are not achieving their full potential at this level. Raising attainment at post-16 is a priority for the Mayor and the Education Social Care and Wellbeing Directorate and it was felt strongly that a scrutiny review could make a valuable contribution to the work on this agenda.

#### **4. ALTERNATIVE OPTIONS**

- 4.1 To take no action. This is not recommended as the proposed recommendations are strategic, measurable and attainable. A timetable for delivering the recommendations has also been agreed by officers at the most senior levels of the organisation. The action plan is outlined in appendix 2.
- 4.2 To agree some, but not all recommendations.

#### **5. BACKGROUND**

- 5.1 The key aim of the review was to explore why post-16 results (AS and A2 Levels) are below average, particularly when considered against performance at GCSE. The review group also sought to understand the barriers which prevent better attainment, and ultimately how the council and its partners could further support schools and young people to increase overall performance at this level. Also, the review group were keen to look at participation in higher education, and young people's aspirations for employment, as one of the factors which influences their post-16 choices and attainment.

#### **6. BODY OF REPORT**

- 6.1 The report of the scrutiny working group and the action plan for implementing the recommendations are contained in Appendices 1 and 2.

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

- 7.1 This report describes the findings and recommendations of a scrutiny review into post-16 educational attainment.
- 7.2 The Council's funding from central government has reduced since 2010-11 and continues to reduce over the next five years as identified in the Council's Medium term Financial Plan (MTFP).
- 7.3 This will therefore affect any recommendations agreed and any additional costs that arise from the recommendations must be contained within current directorate revenue budgets, specifically: recommendations R1 funding the development of academic literacy and R9 investing for training for higher education advisor roles in schools.
- 7.4 In the event that the Council agrees further action in response to this report's recommendations then officers will be obliged to seek the appropriate financial approval before further financial commitments are made.

#### **8. LEGAL COMMENTS**

- 8.1 The Council is required by section 9F 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.

- 8.2 The report of the scrutiny review group proposes a range of measures to raise post-16 educational attainment. The Council has a general duty under section 13 of the Education Act 1996, so far as its powers permit, to contribute towards the spiritual, moral, mental and physical development of the community by securing (relevantly) that efficient secondary education and further education are available to meet the needs of the population in Tower Hamlets. When exercising its functions related to the provision of education, the Council is required by section 13A of the Education Act 1996 to do so with a view to –
- (a) promoting high standards,
  - (b) ensuring fair access to opportunities for education and training, and
  - (c) promoting the fulfilment of learning potential by every person to whom its responsibilities extend (i.e. persons under the age of 20 and persons aged 20 or over but under 25 who are subject to learning difficulty assessment)
- 8.3 The borough's maintained schools have statutory responsibilities and budgets in relation to some of the matters the subject of recommendation. The Council's ability to intervene in the management of schools is circumscribed by the Education and Inspections Act 2006.
- 8.4 When considering its approach to post-16 attainment, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't.

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

- 9.1 Raising post-16 attainment is key to expanding the options available to young people when they leave education – either by going on to higher education or into employment. Improving the prospects of young people is an important way of reducing economic inequality within the borough.

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

- 10.1 There are no direct environmental implications arising from this report.

## **11. RISK MANAGEMENT IMPLICATIONS**

- 11.1 There are no direct risk management implications arising from this report or its recommendations.

**12. CRIME AND DISORDER REDUCTION IMPLICATIONS**

12.1 There are no direct crime and disorder reduction implications arising from this report or its recommendations.

**13. EFFICIENCY STATEMENT**

13.1 There are no direct efficiency implications arising from this report or its recommendations.

**14. APPENDICES**

Appendix 1 – Raising Post-16 Educational Attainment – report of the scrutiny review group

Appendix 2 - scrutiny review action plans

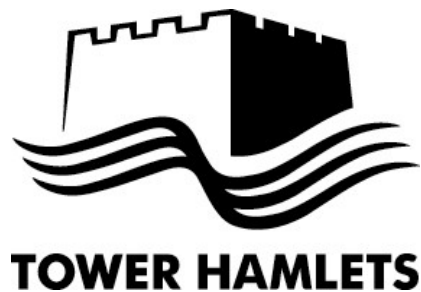
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**Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012  
List of “Background Papers” used in the preparation of this report**

Brief description of “background papers”	Name and telephone number of holder and address where open to inspection.
<b>None</b>	N/A

**Overview and Scrutiny Committee Review Group Report**

# **Raising Post-16 Educational Attainment**



**London Borough of Tower Hamlets  
July 2013**

## **CONTENTS**

- 1. Introduction**
- 2. Background**
  - **National context**
  - **Local context**
- 3. Analysis of post-16 performance and destinations**
  - **Post-16 attainment and current performance**
  - **Higher education destinations**
- 4. Findings and recommendations**
  - **The leap from GCSE to A Level and ‘interventionitis’**
  - **Aspirations for higher education**
  - **Information advice and guidance**
  - **Teaching quality**
  - **Parental engagement**
- 5. Summary of recommendations**

## **ACKNOWLEDGEMENTS**

### **Working Group Chair**

Councillor Amy Whitelock

Scrutiny Review Lead for Children, Schools and Families, Review Group Chair

### **Working Group Members**

Councillor Carlo Gibbs

Councillor Rachael Saunders

Councillor Lesley Pavitt

Councillor Zara Davis

Memory Kampiyawo

Nozrul Mustafa

Parent Governor Representative, OSC

Parent Governor Representative, OSC

### **London Borough of Tower Hamlets officers**

Diana Warne

Tim Williams

Anne Canning

Jill McGinley

Naznin Chowdhury

Sarah Barr

Head of Secondary Learning and Achievement

Secondary Development Officer, Post-16

Interim Corporate Director, Education Social Care and Wellbeing

Service Manager, Parent and Family Support

Strategy, Policy and Performance Officer

Senior Strategy, Policy and Performance Officer

### **External Contributors**

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6<sup>th</sup> form students

Heads of 6<sup>th</sup> form

Senior Post-16 Learning Consultant, Hackney Learning Trust

Local resident and former student

Higher Education Adviser, LaSwap, Camden

Head of Outreach and Widening Participation, Queen Mary University of London

Headteacher, Central Foundation Girls' School

Associate Deputy, Central Foundation Girls' School

Central Foundation Girls' School

Representatives from Sir John Cass Foundation, Mulberry Girls, Langdon Park, Bethnal Green, Tower Hamlets College.

## **CHAIR'S FOREWORD – CLLR AMY WHITELOCK**

Improving post-16 attainment is critical to ensuring all young people in Tower Hamlets are able to achieve their potential and take advantage of the higher education and career opportunities on our doorstep and beyond. Yet despite significant progress in GCSE attainment, this has not been matched by our post-16 results, which remain persistently below the national average. The Overview and Scrutiny Committee felt strongly that this merited further investigation as unless this is addressed, we risk failing our young people. I am very grateful to my colleagues and the parent governors who served on the review group and to council officers, teachers, former and current students, and external contributors, all of whose insights and experience were invaluable.

The review group observed two main findings. Firstly, it is particularly at the higher grades A\*-B where we fall well below the national average, with students who achieve As at GCSE tending to underperform at A Level. We were concerned that it seems higher ability students are not being well served post-16, with potentially huge impacts on their subsequent life choices. Secondly, the range of subjects and destinations chosen for higher education is limited, with the vast majority opting to stay close to home to study and only 14% attending Russell Group universities, compared to 21% nationally. While we acknowledge the pressures on students due to both the rising cost of university and family commitments, and that depending on career goals different types of universities may be more appropriate, it is crucial that all students are encouraged to think broadly about their futures and explore different options, so they can make independent choices that are right for them.

The factors behind these overall findings are a complex combination – including the challenge posed to students and teachers by the jump between GCSE and A Level; academic literacy issues; students not necessarily picking the best subjects for them; the complexity of the post-16 landscape and choices on offer; parental influence, cultural context and aspiration. However, we were particularly impressed by good practice we heard about from some of our schools and in neighbouring Hackney and Camden. In Hackney, a strong focus on driving up teaching quality has led to huge improvements in post-16 attainment – in 2012 they had 12 Oxbridge offers compared to 2 in Tower Hamlets. In Camden, investment in an independent higher education advisor has ensured students are able to make more informed choices about higher education and career options, with 50% of students attending universities outside of London, compared to just 17% in Tower Hamlets.

Our main conclusions are that there are three main success criteria for driving up post-16 attainment: independent advice and guidance for students, high teaching quality to support and stretch students, and strong parental engagement – all of which should aim to facilitate high aspirations among our young people. This report makes recommendations for the council and schools on all these areas, which we hope will be adopted. But if we are to see transformational change, as we achieved with GCSE results before, we also need a big drive across the community – from the council and councillors, to parents, community groups, schools and 6<sup>th</sup> forms – which both supports students to succeed post-16 and broadens their horizons so they are equipped to take full advantage of the opportunities open to them.

## 1. INTRODUCTION

- 1.1 Post-16 educational attainment was chosen as a priority issue for the Overview and Scrutiny Committee in 2013-14 because of evidence that many young people in Tower Hamlets are not achieving their full potential at this level, in stark contrast to recent progress at GCSE level. Raising attainment at post-16 is also a priority for the Mayor and the Education Social Care and Wellbeing Directorate and it was felt strongly that a scrutiny review could make a valuable contribution to the work on this agenda.
- 1.2 In recent years, Tower Hamlets has seen a significant improvement in GCSE achievement, following a sustained period of focus and investment. Results are now consistently above the national average and in line with regional figures. However, this progress is not reflected in post-16 results where the borough continues to lag behind national averages.
- 1.3 The key aim of the review was to explore why post-16 results (AS and A2 Levels) are below average, particularly when considered against performance at GCSE. The review group also sought to understand the barriers which prevent better attainment, and ultimately how the council and its partners could further support schools and young people to increase overall performance at this level. Also, the review group were keen to look at participation in higher education and young people's aspirations for employment, as factors which influence their post-16 choices and attainment.
- 1.4 Tower Hamlets currently has an employment rate of 61.6%, this is below the national (70.7%), and regional (68.9%) rates. Youth unemployment in Tower Hamlets, measured as the 18 to 24 years Jobseekers Allowance (JSA) claimant rate is 6.8%, compared to 5.7% regionally. Youth unemployment is therefore a significant concern in Tower Hamlets, and another key priority for the Mayor. It was vital and timely that this review looked at the barriers preventing young people reaching their potential in terms of post-16 attainment, higher education and therefore their future employment. Youth unemployment more broadly was considered through a separate scrutiny review led by Cllr Jackson.
- 1.5 This review was undertaken through four evidence gathering sessions:
  - The first session began with a detailed presentation from the Education, Social Care and Wellbeing Directorate on performance at post-16, based on analysis undertaken within the directorate. The presentation provided an excellent introduction to the key issues and more detail on performance statistics at post-16, enabling the review group to refine and agree the scope for the rest of the review.
  - The second session concentrated on the external factors affecting educational attainment and aspirations for higher education. These included parental engagement, the transition to independent learning and support to access Russell Group universities. It considered post-16 performance in other London authorities, drawing out examples of best practice.
  - The third session took place at Central Foundation Girls School in their new sixth form centre. This session gave the working group an opportunity

to listen to the views and experiences of current year 12 and 13 students as well as teaching staff. This was followed by a round table discussion with all Heads of sixth form providers.

- The final session was an opportunity to discuss all the findings so far and agree the review group's final recommendations.

## 2. BACKGROUND

### *National context*

- 2.1 There has been significant national interest in recent years in raising post-16 participation in education and training and improving attainment. The current Government has published proposals to make structural changes to address the causes of underachievement and low attainment. For example *The Importance of Teaching: The Schools White Paper 2010* raised concerns about the relevance and standard of qualifications in the UK and proposed a reform of GCSE and A-Levels. These changes would be far-reaching and their likely impact on attainment in Tower Hamlets is yet to be fully assessed. We know that changes which prevent students from multiple re-sits for modular courses will directly affect results, as would the introduction of a linear A-Level system and an increasing focus on “traditional” academic subjects.
- 2.2 The Government has also set out a new framework for widening participation in higher education. *The Higher Education White Paper 2011* sets out the differences in participation in higher education depending on where a person lives:
- “Fewer than one in five young people from the most disadvantaged areas enter higher education compared to more than one in two for the most advantaged areas”.*<sup>1</sup>
- To meet this objective of widening participation, universities will be required to undertake ‘widening participation strategic assessments’.
- 2.3 Furthermore, measures put in place by the previous Government to extend the school leaving age will shortly come into effect. As of summer 2013, all young people in England will be required to continue education or training until the end of the academic year in which they turn 17. Data will be available to show the proportion of students continuing education in school, further education, sixth form college or a higher education institution, as well as those doing an apprenticeship or other work-based learning.

### *Local context*

- 2.4 The council has a clear vision to create a Tower Hamlets in which everyone, regardless of their background and circumstances, has the aspiration and opportunity to achieve their full potential. Raising educational attainment and increasing employment and skills are key Mayoral priorities and emphasise the importance of enabling young people to have the best start in life.

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<sup>1</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/31384/11-944-higher-education-students-at-heart-of-system.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/31384/11-944-higher-education-students-at-heart-of-system.pdf)



- 2.5 In recent years, continued improvements in GCSE results have resulted in attainment levels that are now above national averages. In 2012, 61.8% of pupils achieved five A\*- C grades. This compared to a national average of 59.4%.<sup>2</sup>
- 2.6 However, the same improvement has not been seen in post-16 examination results, including A-Levels, with results persistently below national averages. This is a key issue for the young people of the borough as evidence shows that higher educational attainment is clearly linked to higher earning potential and lower risk of unemployment. Closing the attainment gap at post-16 is central to developing young people's future opportunities. This review contributes to the understanding of post-16 attainment by considering how best to improve educational attainment, broaden participation to higher education and ultimately improve young people's life chances.

### **3. ANALYSIS OF POST-16 PERFORMANCE AND DESTINATIONS**

#### **3.1 Post-16 attainment and current performance**

- 3.1.1 No single data source currently exists for post-16 attainment results; however, a reasonable analysis of attainment at these levels can be done by bringing together a number of datasets. These include Department for Education (DfE) data, which covers only the 18 year old cohort, and borough level data for 17-19 year olds. Taken together, this information provides a sufficient picture of post-16 attainment, although the limitations of the sources of data being used should be kept in mind.
- 3.1.2 Department for Education data show that the proportion of students achieving 3 or more A-Levels at A\*-E grades is 47% compared to a national average of 52%.<sup>3</sup> When considering the higher grades, only 2% of students achieve 3 A-Levels at AAB in 'facilitating subjects',<sup>4</sup> compared to a national average of 5%. The average point score per A-Level student in Tower Hamlets is 622 (CCC), compared to 736 (BBB) in England.<sup>5</sup> Members were particularly concerned to note that in 2012 only 37% of Tower Hamlets students achieved A\*-B grades compared to 53% nationally.
- 3.1.3 Table 1 below shows how Tower Hamlets results compare with those of neighbouring London boroughs and national averages. Table 2 shows data on individual sixth forms and Tower Hamlets College. The results vary by institution, partly because the newer 6<sup>th</sup> form providers have less experience of providing post-16 study, which emphasis the need for support for teaching at post-16 (see below).

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<sup>2</sup><http://data.london.gov.uk/datastore/package/gcse-results-gender-and-location-educational-institution-borough>

<sup>3</sup> This does not include vocational qualifications: for example if a student had taken 2 A Levels and a BTEC, only their A Level results would be captured.

<sup>4</sup>These are subjects considered to leave open a wide range of options for university study, if studied at Advanced Level: English Literature, History, Geography, Maths, Further Maths, Biology, Chemistry, Physics and Language (Modern and Classical)

<sup>5</sup><http://www.education.gov.uk/schools/performance/>

Table 1: Department for Education Performance Data – January 2013

How we compare with neighbouring boroughs	% of KS5 students achieving 3 A levels at AAB in facilitating subjects	% of A level students achieving 3 A levels at AAB in facilitating subjects	% of KS5 students achieving 3 or more A levels at A*-E	% of KS5 students achieving 2 or more A levels at A*-E	% of KS5 students achieving at least 1 A level at A*-E	Average point score per A level student	Average point score per A level entry
<b>LB Tower Hamlets</b>	<b>2.00%</b>	<b>3.10%</b>	<b>46.80%</b>	<b>58.60%</b>	<b>65.70%</b>	<b>622.3</b>	<b>198.4</b>
LB Newham	1.8%	3.4%	33.4%	46.5%	50.8%	595.9	199.9
LB Waltham Forest	1.2%	2.1%	47.1%	57.1%	59.7%	671.5	192.7
LB Hackney	2.2%	3.6%	47.9%	56.8%	61.9	649.7	198.7
LB Greenwich	1.9%	2.7%	41.3%	59.5%	70.3	573.6	198.8
LB Islington	1.7%	3.3%	40.5%	50.1%	52.5%	658.7	204.9
LB Barking and Dagenham	1.5%	2.8%	33%	44.3%	53.2%	597.8	198.9
National	4.8%	7.4%	52.3%	60.7%	65.2%	736.2	210.2

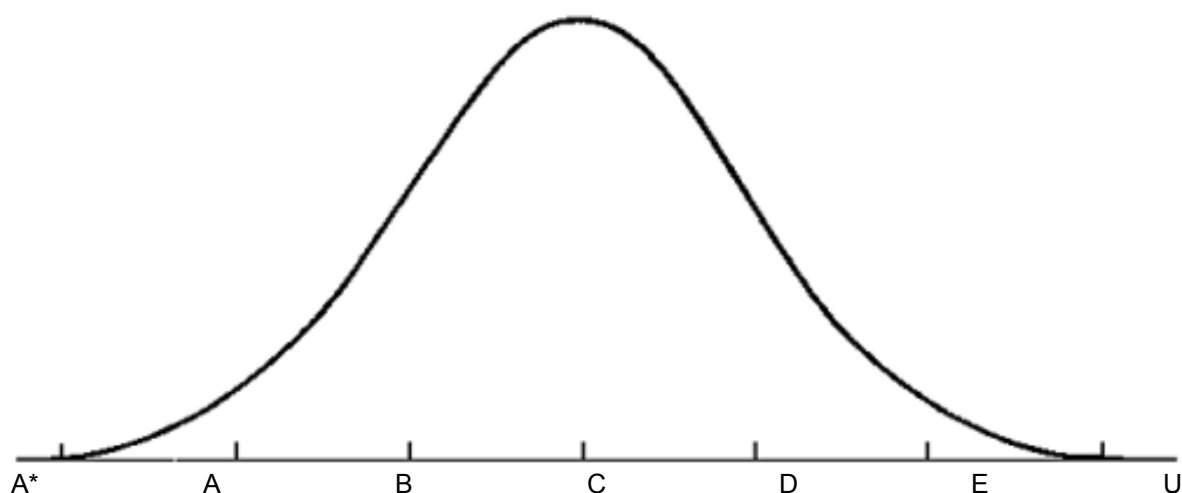
Notes: KS5 includes all Level 3 courses – A-Levels, Applied A-Levels, BTECS, and International Baccalaureate. Points score are deprived from QCA standards where A=270, B=240, C=210, D=180, and E=150

Table 2: Department for Education Performance Data – January 2013: Sixth Forms and Tower Hamlets College <sup>6</sup>

Tower Hamlets Schools and the College	% of KS5 students achieving 3 A levels at AAB in facilitating subjects	% of A level students achieving 3 A levels at AAB in facilitating subjects	% of KS5 students achieving 3 or more A levels at A*-E	% of KS5 students achieving 2 or more A levels at A*-E	% of KS5 students achieving at least 1 A level at A*-E	Average point score per A level student	Average point score per A level entry
<b>LB Tower Hamlets</b>	<b>2.00%</b>	<b>3.10%</b>	<b>46.80%</b>	<b>58.60%</b>	<b>65.70%</b>	<b>622.3</b>	<b>198.4</b>
Bishop Challoner	0	0	60%	64%	68%	682.3	208.6
Cambridge Heath	2%	4%	33%	41%	49%	565.3	194.1
Central Foundation	1%	2%	53%	60%	63%	700	210.6
George Greens	0	0	14%	41%	43%	462.8	188.9
Mulberry	2%	2%	79%	84%	92%	689.1	209.7
Raines	2%	3%	48%	70%	84%	601.6	202.4
Sir John Cass	5%	6%	55%	68%	77%	648.5	203.7
Tower Hamlets College	2%	3%	33%	49%	56%	552.1	179.8

Notes: KS5 includes all Level 3 courses – A-Levels, Applied A-Levels, BTECS, and International Baccalaureate. Points score are derived from QCA standards where A=270, B=240, C=210, D=180, and E=150

Figure 1: National distribution curve for A-Level outcomes, non-selective schools



3.1.4 Figure 1 shows the standard distribution curve for exam results, i.e. those which would be typically expected in non-selective schools nationally. If we

<sup>6</sup> It should be noted that George Greens sixth form students take International Baccalaureate so this is not measured in the Department for Education performance tables above.

compare this to the distribution curve for Tower Hamlets A2 results (Figure 2), the trend line more or less matches the standard distribution. However, the distribution curve for AS results (Figure 3) does not match the standard. The right hand 'tail' of the trend line in Figure 3 is higher than the average distribution, meaning there are greater than expected number of students receiving lower grades, Es and Us. This trend disappears at A2, results are at the expected levels, suggesting low achievers have dropped out or switched subjects. Members were particularly concerned to note that 25% of boys are dropping out between Y12 and Y13.

3.1.5 It can therefore be seen that whilst A2 results are in line with expectations, AS results are below expectations; more Tower Hamlets students are underperforming at AS level, relative to their GCSE performance. This could be because students on the wrong course for them either fail or drop out. Equally, AS Levels can act as a filter and some students either start again, switch courses or change subjects.

3.1.6 While Tower Hamlets students perform in line with a normal distribution at A2 Level, ideally the peak of the curve would be more towards the left, as this would mean our results were above national average and students were excelling at the higher grades.

Figure 2: Distribution curve for A2 grades, Tower Hamlets:

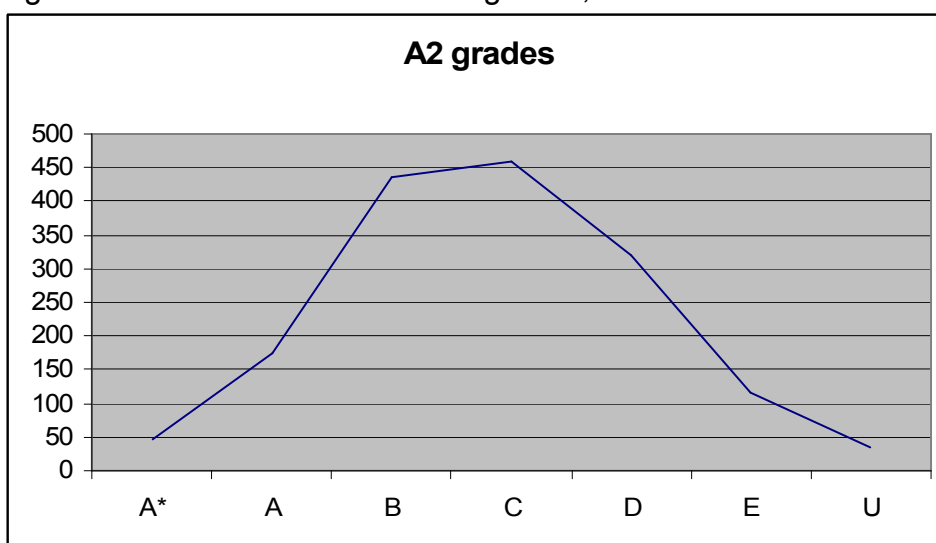
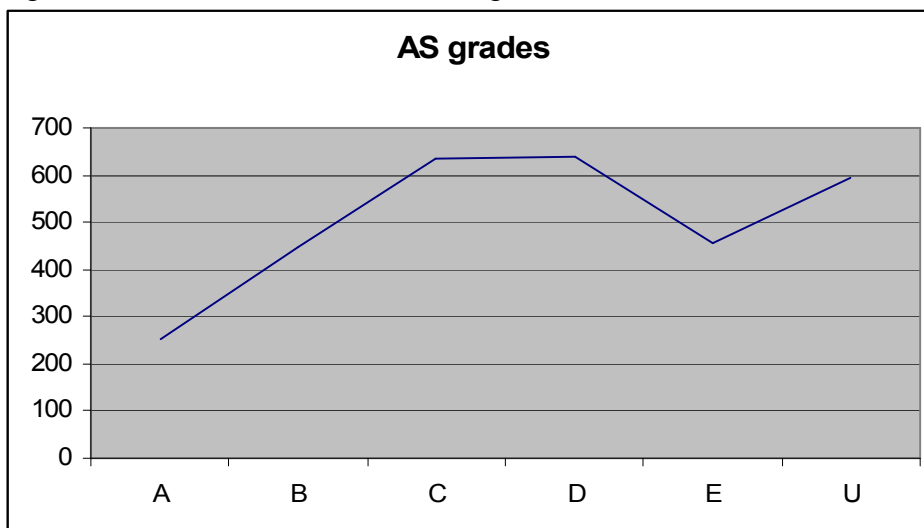


Figure 3: Distribution curve for AS grades, Tower Hamlets



3.1.7 As well as Department for Education data, the council and schools use the Advanced Level Performance System (ALPS). ALPS data reports provide detailed analysis of performance by student and subject, benchmarked against the national standards and taking into account student performance in previous exams. Educational institutions are encouraged to use this information to inform strategic planning and to raise student attainment by setting aspirational yet realistic target grades.

3.1.8 Table 3 shows that the number of students undertaking A-Levels is gradually increasing. Participation by students who achieved higher grades at GCSE is also increasing annually, though the overall performance score has declined since 2010. Worryingly, this group are underperforming at A-Level relative to their GCSE scores. For example, if student X achieves A grades overall at GCSE they earn a point score of 7.0. The ALPS data shows X's expected UCAS points is 368 (equivalent of AAA), but in Tower Hamlets, on average, student X would achieve only 324 points (equivalent of ABB). This is indicated in blue in Table 3, representing underperformance. Members were especially concerned that students at the top level are not performing as well as expected based on their GCSEs results, given the huge impact this has on further education and career options. Potential reasons for this were discussed including subject choice, higher level language skills and the ease with which they succeeded at GCSE compared to the leap to A Level study.

3.1.9 Analysis of ALPS data by the council's Learning and Achievement service identified three distinct groups in terms of post-16 attainment:

- Very high achieving GCSE students who *underperform* at A-Levels when considered against their expected grades. This is those with an average point score of 7.0 (grade A) or above.
- Average achieving GCSE students who perform satisfactorily when considered against their expected grades. This is students with average point score between 5.5 and 6.7 (grades C to B).
- Lower grade GCSE students who perform strongly when considered against their expected grades. Students with an average point score of 4.0 (grades D) and below are in this group. They perform strongest of all the attainment groups, relative to their GCSE results.

Members felt it was positive that lower grade students are being supported to exceed expectations, but were worried that this is not happening at all levels.

Table 3: ALPS data chart: Expected UCAS points target based on GCSE performance

GCSE score	QCA score	UCAS pts target	2009 <sup>†</sup>			2010 <sup>*</sup>			2011 <sup>*</sup>			2012		
			Student numbers	UCAS pts scored	Alps grade	Student numbers	UCAS pts scored	Alps grade	Student numbers	UCAS pts scored	Alps grade	Student numbers	UCAS pts scored	Alps grade
7.5-8.0	55.0-58.0	445.52	3	373.33	6	6	376.67	7	6	406.67	6	9	355.56	8
7.0-<7.5	52.0-<55.0	368.33	13	335.38	5	22	376.36	3	33	350.30	5	38	324.74	7
6.7-<7.0	50.2-<52.0	331.67	18	273.33	7	20	311.00	5	33	296.97	6	35	296.57	6
6.4-<6.7	48.4-<50.2	304.00	26	296.15	4	25	296.80	4	37	276.22	6	43	280.93	5
6.1-<6.4	46.6-<48.4	277.50	40	248.50	6	39	283.59	3	53	255.85	5	56	259.29	5
5.8-<6.1	44.8-<46.6	255.00	51	240.00	5	44	243.64	4	68	246.18	4	61	236.39	5
5.5-<5.8	43.0-<44.8	233.33	52	224.62	4	52	248.46	3	58	225.86	4	67	221.49	5
5.2-<5.5	41.2-<43.0	212.50	42	225.71	3	52	222.31	3	68	204.12	4	68	209.71	4
4.7-<5.2	38.2-<41.2	190.00	75	188.00	4	63	190.79	3	69	193.04	3	70	176.86	5
4.0-<4.7	34.0-<38.2	166.67	48	162.50	4	41	175.12	3	41	183.90	3	30	175.33	3
0.0-<4.0	10.0-<34.0	160.00	14	138.57	5	8	170.00	3	8	212.50	2	6	163.33	3

Notes: Red shading indicates good performance against target, black shows performance is satisfactory, and blue shading indicates under performance against target points.

### 3.2 Higher education destinations

3.2.1 In 2012 64.8% of students who completed A-Levels or equivalent qualifications went to university, 0.4 percentage points higher than the national average of 64.2%. However only 0.2% of students were accepted to Oxbridge, compared to a national average of 1.3%. 14% of Tower Hamlets students were accepted into a Russell Group university, 7 percentage points lower than the national level of 21%. Members were keen to explore whether this was due to grades, aspiration or choices, or a combination thereof.

3.2.2 The majority of students in 2012 who went onto university joined the following institutions: University of Westminster (102) Greenwich University (94), University of East London (71) Queen Mary University of London (69), London South Bank University (45), Goldsmiths University of London (37), London Metropolitan University (33), City University (27), Kings College London (160), Kingston University (15) and The School of Oriental and African Studies, University of London (12). In terms of subjects studied at university, the most popular subject was Business (100), followed by Law (39), Sociology (39) and Computing (38).

3.2.3 In 2012, 83% of students remained in London for higher education as can be seen above. Very small proportions, around 7% to 8% from each sixth form, go to universities outside London. Compared to previous years this figure appears to be unchanged or declining, which may be as a result of the rising costs associated with higher education as well as other factors such as wishing to live at home or family commitments.

3.2.4. Members discussed the results data and the analysis undertaken by Learning and Achievement. They identified a number of areas for improvement, which they thought the rest of the review should focus on.

- Why students who achieve top grades at GCSE are underperforming at A Level.
- The apparent difficulties in the transition from GCSE to A Level
- Whether and how students make appropriate subject choices at A Level.
- Progression of students onto higher education, particularly the top universities and a broader range of subjects.

3.2.5 The next section looks in more detail at each of these areas. It also captures the opinions and experiences of current and past post-16 students and examples of best practice from educational institutions both inside and outside Tower Hamlets which the members heard in their evidence gathering sessions.

## **4. FINDINGS AND RECOMMENDATIONS**

### **4.1 The leap from GCSE to A-Level and ‘interventionitis’**

4.1.1 The working group were keen to understand the experience of students transitioning from GCSE to A-Level. This was identified as an issue in the data analysis, by Heads of Sixth Forms and current students. It was discussed in some detail when the review group visited Central Foundation Girls School.

4.1.2 At Central Foundation members heard from the Headteacher, the Deputy Head of Sixth Form and current students on some of the key issues affecting the transition from GCSE to A-Level, and why some students find it difficult. These were mainly around academic literacy and independent study. The group also heard that some students use year 12 as a ‘correctional’ year, retaking GCSEs and starting AS levels, not completing their A Levels until year 14. This can be positive as it enables students who need extra support to complete their post-16 education in school.

4.1.3 Members also heard from CFGS and Hackney Learning Trust that the transition to post-16 education can be a challenge for teachers as well as students, as it requires a different method of tuition to prepare students for independent study and the high academic standards required. This is discussed in more detail in the section below on teaching quality.

#### *Academic literacy*

4.1.4 The review group heard that having strong English language skills and a broad vocabulary, or ‘academic literacy’ is much more important at A Level compared to GCSE. Subjects are assessed through longer essays and examinations and a good to excellent level of literacy, evidence of wider learning and reading is expected and examined. The level of competence required will vary depending on the subjects being studied.

4.1.5 Almost three quarters (74%) of Tower Hamlets pupils have a first language other than English<sup>7</sup>, and the borough has a relatively high proportion of residents who use a main language other than English, 34%, compared to

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<sup>7</sup>[http://towernet/Intranet/staff\\_services/business\\_planning/corporate\\_research\\_unit/corporate\\_research\\_briefings.aspx](http://towernet/Intranet/staff_services/business_planning/corporate_research_unit/corporate_research_briefings.aspx)



22% in London and 8% in England. Furthermore, in 2010, Tower Hamlets Child Poverty Needs Assessment<sup>8</sup> found that nearly half of the population had language needs.

- 4.1.6 Students at Central Foundation echoed this, saying that they found they needed support with essay writing, and that the reading material and its volume was challenging for some subjects. The Headteacher felt that the issue of academic literacy was particularly prevalent in their sixth form where 81% of students were of Bangladeshi origin, with many speaking Bengali at home. Students are therefore not exposed to the words and phrases needed to get the top grades at A Level, as they do not have this vocabulary reinforced either through conversations or through the media consumed at home. Teachers also pointed out that Sylheti, the main language of many students, is not a written language which can make written work even more challenging for students.
- 4.1.7 Members were interested to hear about a project to improve the academic writing skills of students on A Level courses and to enable more grades A and B to be achieved, through the provision of one-to-one tuition. Evaluation of the project showed both positive feedback from students and teachers and improvements in results, with targeted students achieving higher grades than the borough average at both A2 and AS Level. The project also worked with teachers to support them to develop skills to improve academic literacy.

**RECOMMENDATION 1: That the council funds and supports the development of academic literacy, by providing one to one tuition for students and support for teachers which schools can access**

*Independent study*

- 4.1.8 The group heard from students and sixth form staff that many students find it a big jump between GCSEs and A Level and don't adjust to the need for independent study. Some don't use their 'free' or 'independent study' time productively, or don't know how to study independently effectively. These are skills that they have not necessarily developed at GCSE.
- 4.1.9 To address this, the Central Foundation students had set up their own study group to help each other with difficulties they were having in a particular subject. Sir John Cass sixth form has developed an incentive programme to encourage students to study in specific allocated areas (such as the library) during their free periods. Attendance is checked and signed off in the student's diary by teaching staff. This has encouraged students to manage their time better and use their free periods for learning and revision. A similar initiative members heard about was a Learning Passport which sets out tasks that students can do with prizes attached, which builds their independent study skills and promotes healthy peer competition. Existing borough-wide programmes such as the Mayor's Education Award and the Aim Higher Scheme could be used to similar effect, with payments contingent on learning and independent study, not just general attendance.

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<sup>8</sup><http://www.towerhamlets.gov.uk/idoc.ashx?docid=d7bda100-561d-4a04-9c04-c8a278173a16&version=-1>



4.1.10 Teachers also raised that many students face practical challenges to undertaking the independent study required for A Level. Many live in overcrowded homes where there is literally no space to study. A culture of intense study is easier when parents have also been to university, which often is not the case. Many students may have family or caring responsibilities, and some 6<sup>th</sup> formers are married. Members heard how Central Foundation have tried to address some of these challenges by providing study space at school and encouraging its use beyond school hours, which their students reported was really valued as they can focus on study without home distractions.

**RECOMMENDATION 2: That schools teach independent study skills and that the council promotes and facilitates best practice in approaches to incentivise learning and independent study**

*'Interventionitis'*

- 4.1.11 Central Foundation teaching staff attributed some of the difficulties of transition between GCSE and A level to 'interventionitis'. This was described as an unintended consequence of the significant support students receive from teachers at GCSE. Whilst clearly enabling students to do well at GCSE, for some it has stopped them developing independent study skills and limited their awareness of the importance of wider learning and study. They are then ill-prepared for the challenge of A Levels. While some students make the transition well, the phenomenon is particularly noticeable in the first term of year 12 as students adjust to the new teaching and learning regime.
- 4.1.12 To address this issue Central Foundation has created 'Raising Standards' groups which band students into *Excel*, *Accelerate* and *Transform* categories. A tailored teaching approach and programme of support is developed for students in each band to help them succeed and develop their study skills. The review group considered this to be good practice that the council could further develop and disseminate to other schools.
- 4.1.13 The review group discussed how best to reduce the adverse impact of 'interventionitis' while maintaining the support that was obviously working well for GCSE students. They heard that support programmes which 'scaffold' students in the first term of year 12 term was crucial, as are mechanisms which identify and monitor students who are at risk of falling behind or dropping out. Schools should also encourage students to set up peer learning groups and make productive use of study periods, incentivising students if necessary, as discussed above.
- 4.1.14 Members also heard about the summer induction post-GCSE that Central Foundation runs, which enables students to get a taster of the level required at AS Level through real classes and set homework, and also gives the school an indication of their skills and needs. Initiatives run by Queen Mary university were also cited as good practice, such as one to one mentoring by university students and masterclasses targeted at those who are at or just below the grades needed for Queen Mary, which are currently operating at capacity.
- 4.1.15 It was concluded that there are various effective measures that the council could promote to support schools in helping students manage the step into

year 12 and avoid 'interventionitis'. The council can promote best practice from inside and outside Tower Hamlets. It can also help schools better target and evidence the benefits of such support through access to ALPS data. This would help schools set targets and develop individualised learning plans for students.

**RECOMMENDATION 3: That the council supports all sixth forms to use ALPS data effectively in their planning, to target support to Year 12 students.**

**RECOMMENDATION 4: That the council encourages the development of Raising Post-16 Attainment programmes in all sixth forms by sharing best practice examples inside and outside Tower Hamlets and by exploring how to expand the support offered to schools by partners such as Queen Mary University.**

**RECOMMENDATION 5: That schools adopt initiatives such as summer learning to ensure students are equipped for the transition to post-16 study.**

## **4.2 Aspirations for higher education**

- 4.2.1 Aspirations for, and access to, good quality higher education were identified by the review group as fundamental to increasing post-16 attainment and broadening the horizons and future opportunities of young people. Given the lower percentage of Tower Hamlets students progressing onto Oxbridge and Russell Group universities, as identified above, the group were keen to explore how young people could best be encouraged and supported to access these universities. While such universities will not be appropriate for every student, depending on their subject choice and career goals, members felt strongly that all students should be supported to understand and access the full range of opportunities available to them. Members were concerned that this is not necessarily the case currently, given 2 Tower Hamlets gained a place at Oxbridge in 2012, compared to 12 in neighbouring Hackney, an area with similar socioeconomic, cultural and linguistic challenges.
- 4.2.2 The review group also felt quite strongly that leaving home and attending a university somewhere other than east London was often an important part of the university experience and were keen to understand why so many Tower Hamlets students stayed in London to study and whether more students could be encouraged to attend universities further afield, if appropriate for them. Teaching staff raised that attending university closer to home also impacts on the drop out rate, as it can be easier to stop attending if the subject or the environment is challenging and family duties can affect study time.
- 4.2.3 Reasons why students choose to stay closer to home to attend university were discussed by Central Foundation 6<sup>th</sup> formers, teaching staff and through anecdotal evidence. Home pressures and family commitments, fears about finance due to the cost of university fees, low aspiration and cultural context all play a part. Members heard about students given places at Oxford and even Imperial College in London who were reluctant to attend due to the distance from home and their parents' worries. A former student talked about

how cultural background can impact on choices about destination, for example when parents worry about students becoming involved in religiously or culturally inappropriate activities through university life.

- 4.2.4 The Central Foundation students spoke very positively about the opportunities they'd had to attend subject taster sessions and visit different universities, particularly those outside London. They said they would like the opportunity to do more of these visits, although in the discussion with Heads of 6<sup>th</sup> form, some staff raised concerns about the number of visits, and time out of school, some students end up going on. The few weeks after AS level exams, before the end of Year 12 were identified as a good time for students to do these visits and focus on their higher education choices. Members also heard about Mulberry school funding trips for parents to universities further afield, which has led to students achieving the most university offers outside of London ever. These kinds of initiatives should be expanded to ensure parents are also aware of and reassured about the opportunities available outside London.
- 4.2.5 The students also said they would like wider variety and better quality in the work experience and internship opportunities available to them. Specifically, they would like more 'aspirational' placements which better aligned with the subjects they were studying and their goals for higher education and employment. They cited an example of a project at City of London Girls School they'd been involved in where extra-curricular projects were linked to subjects being studied. These projects were considered by the students as strong examples of extra-curricular activities they could include on their personal statements when applying for university. Teachers at Central Foundation also raised concerns that the predominantly low level work experience placements on offer undermined their attempts to encourage their students to think ambitiously about their own future careers, in turn having an impact on their post-16 choices and attainment.
- 4.2.6 The Tower Hamlets Education Business Partnership (EBP) is responsible for coordinating secondary school work experience placements. They also organise placements for post-16 students but this is a limited area of their work. Less than 10% of their placements annually are with Canary Wharf or City corporate businesses and where these are secured it is nearly always through a family friend or relative. The EBP are aware that stronger relationships need to be brokered with Canary Wharf and the City Fringe to open up access to Level 3 & 4 work placements and internships. Members also heard from Central Foundation students that they would like opportunities to access work experience in medical and legal settings.
- 4.2.7 The Mayor of Tower Hamlets currently funds the Aim Higher Programme. The objectives of this programme are to support post-16 students to achieve top grades and access the best universities. It comprises three strands of work: achievement activities, interventions, and information, advice and guidance. The achievement activities include a debating competition, Eton summer school and an Oxbridge project.<sup>9</sup> Interventions include one to one mentoring

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<sup>9</sup>[http://www.towerhamlets.gov.uk/lgs/1-50/17\\_schools/schools\\_working\\_with\\_universit.aspx](http://www.towerhamlets.gov.uk/lgs/1-50/17_schools/schools_working_with_universit.aspx)

by Queen Mary University and University of East London undergraduates as well as subject specific teaching support. Finally, four personal advisers are interviewing all year 11 students (prospective year 12s) to support them with their university subject choices and progression routes.

4.2.8 The group heard from Queen Mary University about the support services they offer to local students, which focus on three approaches: raising aspirations at primary age; improving attainment through support for teaching and lending facilities eg labs and art studios; information and advice for young people. A relatively high proportion of their students come from east London. They currently run a partnership project with St Pauls Way School to raise student aspirations and support and encourage them to continue onto higher education. Professors and post-graduates from the university support post-16 teaching staff at the school to increase the quality of teaching and provide subject specific advice. The university emphasised that support and interventions as early as primary school were necessary, in addition to getting to students at year 9 when they make GCSE choices. Queen Mary felt they have good relationships with some schools but there could be a danger not all schools in Tower Hamlets are benefitting.

4.2.9 In relation to increasing access to Oxbridge and Russell Group universities, the review group thought that all students should be given appropriate information, support and encouragement to explore applying to such universities, including those outside of London. The welcomed any opportunities for students to attend summer courses and master classes in partnership with different universities and relevant alumni networks. For example, both Oxford and Cambridge have schemes targeted at widening access, including fairs, summer activities and targeted local initiatives across the UK. Members heard that in Tower Hamlets an Oxbridge Fair was to be held in July, which it was hoped would be annual in future and combined with overnight visits for parents and students. Oxbridge graduates from Tower Hamlets are also informally supporting students with their applications and interview preparation and this could be encouraged more widely. Many Russell Group universities have been strengthening their alumni networks, maintaining contact with former students and developing comprehensive alumni databases. These developments suggest the potential to bringing together a Tower Hamlets alumni network to improve outreach work within the borough, develop links between local students and a broad range of universities and provide role models or mentoring by linking up former and prospective students from Tower Hamlets.

**RECOMMENDATION 6: That the council sustains and expands the Oxbridge and Russell Group partnerships, through developing an alumni network and improving links with individual universities.**

**RECOMMENDATION 7: That Aim Higher funding is reinvested in higher education visits for students and parents, following a review by the council into which type of visits have been most well received and most successful, in terms of the impact on choices and mindset.**

**RECOMMENDATION 8: That the council works with the EBP and local businesses, including Canary Wharf and public services, to increase the number of higher level work experience opportunities and explore their role in addressing the challenge of post-16 attainment and career aspiration.**

### **4.3 Information, advice and guidance**

4.3.1 Members were keen to understand the information, advice and guidance available to support young people to make their A-Level subject and higher education choices. Current students, local sixth form staff and colleagues from other London boroughs all spoke about this, providing ideas to the review group on how it can be improved in Tower Hamlets. This was thought to be particularly crucial, given the complexity of the post-16 and higher education landscape and in light of the concerns about whether students are equipped to make their own independent choices in terms of subjects and destinations.

#### *Choosing the right subjects and provider*

4.3.2 The group heard that lots of students, particularly those who have done well at GCSE, are keen to study science and maths at A Level, but then perform poorly at these subjects relative to their GCSE grades. However, when some of these students switched to social sciences or humanities subjects they performed very well. In many instances, students, having done well at GCSE, felt they should be taking science subjects so they could go on to study medicine or engineering, yet they have less aptitude for those subjects compared with social sciences or humanities. These choices were also informed by family attitudes towards the prestige of medical careers. However, students who stick with their initial choices are less likely to achieve high grades and therefore unlikely to secure places to study medicine.

4.3.3 Sixth form staff emphasised the importance of having discussions with students early on regarding their A-Level subjects choices and making them aware of how their choices might impact their choice of subject at university if they intended to participate in higher education. Teachers are often having to deal with the consequences of choices made during year 9 for GCSE options and students echoed this, with some saying they regretted not taking certain subjects at GCSE, such as languages, and others saying not doing a particular subject was hindering their university choices. Some schools reported they found it easier to advise students who achieve lower grades at GCSE on subject choices, indicating which subjects they might find more challenging based on their GCSE performance. Central Foundation give students the opportunity to attend A-Level 'taster classes' in their chosen subjects in the summer term after their GCSE exams. Students said they found this useful in terms of knowing what to expect and confirming whether it was the right subject for them, while teaching staff find it an effective way to gauge how much support students might need in the first term of sixth form.

4.3.4 The group also heard anecdotal evidence that a number of students choose to study outside the borough at post-16. Parents reported that Tower Hamlets schools results, support programmes and extra-curricular activities didn't

seem as good as those of some providers in other areas, or at least, Tower Hamlets schools weren't as good at marketing themselves – their websites, materials and open days weren't as impressive. This perception is concerning given the new post-16 provision that is opening in the borough. The review group concluded that local post-16 provision could be promoted more by the council; reporting positive news stories to attract interest from Tower Hamlets parents and students. The council could also support schools to improve their marketing materials to help students and parents make informed decisions.

*Higher education advice*

- 4.3.5 The group heard from a higher education advisor based at LaSwap Sixth Form in Camden about the role he plays in advising students on their higher education choices. LaSwap is a consortium of four schools with over 30 years of experience providing post-16 education. In the previous academic year, 90% of their students applied to university, and 84% were successful, which is well above the national average of 70%. LaSwap employs a higher education advisor because they believe that teachers or even careers advisors are not sufficiently expert to advise young people on higher education. The focus is on presenting higher education as a positive choice and encouraging people to follow what they want to do and keep their options open, given 70% of graduate jobs are for any degree discipline. LaSwap has a self-referral system which allows students to access unlimited higher education and careers advice, information and support. The self-referral element is considered to be an important feature giving students choice and independence, so they can make the appropriate decisions for them.
- 4.3.6 50% of students at LaSwap attended universities outside London compared to 17% in Tower Hamlets. Currently only two schools in Tower Hamlets have dedicated higher education advisors. Although higher education advisors are a cost to the school, effective use of their expertise and the linkages with universities they could create could be excellent value for money and members felt the council should support this given the Mayor's stated commitment to promoting post-16 attainment and higher education. Members heard that funding locally for higher education advice is currently only for students at risk, and there was appetite among teachers for this to be expanded so it is more universal.

**RECOMMENDATION 9: That the council invests in permanent support for higher education advisor roles, through**

- training for school staff
- recruitment of two independent higher education advisors who can go into schools to support students to make informed choices
- facilitating mentoring to support students who wish to make choices not in line with parents' preferences

**RECOMMENDATION 10: That the council improves information to support informed choice, by producing a handbook for students and parents explaining the range of choices available at post-16 and higher education, which is available in different languages and in formats, such as through video and social media.**

#### 4.4 Teaching quality

- 4.4.1 The review group heard from Hackney Learning Trust about the recent significant improvements they have made in their A-Level results. Their previous performance at post-16 was very low and their key objective was to raise achievement and enable students to continue their post-16 education in the borough. In 2007 their average point score per student was near the bottom of the national league table, while in 2013 it is above the inner London average. They put their transformational success since 2007 down to a focus on improving teaching quality, which is critical for high attainment.
- 4.4.2 All secondary schools in Hackney now have sixth forms and the council has established a co-operative model which promotes best practice sharing between sixth forms and colleges. This includes a termly post-16 network for sixth form head teachers and college managers; annual subject networks (moving to termly) which harness peer learning to support improvements in teaching; revision classes available to all Hackney post-16 students which are delivered by the best teachers in the borough for each subject; joint links with higher education institutions including Oxbridge and 19 other universities. Hackney Learning Trust is also aiming for each sixth form and college to have a subject specialism, and a partnership relationship with a good university. ALPS data is used to set aspirational targets and challenge schools where poor teaching is having an impact on grades, supported by coaching and training for teachers.
- 4.4.3 Members heard of a similar focus on supporting and improving the quality of teaching at Central Foundation, where the subjects with a pattern of under-achievement were identified and then solutions were developed through working collaboratively with teachers. Members concluded that quality of teaching is a key factor in improving post-16 attainment, so teachers are able to manage the jump from GCSE, support independent study and stretch the most able students.

**RECOMMENDATION 11: That the council works with Heads of sixth forms and Tower Hamlets College to develop a co-operative model which increases support for teaching to high attainment, by adopting best practice from Hackney including:**

- Borough revision classes delivered by the best teachers
- Subject networks to support teachers

**RECOMMENDATION 12: That the council uses ALPS data to link up schools that are performing well and poorly in a particular subject, to promote peer support to improve teaching quality**

#### 4.5 Parental engagement

- 4.5.1 The importance of good and timely parental engagement was raised throughout the review. Parental involvement has a significant influence on educational achievement, which continues into adolescence and young adulthood. High parental involvement is associated with better exam results at 16 in Maths and English, compared to young people whose parents show no

interest. Moreover, research from the Institute for Education shows that home learning activities undertaken by parents are more important for a person's intellectual and social development than parental occupation, education or income.<sup>10</sup>

- 4.5.2 Involvement from parents takes two forms; parents' involvement in the life of the school, and their involvement in supporting the young person at home. There are barriers which can prevent parents from engagement with school and with learning at home. Work commitments are a common barrier, although this is counter balanced by the benefits for families of parents being in work. Family pressures, such as caring responsibilities, can also limit how much time parents have to support their child's learning. Language and literacy can also impact on parental involvement, in two ways: whether parents feel confident to get involved with the life of the school and support their child at home, and in communicating with the school and teachers about their child. Members also heard that the complexity of the education system and parents' having a poor prior experience of school themselves can make parents reluctant to be involved, particularly when their children are older.
- 4.5.3 The review group heard that early parental engagement was vital – both early on and then throughout their child's education, and early in the decision-making process around transition to GCSE, post-16 and higher education. There are services in Tower Hamlets which parents can access such as The Parent's Advice Centre – which offers advice and support to parents, carers and young people with special educational needs (SEN) – and the Family Information Service – which provides referral and signposting for parents of all 0-19 year olds – as well as engagement activities provided by schools. However, members were concerned to hear that many parental engagement services have been deleted as this is no longer linked to Ofsted inspections, so schools do not always prioritise it. The fact that at year 7 parents are keen to be engaged but by year 9 teaching staff tend to report parents will not come into school was another cause for concern and members questioned whether the existing parental engagement offer from the council is meeting parents' needs effectively.
- 4.5.4 The group heard from the council's parent engagement service that parental engagement levels in Tower Hamlets are strong at Key Stage 1 (children aged between 5 and 7 years) with a high proportion of parents engaged and visible to the school. At Key Stage 2 (children aged between 7 and 11 years) there is good engagement in terms of attending meetings but there is a reduction in overall visibility. In Key Stage 3 (child aged between 11 and 14 years), it becomes more difficult to maintain meaningful relationships with parents and some students reported they would prefer it if their parents were not involved. At Key Stage 4 (children aged between 14 and 16 years) and beyond, while parents may still attend parents evenings, this is in far fewer numbers compared to younger age groups and very little broader engagement occurs with parents, partly due to fewer informal opportunities but also the reduction in connections over time. Parents have said that one driver for them to get involved and become active in the school and their

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<sup>10</sup><http://www.nationalcollege.org.uk/impact-of-parental-involvement-2.pdf>



child's education is hearing that other parents are and that peer support is helpful. Parent Governor positions are also an effective way to increase parental involvement and members highlighted that there is often strong interest in governor positions, so parents who are unsuccessful in these posts could be supported to be involved in other ways, for example through parent teacher associations (PTAs). Parental awareness raising events could also be held in conjunction with parents' evenings or academic review days to incentivise attendance. These should take place from year 8 in Key Stage 3 right through to end of Key Stage 4.

4.5.5 The group heard from a local resident who had attended Bow School, Tower Hamlets College and then gone onto the University of Cambridge. He argued that more should be done to ensure parents understand the value and importance of post-16 and higher education. In his experience family influence was important to him feeling supported and empowered to study at university, but he had to work hard to convince them of the merits of leaving home to study and he felt not all students would achieve this in their families.

4.5.6 The review group concluded that parental engagement was a central factor for improving young people's attainment and aspirations for higher education. It is necessary to support and encourage parents to be more involved in the life of their children's school. Also, keeping parents informed and involved throughout post-16 education can help guide and support the young person. The group thought that events for students and parents, held at the school throughout key stages 3 and 4, with involvement from higher education advisers could be effective, as could more communication materials for parents which set out the benefits of higher education, and how parents can support their children's learning. Furthermore, schools should seek to understand why parental involvement starts to decline after Key Stage 2 and develop approaches to maintain engagement with parents. Members were concerned to note only 25% of secondary schools currently take up the council's parental engagement service, compared to 75% of primaries and felt strongly the reasons for this needed to be explored by the council to ensure the offer meets the needs of parents and schools.

**RECOMMENDATION 13: That the council conducts scoping work to better understand parents' and children's aspirations for post-16 study, to inform communications support it can provide to schools to market themselves as a provider of choice to parents and students**

**RECOMMENDATION 14: That the council conducts a review of its parental engagement and advice services to understand**

- **Why schools are not purchasing the offer**
- **How to improve parental engagement at year 9 with a focus on decisions, subjects and careers**
- **How to capitalise on the number of parents unsuccessful at becoming school governors to develop other methods of engagement through PTAs etc**

**RECOMMENDATION 15:** That schools provide more opportunities for parents to get involved in the life of the school through parent network groups, parent governor positions and volunteering roles.

**RECOMMENDATION 16:** That all schools run sessions for parents to raise awareness and knowledge of higher education.

## **5 SUMMARY OF RECOMMENDATIONS**

5.1 For ease of reference, this section groups the recommendations by theme.

### **Supporting the transition to post-16**

RECOMMENDATION 1: That the council funds and supports the development of academic literacy, by providing one to one tuition for students and support for teachers which schools can access

RECOMMENDATION 2: That schools teach independent study skills and that the council promotes and facilitates best practice in approaches to incentivise learning and independent study

RECOMMENDATION 3: That the council supports all sixth forms to use ALPS data effectively in their planning, to target support to Year 12 students.

RECOMMENDATION 4: That the council encourages the development of Raising Post-16 Attainment programmes in all sixth forms by sharing best practice examples inside and outside Tower Hamlets and by exploring how to expand the support offered to schools by partners such as Queen Mary university.

RECOMMENDATION 5: That schools adopt initiatives such as summer learning to ensure students are equipped for the transition to post-16 study.

### **Independent information and advice**

RECOMMENDATION 9: That the council invests in permanent support for higher education advisor roles, through

- training for school staff
- recruitment of two independent higher education advisors who can go into schools to support students to make informed choices
- facilitating mentoring to support students who wish to make choices not in line with parents' preferences

RECOMMENDATION 10: That the council improves information to support informed choice, by producing a handbook for students and parents explaining the range of choices available at post-16 and higher education, which is available in different languages and in formats, such as through video and social media.

### **Teaching quality**

RECOMMENDATION 11: That the council works with Heads of sixth forms and Tower Hamlets College to develop a co-operative model which increases support for teaching to high attainment, by adopting best practice from Hackney including:

- Borough revision classes delivered by the best teachers
- Subject networks to support teachers

RECOMMENDATION 12: That the council uses ALPS data to link up schools that are performing well and poorly in a particular subject, to promote peer support to improve teaching quality

### **Parental engagement**

RECOMMENDATION 13: That the council conducts scoping work to better understand parents' and children's aspirations for post-16 study, to inform communications support it can provide to schools to market themselves as a provider of choice to parents and students

RECOMMENDATION 14: That the council conducts a review of its parental engagement and advice services to understand

- Why schools are not purchasing the offer
- How to improve parental engagement at year 9 with a focus on decisions, subjects and careers
- How to capitalise on the number of parents unsuccessful at becoming school governors to develop other methods of engagement through PTAs etc

RECOMMENDATION 15: That schools provide more opportunities for parents to get involved in the life of the school through parent network groups, parent governor positions and volunteering roles.

RECOMMENDATION 16: That all schools run sessions for parents to raise awareness and knowledge of higher education.

### **Raising aspiration**

RECOMMENDATION 6: That the council sustains and expands the Oxbridge and Russell Group partnerships, through developing an alumni network and improving links with individual universities.

RECOMMENDATION 7: That Aim Higher funding is reinvested in higher education visits for students and parents, following a review by the council into which type of visits have been most well received and most successful, in terms of the impact on choices and mindset.

RECOMMENDATION 8: That the council works with the EBP and local businesses, including Canary Wharf and public services, to increase the number of higher level work experience opportunities and explore their role in addressing the challenge of post-16 attainment and career aspiration

Appendix 2: Scrutiny review action plan

<b>SCRUTINY REVIEW ACTION PLAN – Post-16 Educational Attainment</b>			
<b>Recommendation</b>	<b>Response / Comments / Action</b>	<b>Responsibility</b>	<b>Date</b>
R1: That the council funds and supports the development of academic literacy, by providing one to one tuition for students and support for teachers which schools can access	<p><b>Already in place:</b></p> <p>§ Pauline Roberts has run the academic literacy scheme the evaluation of this is very positive</p> <p><b>Further action:</b></p> <p>§ To fund and continue with the work that Pauline Roberts has piloted over the last 2 years.</p> <p>§ To explore why more girls than boys attend the scheme</p>	<b>Jane Connolly, Pauline Roberts</b>	<b>Start a new group of students in September 2013</b>
R2: That schools teach independent study skills and that the council promotes and facilitates best practice in approaches to incentivise learning and independent study	<p><b>Already in place</b></p> <p>§ Schools have different models of teaching independent study and best practice is shared at HoS forum – for example Targeted Intervention Groups, commitment interviews. This is going to become even more important with linear A levels.</p> <p>§ Schools have varied induction programmes for L3 study</p> <p>§ Some schools use bursary and MEA to incentivise independent study</p> <p><b>Further Action</b></p> <p>§ Focus on putting examples and models of independent learning into schools via HoS forum, website</p> <p>§ Encourage all schools to use MEA to encourage independent study</p> <p>§ Further develop induction programmes through more taster lessons and early development of study skills</p>	<p><b>Heads of Sixths</b></p> <p><b>Council to facilitate a HoS website for sharing resources</b></p>	<b>2013-2014</b>
R3: That the council supports all sixth forms to use ALPS data effectively in their planning, to	<p><b>Already in place</b></p> <p>§ We currently pay for schools' ALPS subscription and this gives access to a lot of ALPS support. For example</p>	<b>Tim Williams Heads of Sixths</b>	<b>Hos Forum in September</b>

**SCRUTINY REVIEW ACTION PLAN – Post-16 Educational Attainment**

Recommendation	Response / Comments / Action	Responsibility	Date
target support to Year 12 students.	<p>ALPS will talk through data prior to an Ofsted</p> <ul style="list-style-type: none"> <li>§ ALPS data forms part of the data analysis carried out by the LA</li> <li>§ Best ALPS subject practice is shared with schools to help develop links</li> <li>§ Other data sources are used – Learning Plus UK, 6<sup>th</sup> from PANDA – these give further levels of analysis, for example retentions rates, course completion.</li> <li>§ All HoS have a Ofsted data list so that they can keep their data up to date</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>§ Give examples of how ALPS can be used to improve performance via HoS forum and 6<sup>th</sup> form conference held annually</li> <li>§ Analysis of travel to learn ALPS data to inform IAG</li> <li>§ Improve data use and analysis for L1 and L2 courses</li> </ul>		
R4: That the council encourages the development of Raising Post-16 Attainment programmes in all sixth forms by sharing best practice examples inside and outside Tower Hamlets and by exploring how to expand the support offered to schools by partners such as Queen Mary university.	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>§ We've developed the Heads of Sixths forum as one to share good practice and sessions have been held on IAG and changes to post 16.</li> <li>§ We work with QM, UEL and Sussex on a borough level and schools have many other links with HEIs</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>§ Develop a section of the website to materials on line that teachers can then use.</li> <li>§ The Special Projects Officer is working with partner universities and work is developing in this area further.</li> <li>§ Instigate an annual conference with HE partners</li> </ul>	<p><b>Tim Williams</b>  <b>Caroline Newte Hardie</b>  <b>Heads of Sixths or academic mentors</b>  <b>Council to facilitate a HoS website for sharing resources</b></p>	<p><b>December 2013</b></p>

## SCRUTINY REVIEW ACTION PLAN – Post-16 Educational Attainment

Recommendation	Response / Comments / Action	Responsibility	Date
	§ Schools establish lead teachers for HE – see R9		
R5: That schools adopt initiatives such as summer learning to ensure students are equipped for the transition to post-16 study.	<p><b>Already in place</b></p> § Schools already do a lot of activities around transition to post 16. They could explore more timetabling possibilities around this § Schools are sent a regular information sheet on post 16 issues and policy changes	<p><b>Schools</b> <b>Tim Williams</b></p>	<p><b>In time for Summer induction</b></p>
R6: That the council sustains and expands the Oxbridge and Russell Group partnerships, through developing an alumni network and improving links with individual universities.	<p><b>Further action</b></p> § Share ideas and best practice more widely § Help schools use data quickly and effectively for transition § Develop scaffolding ideas in schools to structure early year 12 teaching		
	<p><b>Already in place</b></p> § All schools have an alumni network – some more formal than others. These are often Facebook groups. § We are also working with the primary sector on this so that the Oxbridge/Russell link becomes long term and part of the culture of Tower Hamlets.	<p><b>Schools</b></p>	<p><b>2013 - 2014</b></p>
	<p><b>Further action</b></p> § Further develop alumni groups to get them in school helping or advising current students § Make sure that activities at primary level are known about and used at secondary level		
R7: That Aim Higher funding is reinvested in higher education visits for students and parents, following a review by the council	<p><b>Already in place</b></p> § Aim higher money has been given to each school and used for: university visits, visiting speakers, summer schools, parents HE visits, taster days.	<p><b>Caroline Newte Hardie</b> <b>Tim Williams</b></p>	<p><b>2013-2014</b></p>

## SCRUTINY REVIEW ACTION PLAN – Post-16 Educational Attainment

Recommendation	Response / Comments / Action	Responsibility	Date
<p>into which type of visits have been most well received and most successful, in terms of the impact on choices and mindset.</p>	<p><b>Further action</b>                      § Impact reviewed and application for further funding</p>		
<p>R8: That the council works with the EBP and local businesses, including Canary Wharf and public services, to increase the number of higher level work experience opportunities and explore their role in addressing the challenge of post-16 attainment and career aspiration.</p>	<p><b>Already in place</b>                      § The Council uses its procurement contracts to develop apprenticeships                      § Schools have links with local businesses  <b>Further action</b>                      § Work with Businesses through the EBP to provide a greater range of high quality work experience                      § Expand the remit of the apprenticeship task group to look at wider employment experience opportunities</p>	<p><b>EBP Council</b></p>	<p><b>May 2014</b></p>
<p>R9: That the council invests in permanent support for higher education advisor roles, through</p> <ul style="list-style-type: none"> <li>• training for school staff</li> <li>• recruitment of two independent higher education advisors who can go into schools to support students to make informed choices</li> <li>• facilitating mentoring to support students who wish to make choices not in line with parents' preferences</li> </ul>	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>• We have 10 places at the London South Bank University Higher Education Advisors course. 5 of these places have gone to school and advisor staff and 5 to careers staff. 2 schools already have academic mentors so this will mean that each school will have access to a specialist advisor.</li> <li>• Several schools are working with the HE advisor from Camden</li> <li>• Schools have HE advice sessions for parents</li> </ul> <p><b>Further action</b>                      § The advisors course will be completed by December 2013 and this should see a further improvement in the quality of advice offered to students about HE</p>	<p><b>Tim Williams and Alan Davidson to coordinate LSBU course</b></p> <p><b>Schools</b></p>	<p><b>Sept 2013</b></p>



**SCRUTINY REVIEW ACTION PLAN – Post-16 Educational Attainment**

Recommendation	Response / Comments / Action	Responsibility	Date
	§ HE advice sessions to include case studies of students who have chosen different or untypical subjects § Funding would be required to appoint LA HE advisers		
R10: That the council improves information to support informed choice, by producing a handbook for students and parents explaining the range of choices available at post-16 and higher education, which is available in different languages and in formats, such as through video and social media.	<p><b>Already in place</b></p> § Schools publish sixth form handbooks detailing their courses and place on their websites	<p><b>Tim Williams, Tina Sode, Steve Grocott</b></p>	<p><b>Summer 2014</b></p>
R11: That the council works with Heads of sixth forms and Tower Hamlets College to develop a co-operative model which increases support for teaching to high attainment, by adopting best practice from Hackney including: <ul style="list-style-type: none"> <li>• Borough revision classes delivered by the best teachers</li> <li>• Subject networks to support</li> </ul>	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>• We work with THC at different forums – 14-19 Partnership, Heads of Sixths, SFE planning</li> <li>• Schools already take part in university provided revision classes</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>• Further explore possibilities of borough revision classes</li> <li>• Development of an e-community subject network</li> </ul>	<p><b>Schools</b></p>	<p><b>March 2014</b></p>

## SCRUTINY REVIEW ACTION PLAN – Post-16 Educational Attainment

Recommendation	Response / Comments / Action	Responsibility	Date
teachers			
R12: That the council uses ALPS data to link up schools that are performing well and poorly in a particular subject, to promote peer support to improve teaching quality	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>• See R3</li> <li>• Schools are beginning to link through exploring best practice list possibilities</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>• Develop subject networks</li> </ul>	<b>Tim Williams to report on the ALPS data and publicise high performing subjects.</b>	<b>Autumn 2013</b>
R13: That the council conducts scoping work to better understand parents' and children's aspirations for post-16 study, to inform communications support it can provide to schools to market themselves as a provider of choice to parents and students	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>• At the recent Parents Conference we had an FE input and this was well received. Parents had workshop activities on post 16 and a frequently asked questions information sheet</li> <li>• We are also aiming to build on the work at Bow School as this launches its sixth form</li> <li>• All schools have an FE open day/evening</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>• More sessions at the Parents conference – to include advice on different levels = L1, L2, L3 and apprenticeships</li> <li>• More opportunities for parents to gain first hand understanding of university education</li> <li>• Analysis and key messages disseminated from travel to study research</li> </ul>	<b>Tim Williams Caroline Newte Hardie Tina Sode</b>	<b>January 2014</b>
R14: That the council conducts a review of its parental engagement and advice services to understand <ul style="list-style-type: none"> <li>• Why schools are not</li> </ul>	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>• Annual parent conference</li> <li>• Schools have GCSE information evenings for year 9 students</li> </ul>	<b>Parents engagement team Schools</b>	

## SCRUTINY REVIEW ACTION PLAN – Post-16 Educational Attainment

Recommendation	Response / Comments / Action	Responsibility	Date
<p>purchasing the offer</p> <ul style="list-style-type: none"> <li>• How to improve parental engagement at year 9 with a focus on decisions, subjects and careers</li> <li>• How to capitalise on the number of parents unsuccessful at becoming school governors to develop other methods of engagement through PTAs etc</li> </ul>	<ul style="list-style-type: none"> <li>• Many schools take year 9 students on HE visits</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>• Highlight employment pathways at yr 9 parents evenings</li> <li>• Develop FE input at the Parents Conference</li> <li>• Work with the Parental Engagement team to reach parents and encourage involvement in education</li> </ul>		<b>2013-2014</b>
<p>R15: That schools provide more opportunities for parents to get involved in the life of the school through parent network groups, parent governor positions and volunteering roles.</p>	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>• Schools have various activities for parents, especially for younger year groups</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>• Explore best practice and expand to older year groups</li> <li>• Encourage headteachers and governors to understand the benefits of parental engagement in secondary schools</li> </ul>	<b>Schools</b>	<b>2013-2014</b>
<p>R16: That all schools run sessions for parents to raise awareness and knowledge of higher education.</p>	<p><b>Already in place</b></p> <ul style="list-style-type: none"> <li>• Schools have HE advice sessions for parents</li> </ul> <p><b>Further action</b></p> <ul style="list-style-type: none"> <li>• To explore a handbook of HE key terms etc for parents together with TH student case studies</li> <li>• Publicise positive student University experiences</li> </ul>	<b>Schools Tim Williams Caroline Newte Hardie</b>	<b>2013 - 2014</b>

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# Agenda Item 9.1

<b>Committee/Meeting:</b> Cabinet	<b>Date:</b> 9 October 2013	<b>Classification:</b> Unrestricted	<b>Report No:</b> CAB 037/134
<b>Report of:</b>  Corporate Director, Education, Social Care and Wellbeing – Children’s Social Care  <b>Originating officer(s)</b>  Monawara Bakht, Senior Strategy, Policy & Performance Officer (Safeguarding Children Board Business Lead)		<b>Title:</b>  Safeguarding Children Board Annual (LSCB) Report 2012-13 and Business Plan 2013-14  <b>Wards Affected: All</b>	

<b>Lead Member</b>	Cllr Oliur Rahman
<b>Community Plan Theme</b>	Safe & Supportive Community
<b>Strategic Priority</b>	To inform the public how effective Children’s Safeguarding arrangements are in Tower Hamlets, how we have promoted the welfare of children and how we plan to improve outcomes for vulnerable children and young people in the future

1. **SUMMARY**

- 1.1 The Safeguarding Children Board is required to publish an annual report of the work it has carried out to safeguarding children in conjunction with its key statutory partners.

2. **DECISIONS REQUIRED**

The Mayor in Cabinet is recommended to:-

- 2.1 To note the content of the Safeguarding Children Board Annual Report and be advised of the appointment of the new Independent LSCB Chair by the Head of Paid Service.

3. **REASONS FOR THE DECISIONS**

- 3.1 In accordance with Working Together to Safeguard Children 2013, LSCBs are required to publish an annual report on the effectiveness of child safeguarding arrangements and promoting the welfare of children in their localities. Tower Hamlets LSCB seeks to ensure the report is available within the professional and public domain.

4. **ALTERNATIVE OPTIONS**

- 4.1 No alternative options have been considered as the LSCB annual report is presented only for Cabinet’s information.

## **5. BACKGROUND**

- 5.1 The Safeguarding Children Board (LSCB) publishes an annual report about the work it has undertaken in the preceding year, the learning from reviews and multi-agency audits; identifies areas for improvement and sets out the priorities for the year ahead.

## **6. BODY OF REPORT**

- 6.1 The Annual Report outlines what has been undertaken by the LSCB as a whole and the key statutory partners to improve single agency and multi-agency safeguarding arrangements. The report provides information on key achievements, data and learning to highlight local safeguarding children performance.

- 6.2 The annual report contains additional information on the governance and accountability arrangements for all partner agencies that make up the statutory body and outlines the business plan and priority areas for the coming year, which are:

- To embed Working Together to Safeguard Children 2013 into everyday practice
- Develop our workforce in line with our local learning and improvement framework
- Ensure learning from the serious case review (Child F) is taken forward and embedding in practice across the LSCB partnership
- Recruit two lay members to the LSCB membership
- Through our quality assurance strategy, undertaken a range of practice audit, themed reviews and deep dive exercises to measure the effectiveness and impact of our partnership working
- Embed the Family Wellbeing Model to ensure our Early Help offers reaches out across the borough
- Recognise the impact of Child Sexual Exploitation and promote our services to safeguarding vulnerable children and young people
- Recognise the impact of domestic violence on children and young people and continue to develop our services to support children and families at risk
- Work with Commissioners and Providers to ensure robust children's safeguarding structures and systems are in place across the LSCB partnership
- Embed the engagement and participation of young people with the LSCB

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

- 4.1 Financial Implications

- 4.1.1 The LSCB operates a pooled budget with member agencies providing both cash and in-kind (staff time, training, venues etc.) contributions. The Authority funds the cost

of an LSCB business manager and training support. Appendix 7 to the report indicates that £95k was spent in 2012/13 (£51k salaries, £44k other activities), once the Serious Case Review activities are discounted. Appendix 8 to the report indicates the priorities for funding for 2013/14.

- 4.1.2 This report is not seeking any additional funding, but it does identify the need to review partner contributions during the 2014/15 budget setting cycle on page 12 of the LSCB report.

## **8. LEGAL COMMENTS**

- 8.1 The Council has established the LSCB in accordance with its obligation under section 13 of the Children Act 2004. The LSCB carries out the following functions as prescribed in the Local Safeguarding Children Boards Regulations 2006 –

- (a) developing policies and procedures for safeguarding and promoting the welfare of children in Tower Hamlets;
- (b) communicating to persons and bodies in Tower Hamlets the need to safeguard and promote the welfare of children, raising their awareness of how this can best be done, and encouraging them to do so;
- (c) monitoring and evaluating the effectiveness of what is done by the authority and their Board partners individually and collectively to safeguard and promote the welfare of children, and advising them on ways to improve;
- (d) participating in the planning of services for children in the area of the authority; and
- (e) undertaking reviews of serious cases and advising the authority and their Board partners on lessons to be learned.

- 8.2 The LSCB is required by section 14A of the Children Act 2004 to prepare and publish an annual report about safeguarding and promoting the welfare of children in Tower Hamlets.

- 8.3 The Council's functions in relation to children include an obligation under section 11 of the Children Act 2004 to make arrangements to ensure that its functions are discharged having regard to the need to safeguard and promote the welfare of children. Consideration of the annual report of the LSCB may assist the Council in the discharge of its functions.

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

- 9.1 The report supports One Tower Hamlets by developing our approach to ensuring all children are appropriately safeguarded at all times

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

- 10.1 This is not applicable to this report

## **11. RISK MANAGEMENT IMPLICATIONS**

- 11.1 The LSCB maintains a Risk and Issues Register, capturing risks as identified by a member agency. The risks, mitigation and remedial actions are monitored by the

LSCB Independent Chair and the Executive Business Group. Issues causing concern are escalated by the LSCB Chair to the Chief Executive or Senior Officer of the relevant agency.

**12. CRIME AND DISORDER REDUCTION IMPLICATIONS**

12.1 This is not applicable to this report

**13. EFFICIENCY STATEMENT**

13.1 This is not applicable to this report

**14. APPENDICES**

Safeguarding Children Board Annual Report 2012-13 and Business Plan 2013-14

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**Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012**

Brief description of "background papers"	Name and telephone number of holder and address where open to inspection.
None	Monawara Bakht Senior Strategy, Policy & Performance Officer (with Safeguarding Children Lead) Mulberry Place 5 Clove Crescent London E14 2BG  Tel: 020 7364 2063



Tower Hamlets  
**Safeguarding  
Children**  
Board



# Annual Report 2012 - 2013

**Tower Hamlets  
Local Safeguarding Children  
Board**

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## 1. Introduction by the Interim Independent Chair

I would like to welcome you to the 2012 – 2013 Local Safeguarding Children Board (LSCB) Annual Report for the London Borough of Tower Hamlets.

Tower Hamlets has a vision for “All children and young people to be safe and healthy, achieve their full potential and be active and responsible citizens and emotionally and economically resilient for their future”.

The LSCB partnership has worked with energy and vigour over the last year to realise this vision at a time when austerity measures demand that we think more innovatively at how we can improve safeguarding outcomes for children and their families.

In June 2012 the London Borough Tower Hamlets had an announced Ofsted Safeguarding and Looked after Children Inspection. Ofsted rated the overall effectiveness of safeguarding as Good with the capacity to improve as outstanding. Services for Looked after Children were assessed as Good, again with the capacity to improve as outstanding. This is a fantastic achievement for which the partnership should be proud and demonstrates the excellent work that is taking place to safeguard children and young people.

Over the last year the Family Wellbeing Model has been supporting practitioners work with children and families and in line with Munro promotes early intervention through the Common Assessment Framework. The Ofsted inspectors noted the impact of the Family Wellbeing Model, “children and young people spoken to during this inspection reported that their views and feelings are nearly always taken into account and inform nearly all assessments and planning undertaken through the common assessment framework (CAF)”. This provides a solid base through which to continue our early help work.

The publication of Working Together 2013 in March 2013 sets the scene for a more local approach to delivering safeguarding services including our early help offer and our Working Together action plan ensures we are working as a partnership to achieve this.

The changing demography within the London Borough of Tower Hamlets places increasing challenges to ensure that we reach the diverse faith and community groups and support them in safeguarding their communities.

It is essential that as we move forward we have a strong and persistent focus on:

- A partnership that has strong leadership across the partnership with a culture of learning and development
- Quality and effectiveness that allows for quality services to grow and develop
- Recognising practitioners for their expertise and that risk is recognised and managed smartly across the partnership
- The views, experiences and wishes of children and young people and that they are placed at the centre of our work, and their feedback truly valued.

It is important to recognise the contribution LSCB board members have made to the work and achievements of the LSCB over that past year.

Brian Parrot Independent LSCB chair resigned in October 2012. He drove forward a range of initiatives and led the LSCB through the SLAC inspection in June 2012. Brian is thanked for his leadership and commitment to the LSCB.

Isobel Cattermole Director of Education Social Care & Wellbeing, retired in March 2013. Isobel played a significant role on the LSCB and the culture within which the LSCB operates is testament to her strong leadership and passion for ensuring children and young people are at the forefront of service development and delivery.

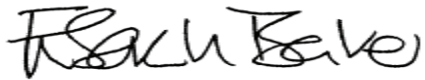
Ann Johnson played a huge role in the learning and development of the partnership. Ann ensured the LSCB was committed and on track to have a workforce who had the skills and expertise to deliver safeguarding services to the children and young people of Tower Hamlets.

We also thank all those members who have left over the past year and welcome new members who have taken their place at the LSCB.

Our priorities over the coming year will be:

- Embedding Working Together 2013 into our everyday practice
- Developing our workforce in line with our local learning & improvement framework
- Ensuring learning from the serious case review (Child F) is taken forward and embedded in practice across the LSCB partnership
- Recruiting two Lay members to the LSCB membership
- Through our quality assurance strategy undertaking a range of practice audit, themed reviews and deep dive exercises to measure the effectiveness and impact of our partnership working
- Embedding the Family Wellbeing Model to ensure our Early Help offer reaches out across the London Borough of Tower Hamlets
- Recognising the impact of Child Sexual Exploitation and promoting our services to safeguard vulnerable children and young people

- Recognising the impact of domestic abuse on children and young people and continue to develop our services to support children and families at risk
- Working with Commissioners and Providers to ensure robust children's safeguarding structures and systems are in place across the Partnership
- Embedding the engagement and participation of young people with the LSCB

A handwritten signature in black ink, appearing to read 'Sarah Baker', written in a cursive style.

**Sarah Baker**  
**Interim Independent LSCB Chair**

## 2. Context – Tower Hamlets the borough

In recent times Tower Hamlets has experienced the largest population growth in the country and has been the focal point of regeneration in London. Significant development activities include the 2012 Olympic and Paralympic Games, continued development within the Thames Gateway and the expansion of Canary Wharf.

The borough now has the fastest growing population in London, estimated to be 242,000 and projected to increase to 316,300 by 2026. The borough has a relatively young population with 37% of people aged 20-34, compared to 20% across England. This growing population is ethnically diverse, with almost half of the borough's population comprising of Black and minority ethnic groups, with the largest of these (33%) being the Bangladeshi community. 80% of residents claim a religious belief and Tower Hamlets is home to the largest Muslim population in the country.

Tower Hamlets remains a place of contrast. The average annual earnings of those working in the borough is £64,000, yet a third of residents live in poverty. High levels of overcrowding and inadequate housing provision can mean additional challenges for families and create higher stress and risk factors for families. A key issue faced by the local authority is in developing support for our most vulnerable young people and ensuring that they have access to safe, appropriate accommodation. Health inequality remains a key characteristic of the borough, with the average life expectancy below the London average for both men and women, and a high proportion of babies born in the borough have a low birth weight.

There were an estimated 65,769 children and young people aged 0 to 19 in Tower Hamlets in 2012, representing 26.1% of the total population. The young population in the borough is projected to rise, with the number of children between 0 and 19 years of age expected to grow by 7% between 2012 and 2015, with further growth projected by 2025.

In 2012, 89% of the school population were classified as belonging to an ethnic group other than White British compared to 26% in England overall. Furthermore, English is an additional language for 74% of pupils where English and Bengali are the most commonly recorded spoken community languages in the area. Of those children and young people under 19 years, 55% come from a Bangladeshi background.

The most recent 'official' child poverty rate relates to 2010 and shows that 49 per cent of all children in Tower Hamlets live in poverty. This is the highest rate in the country; however, the rate has been showing significant improvement in recent years – falling from 64 to 49 per cent between 2007 and 2010. The poverty rate measures the percentage of children who live in families in receipt of out-of-work (means tested) benefits or tax credits, where income is less than 60 per cent of the median.

Children and young people with additional needs include:

- 1,582 children and young people registered with the Council as having a disability (February 2012)
- 1,541 children and young people with a statement of special educational needs, and 6,923 registered as School Action or School Action Plus (of the total 41,125 children on the School Census for Spring 2013)
- 303 Looked After Children (LAC), 328 children with child protection plans and 1,286 child in need cases (31 March 2013). 60% of LAC and 72% of those in residential care have some level of emotional and mental health problem, 11-16 year olds with an emotional disorder are more likely to smoke, drink and use drugs. A high proportion of young people leaving care experience poor health, emotional and social outcomes.



### **3. Governance and Accountability**

Working Together to Safeguard Children 2010 states that LSCBs are the statutory mechanism for agreeing how the relevant organisations in an area work together to safeguard and promote the welfare of children in the locality and for ensuring the effectiveness of that work.

Working Together to Safeguard Children 2013 strengthens the functions of LSCBs and places a renewed emphasis on LSCBs having effective governance and accountability arrangements to ensure the delivery of activities which make a difference to the safety and quality of life of children and young people.

#### **The Independent LSCB Chair**

Brian Parrot held the position of Chair of the LSCB from January 2010 – Sept 2012. Sarah Baker was appointed as interim Chair in October 2012. The Chair is allocated approximately 30 days per year to fulfil their role. This includes meeting with partners, chairing both the main board and executive business group on a bi-monthly basis, attending other partnership meetings, visiting front-line services quarterly and representing Tower Hamlets' LSCB regionally and nationally. Working Together 2013 strengthens the Chair's role significantly and in future Tower Hamlets' LSCB, in conjunction with the Paid Head of Service/Chief Executive, will need to review the role, capacity and performance of the Chair.

A recruitment process is underway to appoint a permanent Independent Chair.

#### **Governance Strategy and Compact**

The Tower Hamlets LSCB Governance Strategy has been developed to bring the LSCB in line with Working Together 2013. It demonstrates how the LSCB will meet its additional roles and responsibilities; how it will evidence effectiveness and that the LSCB is improving outcomes for children, including how it will hold all key partners and the LSCB Chair to account. The development of this document has facilitated a review of the LSCB membership, frequency, structure and business management support, as well as the leadership role of the LSCB Chair. The effectiveness of the Governance Strategy will be analysed in the LSCB Annual Report 2013-14.

The Tower Hamlets LSCB Compact (see Appendix 1) sets out the expectations of each partner agency and their representative in order that it can effectively discharge its duties as set out in the Children Act 2004 and within Working Together 2013. All new LSCB Members will be expected to attend an induction meeting with the LSCB Chair and Business Manager, where the Compact will be further embedded to allow meaningful contribution.

The LSCB has a collective responsibility to identify where risks exist in terms of both safeguarding practice and reputation vulnerability for the collective and individual agencies.

A LSCB Risk and Issues Register has been developed as a working document to track certain and/or probable safeguarding risks. Agencies assess and set out their mitigation against these risks and this is monitored by the LSCB Chair and by members at each LSCB meeting. The aim is to reduce or remove the risks and understand what remedial action will be put in place.

### **The LSCB Board**

The LSCB Terms of Reference can be found in Appendix 2 and the Board Membership is set out in Appendix 3.

The LSCB full board meets bi-monthly and is scheduled one month after the Executive Business Group. There have been five full board meetings held this year, inclusive of a board development workshop.

Over the past year the LSCB Board has reviewed its composition and made changes to increase its effectiveness and to bring about greater accountability and challenge. The membership across the LSCB has also been revised to increase the resources to support the wider functions of the partnership.

Moreover, the LSCB has identified a need to look at the implications of how agencies work together as a partnership to support the Board's ability to respond to the key findings of the Francis Report (2012) arising from the Mid Staffordshire NHS Foundation Trust Public Inquiry.

The changes resulting from the re-organisation of the Health economy and the development of the Clinical Commissioning Group (CCG) have led to an increase of new Health members to the Board. The Designated Nurse Consultant will jointly represent local CCG and NHS England London in a unique London arrangement.

The LSCB full board will meet three times during 2013-14.

### **The LSCB Executive Business Group**

The LSCB Executive Business Group Terms of Reference can be found in Appendix 4 and the Executive Business Group Membership is set out in Appendix 5.

This group is responsible for overseeing the management of the LSCB, undertaking horizon scanning of key national developments on behalf of the LSCB and providing the initial scrutiny of safeguarding arrangements and performance of LSCB functions and partner agencies.

The Business Group meets bi-monthly, in between full board meetings and has met seven times this year, inclusive of two extraordinary meetings convened in the same period.

The membership of this group is smaller, consisting 18 representatives from across the Local Authority, Health agencies, Metropolitan Police Service and Voluntary Sector. The size and composition allows for more rigorous and detailed challenge led by the interim LSCB Chair. The group's profile has remained consistent and well attended.

### **The LSCB Subgroups**

The revised governance arrangement has six subgroups and a number of task and finish groups overseeing the delivery of LSCB functions and the overarching work plan (business plan). The structure of the LSCB can be found in Appendix 6.

The LSCB Chair has worked closely with the sub group chairs to facilitate the delivery of their work programmes.

### **Lay Members**

To date Tower Hamlets LSCB has not recruited Lay Members to the Board. The Board has put this on hold until a permanent Chair is recruited and can be involved in the recruitment process. In addition, Board members have been keen not to recruit Lay members while significant changes have been taking place across the public sector, preferring instead to wait for a period of stability.

However, a priority for Tower Hamlets' LSCB for 2013-14 will be the recruitment and induction of two Lay Members and the Board wants to ensure its Lay members are able to facilitate strong public engagement and challenge.

During the past year Tower Hamlets LSCB has had strong representation from the Voluntary Sector allowing the Board to gain an in-depth understanding of local community issues.

### **Communication – Informing Strategy through Practice**

In the past year, the LSCB has enhanced its communication with professionals. The views and experiences of those working with children and their families has also been brought more systematically to the attention of the LSCB in a manner that is both transparent and structured. The LSCB produces a quarterly Newsletter that captures key local and national developments, as well as providing a special feature on one LSCB member agency or designated safeguarding personnel at a time. The first publication focused on the changes, improvement and challenges across the health economy.

Another new activity introduced this year has been the visits to frontline services by the Chair and another Board member. Such visits have enabled the Chair to

experience how practitioners are working, the difficulties and challenges they face and whether safeguarding arrangements and practice are evident and having the desired outcome. Visits to date include to the acute service for children at the Royal London Hospital, Tower Hamlets Children's Social Care and the Borough Police Public Protection Unit. A positive outcome, on each occasion, has been the identification of previously unknown safeguarding risks highlighted by practitioners and these have been brought to the attention of the LSCB by the Chair. Mitigation has since been put in place and outcomes of the remedial action taken will be reported in next year's annual report.

A priority for 2013-2014 will be to ensure children and young people in Tower Hamlets are engaged in the safeguarding work of the LSCB and are able to influence the business planning priorities as well as deliver safeguarding messages to children, young people, their parents and carers that are meaningful, local and current.

### **LSCB Resources**

Tower Hamlets LSCB operates a pooled budget but the annual cost of the LSCB is not wholly reflected in the financial statement as it does not capture the contribution in-kind by partners or the additional financial support absorbed by the Local Authority. In-kind contribution includes people-time, free venues and a pool of trainers delivering the LSCB multi-agency training programme – in particular the domestic violence, sexual exploitation and working with BME/faith community training.

Staffing, Independent Chair and conducting Serious Case Reviews costs remain the largest LSCB spend followed by training. To date, the LSCB has had an adequate budget but this has not been tested by the delivery of the whole range of LSCB functions i.e. publicity campaigns, communication formats, young people participation, supporting Lay members.

A review of contributions to the LSCB will need to occur in tandem with next year's business planning cycle to ensure Tower Hamlets' LSCB budget and proportional contributions can meet increased expectations/outputs and is on par with its neighbouring LSCBs, of whom some receive financial support from the same organisations. The present financial climate makes it difficult for a significant increase in contributions however alternative resources to deliver the 2013-14 business plan may need to be identified to support the LSCB to fulfil its role and ensure appropriate accountability.

Appendix 7 provides a breakdown of LSCB income and expenditure for 2012-13.

The LSCB is supported by a Business/Board Manager role which sits within the Local Authority Education, Social Care and Wellbeing Directorate Strategy, Policy

and Performance function. Support and resources for the Child Death Overview Panel is provided by Public Health through a dedicated Coordinator.

### **Relationship with the Children and Families Partnership Board**

The LSCB Chair has a seat on the Children and Families Partnership Board (CFPB) to provide scrutiny to the work of the Partnership in relation to safeguarding. The Lead Member for Children's Services, who holds the political responsibility for Safeguarding and attends the LSCB in his capacity as 'participant observer' (non-decision making role) also chairs the CFPB. Some of the LSCB members are also members of the Partnership Board. The above arrangements ensure there is communication and feedback between the two Boards.

In 2012 the Children and Families Partnership developed a three year Children and Families Plan (to replace the previously statutory Children and Young People's Plan) which focuses on the needs of vulnerable children, young people and their families and which LSCB members were consulted on.

### **Relationship with the Community Safety Partnership**

The Tower Hamlets Community Safety Partnership (CSP) is a multi-agency strategic group set up following the Crime and Disorder Act 1998. The Partnership is built on the premise that no single agency can deal with, or be responsible for dealing with, complex community safety issues and that these issues can be addressed more effectively and efficiently through working in partnership. The CSP is made up of both statutory agencies, such as the Police, Council, Probation, Public Health, NHS and London Fire Brigade, as well as cooperating bodies within the borough. The Partnership provides a forum in which local people and agencies can engage each other in constructive discussion and debate about policing, crime and community safety issues. The Partnership meets bi-monthly and is chaired by the Police Borough Commander and the Deputy Mayor with responsibility for Community Safety in Tower Hamlets.

To ensure coordinated delivery of activities in the areas of crime, disorder, anti-social behaviour, substance misuse and reducing re-offending, the CSP has a sub-structure of groups and boards which are expected to address overarching partnership priorities within their own plans. The LSCB sits within this sub-structure and has regular dialogue with the CSU – in relation to safeguarding children issues. The Boards have members in common who ensure effective communication and feedback, with the LSCB chair expected to provide the CSU updates on performance against their delivery plan. The Community Safety Plan 2012-13 identified two priority areas for the LSCB to report against, these were:

#### *CSP Strategic Priority 3.1: Focus on Crime and Anti-Social Behaviour:*

This priority area focused on the development of a partnership based Violence against Women and Girls (VAWG) approach, led by the Council's Domestic Violence and Hate Crime service. The LSCB reported that the VAWG Strategy was agreed by

its members and mandated agency involvement to promote and implement the action plan, which encompasses all forms of abuse and exploitation against women and girls. The VAWG training for professionals has been added to the LSCB multi-agency training programme.

*CSP Strategic Priority 4.4: Keep vulnerable children, adults and families safer, minimising harm and neglect:*

The LSCB were asked to identify and meet the needs of families through the local Family Wellbeing Model (FWBM) approach and were able to report via its partners that the FWBM is under regular review and practice areas had been strengthened through the development of a Tower Hamlets Multi-Agency Safeguarding Hub (MASH).

### **Relationship with the Domestic Violence Forum**

The Domestic Violence Forum is chaired by the Head of Community Safety and oversees the borough's multi-agency approach to addressing domestic violence against men, women and young people. The forum has developed the Violence against Women and Girls Strategy, which includes sexual violence, trafficking, prostitution, sexual exploitation, dowry abuse, female genital mutilation, forced marriage, so called 'honour' based violence, stalking and harassment. A dedicated member of staff has been recruited to drive the work strands forward with the CSP and LSCB partnership.

The Domestic Violence Forum reports directly to the Community Safety Partnership and meets quarterly to have oversight of the Multi-Agency Risk Assessment Conference (MARAC), a safety planning panel, the specialist domestic violence court, the DV One Stop Shop, Housing and Health drop-in services, the DV duty line, training and all safeguarding matters related to domestic violence. The Domestic Violence Forum is ultimately responsible for ensuring that appropriate services are provided within the borough for both domestic violence victims (adults and children) and those perpetrating violence against them, as well as raising awareness amongst professionals and the public. A road show of events during the International Violence against Women's Day was held in November 2012, including a specific joint event with Karma Nirvana. The aim of this was to raise awareness of domestic violence, forced marriage and 'honour' based violence and its effect on children and young people.

The impact and experience of children living in domestic violence situations has become embedded in single and multi-agency training, included in risk assessment and referral pathways. The involvement of Children's Social Care senior management at MARAC has further enhanced safety planning for children.

The LSCB Children and Domestic Violence Subgroup will cease to continue as an LSCB lead group and become embedded in the Domestic Violence Forum.

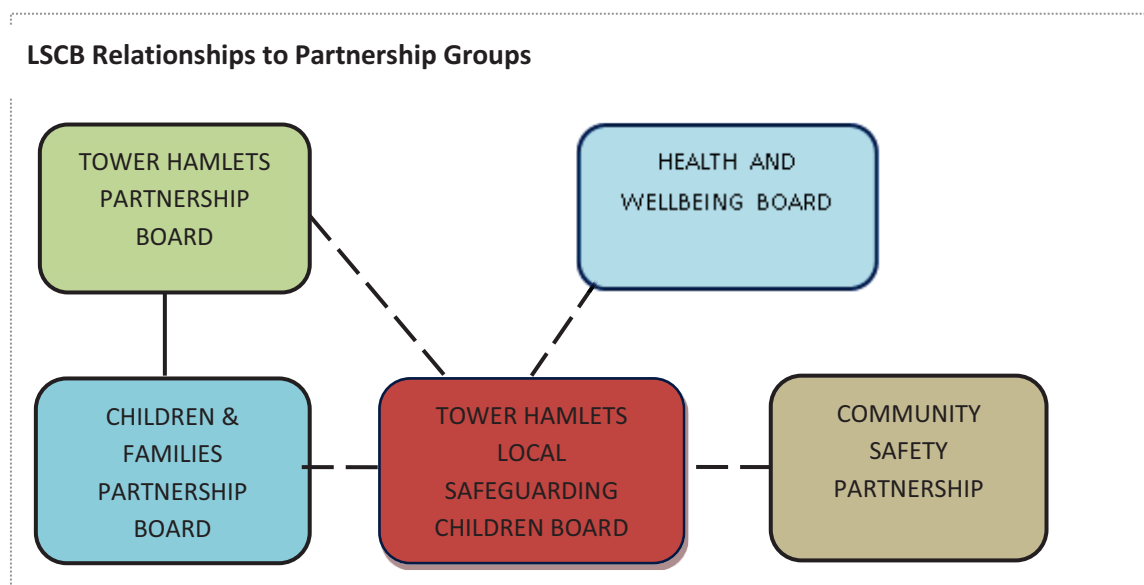


The Community Safety Partnership provides an annual report on domestic violence work in Tower Hamlets and the outcomes for children who are subject to multi-agency safety planning.

### Relationship with the Health and Wellbeing Board

The Tower Hamlets LSCB is discussing its relationship with the shadow Health and Wellbeing Board (HWB), which is a forum for local commissioners across the NHS, Public Health, Social Care and Health Watch representatives to work together to improve the health and wellbeing outcomes for the local area. The LSCB Chair will be invited to meetings as appropriate and will work with the Chair of the Health and Wellbeing Board to ensure implications for safeguarding children are addressed in commissioning and planning.

*The diagram below shows the relationship between the LSCB and other partnership boards within Tower Hamlets.*



## 4. LSCB Partner Agencies Safeguarding Activity

This section sets out some of the safeguarding activity undertaken in 2012-13 by agencies represented in the LSCB.

### Clinical Commissioning Group (CCG)

2012-13 marked the final phase of NHS restructuring as Tower Hamlets' CCG took over statutory responsibilities from the local Primary Care Trust. The CCG ensured it was prepared to undertake this responsibility which includes maintaining effective safeguarding arrangements across Health. The CCG achieved the following:

- Successfully completed the NHS England authorisation process and was commended on its safeguarding children arrangements
- Compliance with Section 11 Children Act 2004
- Secured appropriate safeguarding expertise to ensure it has the right advice to inform commission decisions and quality markers
- Strengthened support to GPs and advice to the CCG through the appointment of a Named GP
- Implemented a 'research approach' to develop its commissioning plans
- Ensured it is represented at appropriate partnership boards i.e. HWB, LSCB including representation of NHS England (London)
- Monitored and quality assured the safeguarding arrangements of local health providers and held them to account
- Set up a specific safeguarding and commissioning group that feeds directly to the CCG Governing Body
- Tested out the new arrangements to ensure NHS restructuring has not produced unintended risks to the system
- Embedded safeguarding children mind-set among commissioners including delivering safeguarding children training to the CCG Governing Body

### *Priorities for 2013-14*

In the coming year, the CCG as a commissioning organisation is in a position to respond quickly to indicators of poor quality services by a failing provider and address these. For 2013-14, the CCG will:

- Ensure it can demonstrate safeguarding children is reflected in all its work and preparation for inspections
- Ensure stability for safeguarding arrangements and improve risk areas of providers
- Develop the supervision support for General Practice
- Review the quality of Looked After Children services across health within and out of borough through an effective process for joint working with the local authority



- Revise the performance dashboard to reflect outcome measures for children as per Munro Recommendations
- Ensure Designated Professionals work collectively on arrangements across the main provider footprint

### **Barts Health NHS Trust**

Barts Health NHS Trust has combined acute and community health services and now has an integrated Safeguarding Children team. This has led to improved communication and sharing of information when children and young people have attended hospital.

The school nurses (community health) who provide support to the most vulnerable children and young people now attend Accident and Emergency Department Psychosocial meetings (Acute) where information sharing and case discussion takes place regarding children and young people presenting with complex needs, such as risk taking behaviour, substance misuse and mental health concerns.

A new adolescent group at the Royal London Hospital is an inter-professional working group consisting of representation from Health (Paediatric and Adult Nursing), Paediatric Liaison Team (Mental Health), Social Care, Safeguarding and Education. The group ensures that there is a consistent level of access to appropriate advice and to effective services which address the health, social, educational and emotional needs of the young person.

Funding was secured for the health specialist post to continue to be situated within Children's Social Care front-door service (referral intake). This arrangement has improved access to health information for social care staff, and has additionally been a resource for health staff who have concerns about a child or young person. This post will continue when the Multi-Agency Safeguarding Hub (MASH) is implemented in Tower Hamlets.

As a result of the integrated safeguarding approach, children and young people who are placed on adult wards are quickly identified and provided with additional support to meet their needs as child in-patients.

Information about health issues is shared with Children's Social Care as part of the assessment process in a timely way to ensure that decisions can be made more quickly to progress referrals.

#### *Priorities for 2013-14*

- *Implementation of safeguarding children supervision across Barts Health NHS Trust*

The Barts Health NHS Trust safeguarding children supervision policy is currently in the process of being ratified. A programme of supervision skills training is in place for key staff across the organisation in order to facilitate the delivery of effective safeguarding children supervision. Priority training has commenced in high risk areas, such as A&E and maternity services.

- *Safeguarding Children Training*

Barts Health NHS Trust is working towards CQC compliance at Levels 1- 3 safeguarding children training. Recent training focused on classroom based delivery has proved challenging. The organisation is to develop a competency framework to support the delivery of training in an innovative way that ensures staff have the required level of competency commensurate to their role and their level of responsibility in safeguarding and promoting the welfare of children.

### **Metropolitan Police Service (MPS) – Public Protection**

The Borough Police Public Protection Unit has made progress in the following priority areas:

#### *Improving safeguarding arrangements for all children and young people involved in gangs*

During the past year the MPS Gang Support Unit and Tower Hamlets Gang Unit has formed, providing advice and support and encouraging collaborative working between the Police, Tower Hamlets Local Authority, Children's Homes and Registered Social Landlords (RSL). The Unit also works with the local Job Centre Plus to assist, support and divert young people from gangs.

There are also improved working relationships with youth offending, LBTH and the Safer London Foundation to support children and their families.

#### *Domestic Violence and Safeguarding Children*

In July 2013 the Tower Hamlets Community Safety Unit Domestic Violence car was introduced. A Uniformed Police Officer and Detective respond to DV calls in a support and investigative capacity from the hours of 2pm – 2am when demand is high. The officers provide support and assistance to the victims of DV and their children whilst also securing the evidence forensic value. The creation of the DV Car has proved to be a great success in the assessment and identification of DV offences and therefore the safeguarding of children. As a result Tower Hamlets CSU was one of the most (3<sup>rd</sup> in MPS) successful CSU's in London in terms of reaching judicial disposals for Domestic Violence.

#### *Child Sexual Exploitation (CSE)*

A new CSE investigation team has been set up to explore the extent of Child Sexual Exploitation within the borough of Tower Hamlets. This includes a proactive and robust approach to vulnerable children exposed to CSE.

### *Missing Children*

There is a close working relationship between the police, staff from the two children's homes in the borough and wider children's services staff around missing children. Such collaborative working has greatly assisted the police in finding missing children, recovering evidence and gaining information from other residents within the care setting.

### *Priorities for 2013-14*

- Improving safeguarding arrangements for all children and young people involved in gangs
- The creation of further additional gang exit mentoring programme places each year
- The identification of work experience/apprenticeship places prioritised towards known gang members
- The expansion of the Safe and Secure scheme ie. an expansion of capacity to support at least 15 gang members and families in the borough
- The delivery of a gang focused education programme into all secondary schools and colleges in the borough
- Safeguarding the victims of Domestic Violence and their children through improved collaboration of partners working together
- The implementation of Multi-Agency Safeguarding Hub (MASH)
- The creation of the Child Sexual Exploitation Team within the Public Protection Desk
- Improved collaborative working with all partner agencies exploring innovative ways of working to safeguarding children and young people

### **LBTH Youth Offending Service (YOS)**

The Youth Offending Service's Early Intervention/Prevention programme held an anti-bullying poster competition during anti-bullying week with further funding secured to continue the work.

The service has also developed a customised, specialist YOS child protection procedure and guidance document for YOS staff.

Furthermore, co-working arrangements between YOS, CAMHS and Children's Social Care have been introduced to use the AIM2 Assessment tool to work with young people who are sexual offenders and those who display harmful sexualised behaviour.

Additional activity includes the facilitation of an accredited group-work programme for violent offenders, "Street Rep" while youth workers are also now based with the Adolescent Group situated in Accident and Emergency at the Royal London Hospital.

The YOS has also contributed to joint work with the police to identify and target services for young offenders who are gang associated and those who are vulnerable to offending.

### **LBTH Integrated Youth Service**

In October 2012 LBTH brought back contracted youth providers under the management of the Council. This returned responsibility for approximately 160 full and part-time staff creating an immediate challenge for the service to ensure all staff were sufficiently trained to safeguard children and young people. A programme of induction, training and refresher courses was carried out to ensure the service met a minimum standard.

Core competencies in safeguarding forms an integral part of safeguarding standards, and is tracked through a quarterly staff skills audit.

As part of the services prevention strategy, six ASPIRE courses have been held targeting young people – both males and females who are identified as being sexually active, at risk of becoming teenage parents, in potential violent relationships and / or have low aspirations, self-esteem and confidence. There has been a significant reduction in the under 18 conception rate to 28.5% per 1000 females aged 15-17, a fall of 10.4% from 2010, and 50.7% from the baseline in 1998. Figures published by ONS (2011).

Partnership work with schools, specialist agencies and the community sector have positively developed further, with clear channels of communication and reporting in place.

The Youth Service Registration Scheme ensures a robust commissioning and monitoring system of those potential providers in the voluntary sector, ensuring they are able to meet minimum standards. Providers have to evidence safe practices through safeguarding policy/procedures, CRB checks and vetting external trainers who deliver direct activities/workshops.

Having a workforce that is better informed and a process that is well-managed has increased the confidence of frontline staff. Young people/parents report feeling more positive about engaging or allowing young people to engage in youth service activities within clubs and off site trips/activities. This has led to the Youth service achieving contact with 68.8% of young people with a participation rate of 61.4% during 2012-13.

Through the young carers short break sessions approximately 35 young carers have achieved accredited certificates in Food Hygiene, First Aid, using a wheel chair, understanding illnesses and the effects of medication, anger/stress management.

These are young carers who undertake a significant amount of caring responsibilities for parents/ carers and siblings within the household who may have a disability, suffer from substance misuse or are mentally ill. The sessions have allowed young carers to be more aware of the risks and dangers they may potentially face on a day to day basis and the impact this has on them as individuals.

Tower Hamlets has seen a drop in youth on youth violence through the partnership work with the Metropolitan Police. This partnership has developed into a 24 hours/7 days per week response service provided by the Detached & Response (D&R) Team. D&R send frontline staff to defuse situations and prevent further escalation of youth on youth violence between groups. Further to this, D&R deploy a mobile youth bus to reported high risk areas and engage young people into club activities and enrolment onto courses in Restorative justice, Safeguarding and Conflict resolution with progression onto the Community Champions programme. The Community Champion Programme promotes previously at risk young people to become role models within the borough and assist the work to reduce youth on youth violence and disorder across geographical boundaries.

### **LBTH Children's Social Care**

Children's Social Care (CSC) teams have enhanced their safeguarding responsibilities in response to various changes in their duties and requirements as a result of the Munro Review of Child Protection, external inspection and national policy direction. These include:

*Establishment of the Principal Social Work (PSW) role in May 2012 as recommended by Munro and supported by the Office of Chief Social Work (DfE)*

The PSW delivers on five key areas:

- To direct social work practice
- To provide a voice for frontline social work staff
- To work alongside senior management to raise practice debates and be a critical friend at all levels
- To be involved in raising practice standards overall
- To link to the national practice agenda and raise the profile of Tower Hamlets with The College of Social Work and the Department for Education.

The perspective gained from working across the different parts of the service gives the PSW a unique understanding of practice and the issues faced by social workers. The evidence is triangulated by the various feedback systems and suggestions for change have been made. Practice improvement has benefited children directly, as well as social workers and will help with staff recruitment and retention. The PSW brings a healthy and critical challenge to senior management and debate to the people who can affect the greatest amount of change.

### *LSCB Training Project on Signs of Safety*

The LSCB funded project was rolled out across CSC and health services to embed the Signs of Safety Skills and Tools and improve professional judgments about risk within the context of our local Family Wellbeing Model (threshold framework). The aim is to enable staff to manage more risk prior to statutory social work involvement within health and education settings. Early results show some success in raising the level of skill in risk analysis by colleagues across health and social care, strengthening referrals to CSC and informing 'step-down' out of CSC to partner agencies in the community.

### *Reconfiguration of the front door service/progress of Multi-Agency Safeguarding Hub (MASH)*

Building on the service developments last year, Tower Hamlets in partnership with health and the police has advanced plans to put in place a local Multi-Agency Safeguarding Arrangement (MASH), as an extension of the current Integrated Pathways and Support Team (IPST). A multi-agency steering group has overseen the implementation of this work from an incremental/phased approach. Funding for a health post has been secured to form part of the multi-disciplinary team. The final phase will involve the co-location of the Police Public Protection Desk (PPD) alongside IPST in July/August 2013. A formal launch of arrangements will take place in the Autumn.

### *Safeguarding Children and Domestic Violence*

In light of the increased awareness and rising demand in relation to domestic violence, CSC continues to review its service response to domestic violence. A number of key developments are taking place notably the devising of a CSC strategy to manage cases of domestic violence, review of the CSC interface with MARAC, which strengthened senior manager presence with MARAC. The Positive Change Programme (Domestic Violence Perpetrators Programme) was delivered again this year, but in response to need, was expanded to include a specific programme for Bangladeshi male perpetrators. Work with women and children experiencing domestic violence ran in tandem with the two programmes. The outcomes of this will be reported next year.

### *Child Sexual Exploitation*

Tower Hamlets Children's Social Care have had a long standing multi-agency practitioners group, which brings together those directly working with children and young people to share information and knowledge on CSE activities and formulate actions to intervene and support young people. In the past year, the LSCB has participated in national research commissioned by the Office of the Children's Commissioner and carried out by the University of Bedfordshire. This research is exploring the extent that young people are involved in CSE through groups and gangs, focussing on both victims and perpetrators. The CSE practitioners group have acted



as focus group informing the research from direct practice experience. The LSCB anticipates the final report to be published in Autumn 2013.

The LSCB has set up a CSE working party to understand how wide this problem is locally and who are most likely to be at risk through the development of data collection. In the coming year, the working group will develop a local CSE Strategy and Protocol to aide practitioners in being able to identify those at risk of or being sexually exploited and provide young people with the assistance to divert from risky lifestyle choices, for example, truanting from school, going missing, misusing substance.

### *Children Missing from Education (CME)*

Tower Hamlets children missing from education service has a lead officer who:

- identifies children who are residing in the borough but out of school and in need of support with accessing education
- locates and engages these children and their families
- tracks children who have left the borough with no known education destination and ensuring the appropriate authorities are informed
- maintains a missing children register

The main sources of referrals to the missing children service are the Council's Attendance and Welfare Service, Children's Social Care, Pupil Admissions Service, Tower Hamlets schools as well as other LAs. The Ofsted inspection of Safeguarding and Looked After Children services in June 2012 found that systems in place for supporting CME and tracking missing pupils were excellent.

Another group of children out of mainstream education are those who are home-educated. Tower Hamlets works alongside two specialist consultants forming the Home Education Team and who ensures they have an oversight of children that are home-schooled and for those where home education is not deemed appropriate. In partnership with the parents, the consultants make a referral to the CME lead officer to discuss alternative options, very often this cohort tends to be children who have been pulled from schools as a victim or perpetrator of bullying and the family is not equipped to home-educate.

Children missing, while in care, have taken on considerable importance over the last 12 months. There has been a Parliamentary working group report on missing children as well as reports from the Office of the Children's Commissioner and other national children's charities making a direct link between children missing from home or care of being at greater risk of sexual exploitation.

Children's Social Care monitors children who go missing from care i.e. from their foster home or residential unit on a monthly basis. Children who remain missing from care are brought to the attention of the CME lead who in conjunction with

Children's Social Care works extensively with health, police and education to locate the young person.

#### *Children's Social Care Quality Assurance*

Children's Social Care has both strengthened and widened its quality assurance activities through the development of a quality assurance framework and embedding quality assurance processes across the management structure. Following on from the Safeguarding and Looked After Children Inspection in June 2012, the role of the Children's Independent Reviewing Officers has been strengthened through the implementation of a practice alert system within child protection and children in need reviews, as well as the children looked after reviews. This will be evaluated and reviewed next year.

A number of practice areas have been independently audited by the audit and project managers including Care Pathways, Pathway Plans and Case Recording, the learning from these has been taken forward and implemented within the respective service areas. This is in addition to the case file audits completed by managers on a monthly basis from which practice themes are now being highlighted.

A system of evidencing management oversight has been introduced and outcomes of cases audited across the service are now monitored by senior social care managers as part of the monthly management information report.

A number of internal case management reviews have also been conducted by the Child Protection and Reviewing Service and practice learning for Children's Social Care staff is identified and taken forward through the senior management team.

#### *Safeguarding Arrangements during the London 2012 Olympic Games*

Children's Social Care took the lead on behalf of the LSCB to ensure safeguarding arrangements across the Partnership could deliver a safe and enhanced service. Tower Hamlets cooperated with a shared duty service with the other Olympic Boroughs in East London. Practice guidance was developed and communicated across front-line services to ensure changes to business continuity was understood and did not impede our being able to respond to child protection concerns.

#### *Safeguarding Work with the Community:*

Children's Social Care oversees the work with faith communities. The work is primarily delivered by the African Families Service and the Muslim Families Service, managed within the Child Protection and Reviewing Service. Both services are well established, have cross agency steering groups and have established strong links with Tower Hamlets Muslim and Black African communities.

The work of both groups has very much reflected the four key actions highlighted in the Government's 'Action Plan to Tackle Child Abuse Linked to Faith of Belief' –



Engaging Communities, Empowering Practitioners, Supporting Victims and Witnesses and Communicating Key Messages.

In relation to:

**Engaging Communities** – the African Families Service has a Pastors and Community Leaders group which meets bi monthly to be informed about and discuss safeguarding issues that impact on the Black African Community. Over this last year for example the sessions have included ‘gangs and youth violence’, ‘private fostering’ ‘child disability’ and ‘parenting in the UK’. Previous topics have included spirit possession and physical chastisement. These forums are attended by upwards of 50 pastors and community leaders and by service users/parents/members of their congregations.

The Muslim Families Service has delivered three large scale seminars to address the following topics:

- Accepting & Understanding Your Child’s Disabilities
- Fatherhood
- Children See, Children Do

All three seminars were well attended by parents and local community groups (over 100 participants) as well as professionals from health, education and social care services. These seminars are delivered in partnership with Tower Hamlets Council of Mosques and facilitate a dialogue between professionals, community/faith leaders and parents, through presentations and small group discussion to understand what impacts on parenting for the local Bangladeshi community. For example, the perceived stigma attached to having a child with disabilities, perceptions of why children do what they do and how adult behaviour can impact on children’s behaviour, the importance of fatherhood in wider family life and the concept of fatherhood from an Islamic perspective. These seminars are part of the on-going work plan for the Muslim Families Service and previous topics have included forced marriage and sexual exploitation. In addition to the seminars, regular safeguarding sessions are held with parents within Tower Hamlets schools where topics of physical chastisement and sexual exploitation are covered

**Empowering Professionals** – both the African Families Service and the Muslim Families Service delivered cross agency training to professionals under the LSCB training programme. As well as the formal 2 day training the African Families Service provides a monthly cross agency reflective practice forum for practitioners needing advice/guidance on cases involving Black African children and families. This service was not fully available over the last year due to the recruitment of new staff to the group who required specialist training which is currently taking place. The Muslim Families service also delivered regular child protection training to Islamic Teachers in partnership with the Council of Mosques and the Islamic Teachers Association. These areas of work are part of the service's on-going work plan.

**Supporting Victims and Witnesses** – As part of the Positive Change programme (domestic violence perpetrator work), the first Bangladeshi Caring Dads programme was delivered by the Muslim Families Service in partnership with the probation service and Eva Armsby Family Centre. This was very successful and further programmes are planned for the coming year. The partners and children of the men involved with the programme will be supported in parallel throughout the process.

**Communicating Key Messages** – The Muslim Families Service has utilised Ramadan Radio to deliver key safeguarding messages on for example child sexual abuse and domestic violence. The African Families Pastors and Community Leaders Forum is used regularly by the Local Authority and other services to access the Black African community and communicate information/ encourage participation, for example this year Health have attended in relation to use of Children’s Hospice services.

### **Voluntary Sector**

Volunteer Centre Tower Hamlets provides the Forum for the network of voluntary sector organisations working with children and young people. The LSCB promoted the national Safe Network self-assessment audit tool as a useful resource for the voluntary sector. It sets the standards for this sector to operate safely and is section 11, Children Act compliant. The Voluntary Sector Children and Youth Forum (VSCYF) Coordinator supported 15 organisations to complete an audit.

The voluntary sector organisations that have completed Safe Network audits are better prepared to respond to children’s safeguarding needs; many introducing systems to ensure their staff know how to implement the procedures where necessary. As a result of these audits and a Safe Network workshop, particular areas of concern, including cyber-bullying, e-safety and managing allegations, were highlighted for further development.

Two training courses were held for voluntary sector organisations which focused on writing policies and procedures and safeguarding tools. Workshops on e-safety and Tower Hamlets’ Family Wellbeing Model were developed as part of a rolling programme of themed workshops for the voluntary sector.

Information on safeguarding children during the Olympics was disseminated to the voluntary sector and the Voluntary Sector Children and Young People Forum (VSCYF) e-bulletin ensures providers were aware of changes to the CRB/ Independent Safeguarding Agency, seasonal child safety resources, anti-bullying and e-safety and making referrals to social care’s IPST.

The Voluntary Sector Children and Youth Forum has prioritised improved responses to cyber bullying and other e-safety issues, managing allegations and embedding the Family Wellbeing Model through a better understanding of thresholds.

## 5. Effectiveness of Safeguarding Work in Tower Hamlets

The Quality Assurance and Performance Subgroup monitors the effectiveness of Safeguarding in Tower Hamlets.

### Safeguarding and Dataset Performance

The current performance indicators are based on the London Safeguarding Dataset, compiled by the London Safeguarding Board in 2007. Tower Hamlets' LSCB adopted the London dataset in 2008 to suit local needs.

Following the recommendations of the Munro Review of Child Protection, the government published a new Safeguarding Performance Framework. Therefore the LSCB dataset is under review. 2012-13 has been a transition year for the LSCB in relation to performance and the dataset as we develop our own indicators to replace the London dataset. This year our focus on performance data has not been as rigorous as we would have liked and a priority for 2013-14 is to ensure that the new dataset includes revised indicators that can be reliably collected and reported on. The LSCB also wants to ensure regular reporting and rigorous performance challenge by the Board.

The tables below set out our safeguarding performance in key areas and outcome measures for this year (2012-13) in comparison to 2011-12:

*Children and Young People who are the subject of a child protection plan:*

<b>Final Outturn 2011-12</b>	<b>Final outturn 2012-13</b>	<b>Target 2012-13</b>
54.47 per 10,000 of under 18 population	<b>59.2</b>	<b>n/a</b>

There was an increase in the number of children on child protection plans during the second half of 2012-13, rising from c.300 to 347 at its peak. By March 2013 the number of plans had begun to fall. This measure is being monitored within the Council's Education, Social Care and Wellbeing Directorate, and corporately as part of work to assess any impact of welfare reform measures, and will be part of regular reporting to LSCB in future (N19 from new national safeguarding performance framework). The increase cannot be explained by any disproportionate rise in a particular age or need category.

*Child Protection Plans (CPP) lasting 2 years or more:*

<b>Final Outturn 2011-12</b>	<b>Final outturn 2012-13</b>	<b>Target 2012-13</b>
8.12%	<b>9.09%</b>	<b>12-5.5%</b>

Performance of 9.09% remains within the 12%-5.5% target banding.

*Percentage of children with disabilities subject to a child protection plan:*

<b>Final Outturn 2011-12</b>	<b>Final outturn 2012-13</b>	<b>Target 2012-13</b>
3.8%	<b>5.47%</b>	<b>n/a</b>

There has been a slight increase compared to the reported figure of 3.8% at the end of March 2012; however this is not necessarily significant given the small numbers of children involved. At the end of March 2013 there were 18 children with disabilities who were also subject to a child protection plan out of 329 children known to the LA's Integrated Services for Disabled Children. Of these, 8 were female and 10 were male. Further breakdown by ethnicity shows that 15 were Bangladeshi; 2 were Somali, 1 was White/Black Caribbean.

*Percentage of referrals to children's social care going on to initial assessment (LBTH assessment):*

<b>Final Outturn 2011-12</b>	<b>Final outturn 2012-13</b>	<b>Target 2012-13</b>
55.8% (initial assessment) 47.7% (LBTH assessment)	<b>92.7%</b>	<b>n/a</b>

Total referrals (2340) and total LBTH assessments completed (2169).

*Percentage of initial assessments for children's social care carried out within 10 working days of referral:*

<b>Final Outturn 2011-12</b>	<b>Final outturn 2012-13</b>	<b>Target 2012-13</b>
50%	<b>60.8%</b>	<b>65-70%</b>

Performance at end of 2012-13 has improved by c.10 percentage points since 2011-12 to 60.81%, but was still below the target of 65%. As with performance this year for NI60, this indicator has been affected by the move to the use of a single assessment process i.e. the TH assessment framework, in line with the revised Working Together guidance, no longer distinguishes between type of assessment (core and initial).

*Percentage of core assessments for children’s social care that were carried out within 35 working days of their commencement:*

<b>Final Outturn 2011-12</b>	<b>Final outturn 2012-13</b>	<b>Target 2012-13</b>
65.7%	<b>61.6%</b>	<b>70-75%</b>

Performance for 2012-13 stands at 61.63%, down from the previous year and missing the minimum target of 70%. It should be noted that during this period LBTH had introduced a single assessment process in line with the recommendations of the Munro Review. Revised Working Together guidance for practice in this area has now confirmed the use of a single assessment process, with the aim that assessments should be completed within 45 days (the percentage of assessments completed within 45 days as at 31 March 2013 was 74%).

*Numbers of completed Common Assessment Framework (CAFs):*

<b>Final Outturn 2011-12</b>	<b>Final outturn 2012-13</b>	<b>Target 2012-13</b>
813 (target 900)	<b>887</b>	<b>850</b>

The number of CAFs completed is a culmination of the CAFs registered online across the various agencies that make up the Children and Families Partnership using the borough’s eCAF system, referred to as ‘THIS Child Online’ and represents the number of assessments carried out in 2012-13. The number of CAFs also includes both the CAFs created outside the eCAF system e.g. completed offline and subsequently uploaded and those entered directly in to the eCAF system. The final outturn for 2012-13 is 9% more than the previous year’s and exceeds the target. It is anticipated that this performance is maintained through 2013-14 with reporting next year to include the impact of CAFs, through the monitoring of the number of CAFs reviewed i.e. families are supported down from targeted intervention due to sustained improvement.

### **Quality Assurance/Case Audit**

Two case audits were completed this year. One focused on referrals to Children’s Social Care and aimed to test the level and understanding of thresholds across the LSCB. The second audit arose in response to the Ofsted Inspection of Safeguarding and Looked After Children Services findings, and sought to explore how effectively the Team Around the Child is working to make a difference for children whose cases were closed by social care. The outcome and impact of the latter case audit will be reported in the 2013-14 annual report.

The monitoring of various action plans was amalgamated to ensure the LSCB has better oversight of the progress it makes across thematic learning areas. An

umbrella action plan now monitors key actions from serious/case review, inspection and case audit findings.

### **Inspections of Quality and Impact of Safeguarding Services**

In June 2012, the Ofsted Inspection of Safeguarding and Looked After Children Services was carried out jointly with the Clinical Quality Commission (CQC) which focused primarily on Children's Social Care and Health but sought input from LSCB partners. Tower Hamlets was rated Good with some outstanding features. In order to improve the quality of provision and services for safeguarding children and young people in Tower Hamlets, the local authority and its partners were asked to take the following actions.

#### **Immediately:**

- Ensure that electronic case recording systems effectively support staff to record their work and evidence management of oversight in all cases
- Ensure that the emergency duty service have timely access to all necessary information to ensure risk management is effective

#### **Within three months:**

- Ensure that staff within Barts Health NHS Trust have the required level of training and supervision appropriate to their roles and responsibilities in safeguarding children
- Review the format of reports to initial child protection conferences in order that there is consistency across the authority to more robustly record and evaluate risk and protective factors, as well as making such reports available to practitioners and parents in a timely manner
- Ensure the Children and Families Partnership holds the LSCB to account for the effective delivery of the LSCB work plan for 2012-13
- Appoint a named GP to support the work of the LSCB and continue to develop the role and contribution of GPs in keeping children safe at strategic and operational levels

#### **Within six months:**

- Ensure that NHS commissioners and local providers strengthen their capacity to deliver lower level support to young people with emotional and mental health needs
- Keep under review the implementation across the partnership of the Family Wellbeing Model in order that all agencies have a shared understanding of the thresholds for access for children in need and children in need of protection

- Review how the views, wishes and feelings of children who enter the child protection system can most effectively be promoted and considered at child protection conferences, including their supported attendance.

The LSCB has been undertaking quarterly monitoring of the above actions and has made significant progress in implementation. A couple of areas in relation to health actions (training and electronic systems) remain outstanding and the LSCB has sought mitigation for this delay.

#### *Areas of Strengths and Areas for Improvement*

A Quality Assurance Framework was developed to strengthen LSCB performance to enable it to better demonstrate the outcomes for safeguarding children and young people. The coming year will focus on implementing this from strategy to practice and will be supported by the Learning and Improvement Framework.

The new inspection framework in the future will include a separate performance descriptor for the LSCB. Tower Hamlets' LSCB will need to ensure that it is able to hold up to rigorous inspection scrutiny and can demonstrate the difference it makes to the lives of children and young people.



## 6. Child Death and Serious Case Reviews

The LSCB completed one management review using the Social Care Institute of Excellence (SCIE) Systems methodology and commissioned a serious case review in the period of reporting. The latter will be concluded by July 2013 and reported in next year's annual report.

The LSCB case review group is responsible for overseeing this function of the LSCB and reflected on the practice changes as a result of learning from based on previous serious case reviews (SCR). These include:

### **SCRs where domestic violence was significant feature**

*Learning/practice changes:*

- Greater cross agency awareness of impact of DV especially for pre-birth, babies and young children
- Lowering of threshold for CSC intervention with under 2's
- Strengthened strategic domestic violence focus to include children as victims
- Introduced Positive Change Service – to work holistically with Fathers, Mothers and Children

### **SCRs where Lack of Engagement/Assessment of Male Partners/Service Users was a significant feature:**

*Learning/ practice changes:*

- Routine engagement of male partners embedded as part of all assessments
- Changes in Tower Hamlets Assessment Framework explicitly support this in the guidance

### **SCRs where Historical Information not taken into Account/ Over Optimism was a significant feature:**

*Learning/practice changes:*

- Changes in Tower Hamlets Assessment Framework by incorporating historical information explicit in guidance
- Chronologies completed for all cases from point of allocation
- Management oversight strengthened

### **SCRs where Transfer of Cases between Local Authorities was a significant feature:**

*Learning/practice changes:*

- CSC Assertive in ensuring that responsibility accepted and held by other LA - that the case is firmly held in Tower Hamlets before a transfer is made



**SCRs where a Lack of Awareness of Sexualised Behaviour was a significant feature:**

*Learning/Practice changes:*

- Still some gaps (CAMHS input) but growing knowledge of sexualised behaviour assessment and treatment
- Implementation of AIM programme – Schools, CSC , YOS

**SCRs where Non Engagement of Parent (When is Enough, Enough?) was a significant feature:**

*Learning /practice changes:*

- SMARTER Children Protection Plans
- Strengthening of multi-agency core groups
- Greater management oversight
- Strengthening of LA legal planning meeting process

The **Child Death Overview Panel** (CDOP) makes the following recommendations to the LSCB based on the child death cases it reviewed in the year:

**Recommendations arising from modifiable factors and learning points identified in 2012-13:**

Maternity services to ensure that updated protocols on the management of high risk women are fully implemented, including:

- Hyperemesis gravidarum
- Diabetes in pregnancy
- Maternal obesity (BMI > 35)

Maternity services to ensure that unit guidelines on transfer to labour ward are adhered to and a guideline for management of women in the early labour suite should be developed.

Social care to review thresholds and prioritisation of referrals to ensure that concerns about possible neglect or abuse are fully investigated.

Follow up with LBTH Housing on policies in place for families that refuse to comply with mandatory inspection of premises and to ensure that information on safety measures regarding windows and balconies in high rise apartment blocks are passed on by Social Housing Landlords to tenants.

Ensure that questions regarding consanguineous marriage are routinely asked and recorded by GPs and midwives at booking for antenatal care, with the offer of genetic counselling where appropriate.

Public Health to publish initial analysis of local data on consanguinity, as a first step towards identifying what wider local action might be needed.

The CDOP have prioritised the following recommendations for the coming year and will work in conjunction with the LSCB Policy, Information and Communications subgroup to:

- Raise awareness amongst frontline staff, parents and the general public on the recognition of acute life threatening illness, including raising awareness of the RCGP 'spotting the sick child' website
- Ensure that CAMHS - policy on follow up of DNAs has been reviewed and strengthened.

### **Recommendations regarding the operation of the CDOP:**

Strengthen central recording and analysis of child deaths in Tower Hamlets, including re-establishing receipt of monthly reports from ONS, setting up an improved central database and Public Health to undertake an analysis of all child deaths in Tower Hamlets over the last 5-6 years.

Training for frontline agencies on the role and work of the CDOP, including the CAIT team of the Metropolitan Police Service, Health visitors, Paediatric A&E personnel, GP Surgeries and London Ambulance Service

Explore widening the CDOP membership to include representation from bereavement services. Continue to follow up with other London Boroughs on the analysis of child deaths across London.

The permanent appointment of the CDOP Coordinator / SPOC should be agreed.

### *Areas of Strengths and Areas for Improvement*

The LSCB will need to develop a local serious case review model that is underpinned by the principles of a systems approach to learning. This will remain a challenge for the coming year as the change in practice will need to demonstrate how improvements to practice can be sustained in the long term. Previous experience of SCRs nationally has highlighted the same weaknesses in the system or practice despite efforts to improve e.g. quality of recording, supervision and management oversight.

The LSCB will undertake a test case using the best available methodology following research and in collaboration with London Safeguarding Children Board leaders.

## 7. Priorities for 2013-2014

The work plan for the coming year is set out in the LSCB Business Plan (See Appendix 8).

The priorities have been identified to address gaps identified within the revised Working Together to Safeguard Children published in March 2013. The LSCB is committed to working closely with other themed partnerships to ensure governance and strategic co-ordination of common priorities and the effective use of limited partnership resources.

The LSCB business plan includes core activities relating to statutory requirements set out in the Children Act 2004 and LSCB Regulations 2006. The LSCB Subgroups will be responsible for delivering and monitoring some of the activities contained in the business plan and will further develop detailed action plans to support this.

### **Our priorities over the coming year will be:**

- Embedding Working Together 2013 into our everyday practice
- Developing our workforce in line with our local learning & improvement framework
- Ensuring learning from the serious case review (Child F) is taken forward and embedded in practice across the LSCB partnership
- Recruiting two Lay Members to the LSCB Membership
- Through our quality assurance strategy undertaking a range of practice audit, themed reviews and deep dive exercises to measure the effectiveness and impact of our partnership working
- Embedding the Family Wellbeing Model to ensure our Early Help offer reaches out across the London Borough Tower Hamlets
- Recognising the impact of Child Sexual Exploitation and promoting our services to safeguard vulnerable children and young people
- Recognising the impact of domestic abuse on children and young people and continue to develop our services to support children and families at risk
- Working with Commissioners and Providers to ensure robust children's safeguarding structures and systems are in place across the Partnership
- Embedding the engagement and participation of young people with the LSCB

## APPENDIX 1 – LSCB COMPACT

The London Borough Tower Hamlets LSCB Compact sets out the priorities, aspirations, commitments and standards to safeguard children and young people across the London Borough Tower Hamlets in line with Working Together 2013:

- To co-ordinate what is done by each person or body represented on the Board for the purpose of safeguarding and promoting the welfare of children in The London Borough Tower Hamlets.
- To ensure the effectiveness of what is done by each person or body for that purpose.

Safeguarding is defined as:

- Protecting children from maltreatment.
- Preventing impairment of children's health or development.
- Ensuring children are growing up in circumstances consistent with the provision of safe and effective care.
- Undertaking that role so as to enable those children to have optimum life chances and enter adulthood successfully.

It will be reviewed annually by the LSCB in line with other policy developments relating to children and young people.

The LSCB comprises of representatives from across the LBTH partnership who work together to commission and provide services to children and young people including Children Social Care, Adult and Community Services, Police, Clinical commissioning Groups, NHS Trusts, Probation, Schools and the Voluntary and Community Sector.

### **Aims of the London Borough Tower Hamlets LSCB Compact:**

The compact of the London Borough Tower Hamlets LSCB sets out the expectations of each partner agency in order that they it can effectively discharge its duties as set out in Section 11, Children Act 2004. Working Together 2013 (Chapter 2) states that *'these organisations should have in place arrangements that reflect the importance of safeguarding and promoting the welfare of children, including:*

- *A clear line of accountability for the commissioning and/or provision of services designed to safeguard and promote the welfare of children*
- *A senior board level lead to take leadership responsibility for the organisation's safeguarding arrangements*
- *A culture of listening to children and taking account of their wishes and feelings, both in individual decisions and the development of services*
- *Arrangements which set out clearly the process for sharing information, with other professionals and with the LSCB*
- *A designated professional lead (or for health providers, named professionals) for safeguarding to support professionals in their agencies to recognise the needs of*

*children including risk and abuse. Designated Professionals roles should always be explicitly defined in job descriptions. Professionals should have sufficient time, funding, supervision and support to fulfil their child welfare and safeguarding responsibilities*

- *Safe recruitment practices for individuals whom organisations will permit to work regularly with children, including policies when to obtain a criminal record check*
- *Appropriate supervision and support for staff, including undertaking safeguarding training:*
  - *Employers are responsible for ensuring their staff are competent to carry out their safeguarding responsibilities and able to raise concerns*
  - *Staff should receive mandatory induction, which includes familiarisation with child protection procedures*
  - *All professional should have their own practice reviewed regularly to ensure improvement over time*
- *Clear policies in line with those from the LSCB for dealing with allegations against people who work with children'*

The overall aims of the London Borough Tower Hamlets LSCB Compact are to ensure agencies and organisations are signed up to the aims of the London Borough Tower Hamlets LSCB and can effectively:

- i) Safeguard children by having in place policies, procedures, safe working practices and suitable, trained staff and volunteers;
- ii) Improve the quality of life and opportunities for all children by working together and in partnership with parents, carers and the community to improve outcomes for children in respect of keeping them safe and promoting their wellbeing.

The London Borough Tower Hamlets Local Safeguarding Children Board will aim to provide information, support and advice for partner agencies and organisations to support them fulfil their safeguarding obligations and statutory requirements.

**The London Borough Tower Hamlets Partner agencies must abide by the following standards**

- Partner Agency's new representative meets with LSCB Chair and Business Manager for induction
- Partner Agencies must contribute to, and engage fully and effectively in the work of the LSCB Board, Executive Business Group and/or the Subgroups
- Ensure strategic safeguarding issues are brought to the attention of the Local Safeguarding Children Board and LSCB Chair and incorporated into the LSCB Risk Register
- Partner Agencies should further the work of the LSCB outside of LSCB meetings and ensure they report to the LSCB how they promote the wider health and welfare of children and young people and improve safeguarding outcomes

- Partner Agencies should ensure that LSCB representation covers both strategic, professional expertise and responsibilities
- Partner Agencies to agree to ensure commitment of time to LSCB business
- Partner Agencies accept and agree to provide financial resources (or in kind if otherwise agreed by the LSCB) to support the work of LSCB in line with Working Together 2013
- Partner Agencies agree to ensure that there is liaison and feedback between the agency representative, the Executive Board and front line staff of the agency in respect of the work of the LSCB
- Partner Agencies provide the LSCB with performance and quality information about the activity of safeguarding children work, type and trends
- Partner Agencies to contribute to the publication of the LSCB Annual Report
- Partner Agencies agree to identify and undertake specific pieces of work in line with the work programme of the LSCB
- Partner Agencies to ensure deadlines for work/reports are met as agreed by the LSCB
- Where a Partner Agency's representative cannot attend the LSCB meeting, then consideration should be given to an appropriate nominated representative from the agency attending on their behalf

In addition, where an LSCB representative is acting on behalf a group or professional forum i.e. voluntary sector, schools, the identified representative will:

- Be nominated by their professional group
- Ensure effective communication across their professional network in order that the wider views of that network informs the LSCB

**Signed on behalf of** ..... **Agency**

**Chief Officer** ..... *(Signature)*

**Name of Officer** .....

**LSCB Representative** ..... *(Signature)*

**Name of Officer** .....

**Date** .....

## **APPENDIX 2 – LSCB TERMS OF REFERENCE**

### ***Overall purpose***

The Local Safeguarding Children Board (LSCB) established through the Children Act 2004 Section 14.1, is a statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children, and for ensuring the effectiveness of what they do.

*Working Together to Safeguard Children*, Chapter 3 (DCSF 2010), sets out in detail guidance for LSCBs and their member organisations to follow regarding their role, functions, governance and operational arrangements. The LSCB should coordinate what is done by each person or body represented on the Board and ensure the effectiveness of work undertaken by member organisations through a variety of mechanisms including peer review, self-evaluation, performance indicators and joint audit.

The broad scope of the LSCB is to address:

- Activity that affects all children and aims to identify and prevent maltreatment or impairment of health or development, and ensure children are growing up in circumstances consistent with safe and effective care
- Proactive work that aims to target particular groups
- Responsive work to protect children who are suffering, or likely to suffer, significant harm

### ***Budgets responsible for***

To function effectively, the LSCB needs to be supported by its member organisations with adequate and reliable resources. The LSCB budget is funded by contributions made by the Police, Health Agencies (Community, Acute and Mental Health), Probation, CAF/CASS, Children's Social Care and Local Authority other. It is the expectation that the majority of funds will be provided by these core partners. The LSCB budget and the statutory contribution\* (s15, CA04) made by each member organisation should be reviewed and agreed on an annual basis at the end of the financial year by the Independent LSCB Chair and the LSCB Executive Business Group.

*\* Contribution is considered to be financial payments towards expenditure incurred or in kind through the provision of staff, goods or services.*

### ***Legal Agreements***

The LSCB may request personal or other information subject to the Data Protection Act. Currently, Tower Hamlets' LSCB adheres to the scope outlined in the



*Information Sharing Guidance for Practitioners and Managers (DCSF2008) and the North East London Information Sharing Protocols.*

Information sharing with the LSCB will be strengthened with the passage of the Children, Schools and Families Bill, which makes provisions for compliance with LSCB requests for 'appropriate' information to be disclosed in order to assist it in the exercise of its functions. The current local Information Sharing Agreement will need to be reviewed against the CSF Bill.

### **Accountable to**

Tower Hamlets' LSCB is accountable for its work to

- The local community
- Constituent agencies
- Overview and Scrutiny Committee
- Secretary of State

### **Who is accountable to the LSCB?**

The following are accountable to the LSCB in relation to the discharge of responsibilities in safeguarding children:

- Children and Families Partnership (in relation to safeguarding activity)
- Health and Wellbeing Board (*unclear whether this sits here or in group LSCB is accountable to – see above*)
- MARAC
- MAPPA
- LSCB Executive Business Group
- LSCB Subgroups:
  - Child Death Overview Panel
  - Case Review / Serious Case Review
  - Quality Assurance & Performance
  - Policy & Information
  - Children & Domestic Violence
  - Health Forum
  - Multi-agency Child protection and Safeguarding Training

### **LSCB Core Functions:**

The core functions of an LSCB are set out in regulations and are:

- Developing policies and procedures including those on:
  - action taken where there are concerns about the safety and welfare of a child, including thresholds for intervention;
  - training of people who work with children or in services affecting the safety and welfare of children;
  - recruitment and supervision of people who work with children;



- investigation of allegations concerning people who work with children;
- safety and welfare of children who are privately fostered;
- co-operation with neighbouring children's services authorities (i.e. local authorities) and their LSCB partners;
- Communicating and raising awareness;
- Monitoring and evaluation;
- Participating in planning and commissioning;
- Reviewing the deaths of all children in their areas; and
- Undertaking Serious Case Reviews.

***Additional LSCB Tasks:***

- To audit and evaluate the effectiveness of local services in protecting and promoting the welfare of children
- To establish standards and performance indicators for the protection of children as required by DfE and within the framework set out in the Children and Young People's Plan (CYPP 2009-2012)
- To encourage and support the development of cooperative working relationships and mutual understanding between agencies and professionals with responsibilities for the welfare and protection of children as identified with the All London Child Protection Procedures and the THIS Child
- Participate in the local planning and commissioning of children's services to ensure that they take safeguarding and promoting the welfare of children into account
- To use knowledge gained from research and national and local experience to develop and improve practice and service delivery and to ensure that lessons learned are shared, understood and acted on
- To raise awareness within the wider community of the need to safeguard children prevent harm and explain how the community can contribute to these objectives
- To ensure that single agency and multi-agency training on safeguarding and promoting welfare is provided in order to meet local needs. This covers both training provided by single agency to their staff and multi-agency training where staff from more than one agency train together.

***Decision-Making Powers***

The LSCB Main Board, consisting of its entire member organisation holds the final mandating authority and will be sought to make key local decisions relating to safeguarding and protection of children.

The LSCB Main Board also has the authority to delegate specific decision-making powers to its Executive Business Group which undertakes a number of management tasks on its behalf. Decisions undertaken by the Executive Business Group will be reported to the main Board and some decisions may need to be ratified by the Board.

### ***Outputs***

There may be some exceptions, but outputs should include:

- LSCB Annual review
- Multi-agency case and thematic audits
- Section 11 audits
- Bi-annual conference
- Annual Budget
- Annual Awareness Raising Campaign

### ***Membership***

The LSCB Membership was reviewed in July 2011 (see Appendix 1a for full list).

### ***Expectation of Chair and Members***

#### Chair

The Chair is responsible for providing effective leadership of the Board. He/she has a crucial role in securing an independent voice for the LSCB and should have the confidence of all partners.

The Chair and members of the Board are expected to:

- Read papers in advance of meetings, respond to emails and other communications in relation to the work of the LSCB
- Attend meetings, or provide a suitable delegate by notifying the Chair in advance and obtaining agreement to the deputy or alternative representative
- Participate in meetings and vote on decisions as a representative of their organisation or stakeholder group
- Feedback relevant information to their group or organisation
- Represent and promote the work of the LSCB
- Ensure knowledge of national and local safeguarding developments are kept up to date, including their child protection/safeguarding training

### ***Meeting Frequency***

Three times per year – May, September, January (2013-14)

An extraordinary meeting may be added during the year, if necessary

## **Support**

The LBTH Strategy, Policy and Performance team provide business and policy support for the Board including:

- Arranging meetings
- Planning and writing papers
- Coordinating Board papers
- Writing and circulating minutes
- Advising on key policy developments

## ***Relationships and links with other Strategic Bodies***

Children and Families Partnership\*

Safe and Cohesive CPDG\*

Health and Wellbeing Board

London Safeguarding Children Board

*\* Memorandum of understanding developed between the LSCB Main Board, the Children & Families Partnership Board and the Safe and Cohesive CPDG.*

### APPENDIX 3 - LSCB MEMBERSHIP (throughout 2012-13)

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NAME	JOB TITLE	EMAIL ADDRESS
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## **APPENDIX 4 – LSCB EXECUTIVE BUSINESS GROUP TERMS OF REFERENCE**

### ***Overall purpose***

The overall scope of the LSCB is outlined in the main LSCB Terms of Reference document.

In addition to the above scope, the Executive Business Group will also provide business support to the Board and take decisions in relation to structure, governance and forward planning on behalf of the Board.

### ***Budgets responsibility***

To be responsible for the governance and review of the LSCB Budget and resources, as and when determined by the main Board members.

### ***Legal Agreements***

The local Information Sharing Agreement will need to be reviewed against the new provisions made in the CSF Bill.

### ***Accountable to***

The LSCB Executive Business Group is accountable to the Main Board.

### ***Who is accountable to the LSCB?***

The following are accountable to the LSCB:

- LSCB Subgroups:
  - Child Death Overview Panel
  - Case Review / Serious Case Review
  - Quality Assurance & Performance
  - Policy & Information
  - Children & Domestic Violence
  - Health Forum
  - Multi-agency Child Protection & Safeguarding Training

### ***Key tasks***

- Manage the day to day business of LSCB activities
- Oversee the implementation of the LSCB Work Plan
- Agree subgroup work plans
- Respond to local and national consultations and safeguarding developments
- Responsible for long term forward planning based on horizon scanning information
- Responsible for agenda planning of the main Board
- Report to the Main Board, including making recommendations on areas for challenge and scrutiny
- Respond to any tasks delegated by the main Board

- Responsible for planning the annual development session

### ***Decision-Making Powers***

The Executive Business Group has delegated authority to undertake decisions in relation to governance, structure and forward planning on behalf of the Board. These will be clearly demarcated by the main Board or the Independent Chair to avoid delay between meetings. Some decisions may need to be ratified by the main Board.

### ***Outputs***

- Quarterly Main Board Agenda
- Overarching LSCB Work Plan
- Annual Report
- Annual LSCB Development Session
- Bi-Annual Section 11 Audit (focused questionnaire)

### ***Quorum and Decision-Making Process***

Attendance at the Executive Business Group is expected by the nominated agency delegate. Substitution without prior negotiation with the Chair is discouraged to avoid undermining the strategic function and governance of the Board.

The Chair may make an exception to this if he/she has had an opportunity for prior consultation with those members who cannot attend but who have considered the relevant papers.

Decisions made by the Executive Business Group will be reported back to the main Board and some decisions may need to be ratified by the main Board.

### ***Membership***

- Independent Chair
- Statutory Director for Children, School and Families
- Service Head Children's Social Care
- LBTH Senior representative with responsibilities for child protection
- 2 other LBTH representatives
- Designated Doctor
- Designated Nurse
- 3 NHS representatives – one each from EL&C, BLT and ELFT
- 2 Police representatives – one each from Borough Police & CAIT
- Voluntary Sector Representative – C&Y Forum Coordinator
- Subgroup Chair – Quality Assurance & Performance
- Subgroup Chair – Case Review Group



## ***Expectation of Chair and Members***

### **Chair**

The Chair is responsible for providing effective leadership of the Board. He/she has a crucial role in securing an independent voice for the LSCB and should have the confidence of all partners.

The Chair and members of the Board are expected to:

- Read papers in advance of meetings, respond to emails and other communications in relation to the work of the LSCB
- Attend meetings, or provide a suitable delegate by notifying the Chair in advance and obtaining agreement to the deputy or alternative representative
- Participate in meetings and vote on decisions as a representative of their organisation or stakeholder group
- Feedback relevant information to their group or organisation
- Represent and promote the work of the LSCB
- Ensure knowledge of national and local safeguarding developments are kept up to date, including their child protection/safeguarding training

### ***Meeting Frequency***

Bi-monthly: meetings will take place 4 times per year for 2 ½ hours and scheduled 4-5 weeks prior to a Main Board Meeting.

### ***Support***

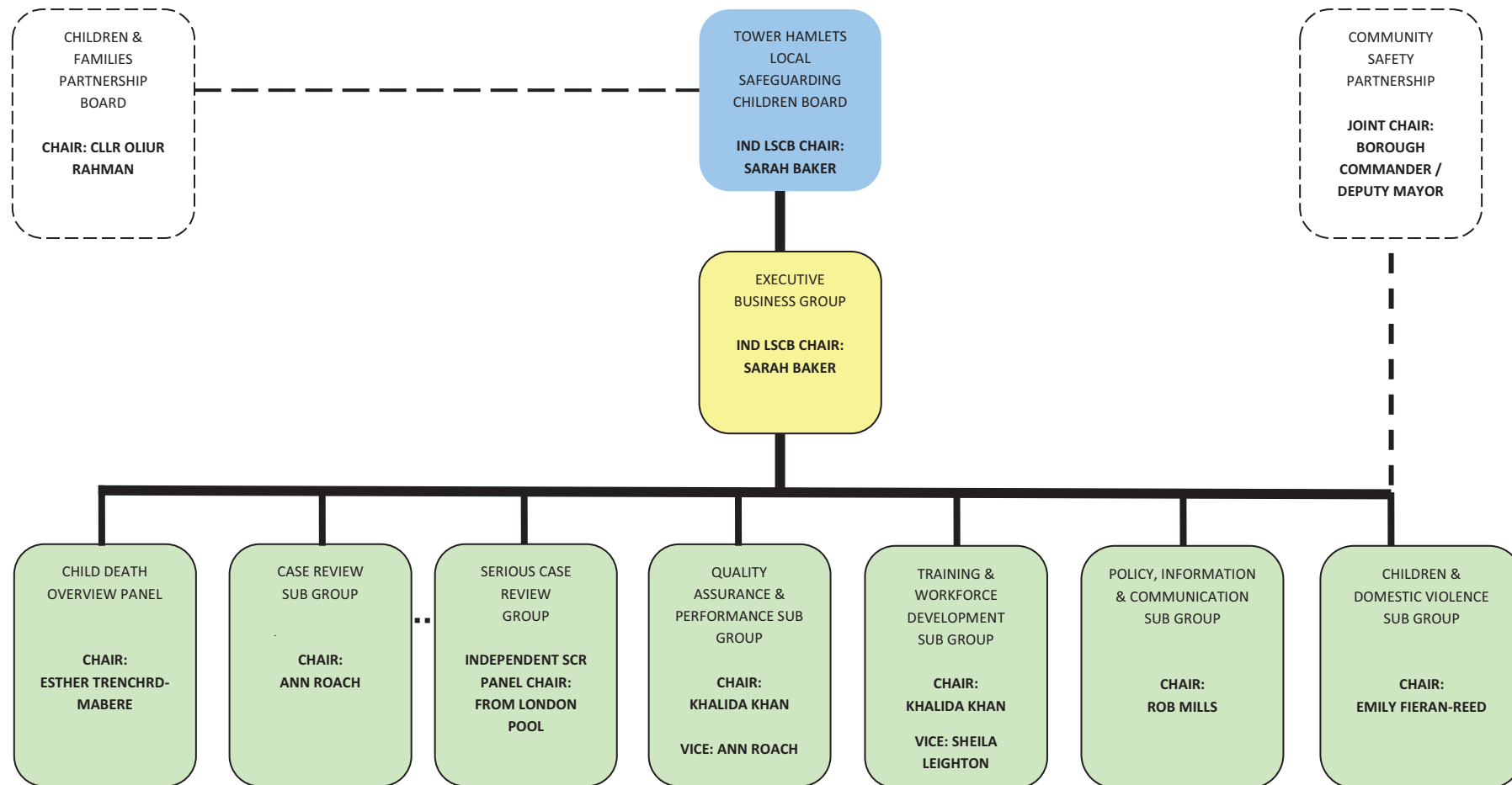
The LBTH Strategy, Policy and Performance team provide business and policy support for the Board including:

- Arranging meetings
- Planning and writing papers
- Coordinating Board papers
- Writing and circulating minutes
- Advising on key policy developments

**APPENDIX 5 – LSCB EXECUTIVE BUSINESS GROUP** (throughout 2012-13)

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<b>Khalida Khan</b>	Service Manager - Integrated Services for Disabled Children, LBTH	<a href="mailto:khalida.khan@towerhamlets.gov.uk">khalida.khan@towerhamlets.gov.uk</a>
<b>Layla Richards</b>	Service Manager - Strategy, Policy & Performance, LBTH	<a href="mailto:layla.richards@towerhamlets.gov.uk">layla.richards@towerhamlets.gov.uk</a>
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<b>Owen Hanmer (Dr)</b>	Designated Doctor - BLT	<a href="mailto:owen.hanmer@nhs.net">owen.hanmer@nhs.net</a>
<b>Rob Mills</b>	Designated & Nurse Consultant, Safeguarding Children, Tower Hamlets CCG	<a href="mailto:rob.mills@elc.nhs.uk">rob.mills@elc.nhs.uk</a>
<b>Steve Liddicott</b>	Interim Service Head - CSC	<a href="mailto:steve.liddicott@towerhamlets.gov.uk">steve.liddicott@towerhamlets.gov.uk</a>

## APPENDIX 6 - Tower Hamlets LSCB Structure 2012-13



## APPENDIX 7 - LSCB INCOME & EXPENDITURE 2012-13

### Income:

Agency	Contribution
Barts Health NHS Trust	3,000
East London Foundation Trust	2,500
NHS (Public Health)	15,000
Metropolitan Police	5,000
Probation Service	2,000
CAFCASS	1,650
Children Schools & Families	15,000
Total Contribution	44,150
Carry Over from 2011-12	25,352
<b>Overall Total</b>	<b>69,502</b>

### Expenditure:

Activity Spend	Spend to March 2013
Independent LSCB Chair	9,748.00
Interim Independent LSCB Chair	8,000.00
Independent SCR Panel Chair	21,450.00
Independent SCR Overview Author	45,097.25
LSCB Training Contribution	7,000.00
Hospitality at LSCB Meetings	328.35
<b>Total</b>	<b>91,623.60</b>

### Staffing Cost:

LSCB Business Manager (FTE) Incl. on-costs and funded by LA	<b>51,000</b>
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### Summary of Income and Expenditure

Contributions (income/carry over)	£69,502
Expenditure Inc. SCR costs	£91,623.60
Expenditure Excl. SCR costs (£66,547.25)	£25,076.35
<b>Balance at year end</b> (Excl. Staffing and SCR cost funded by LA)	<b>£44,425.65</b>

## APPENDIX 8 – LSCB BUSINESS PLAN 2013-14

**Introduction:** The LSCB Work Plan is designed to outline the business of the Safeguarding Children Board over the year and the priorities have been identified to address gaps identified within the revised Working Together to Safeguard Children Guidance published in March 2013. The LSCB is committed to working closely with other themed partnerships to ensure governance and strategic co-ordination of common priorities and effective use of limited partnership resources. The LSCB Work Plan includes activities relating to statutory requirements set out in the Children Act 2004 and LSCB Regulations 2006. The LSCB Subgroups will be responsible for delivering and monitoring some of the activities contained in this document and will further develop detailed action plans to support this.

**Overarching Priorities: To ensure the LSCB is able to deliver its core business in line with Working Together 2013**

**Targeted Priorities:** Governance and Accountability, Assessment & Early Help, Partnership Working, Voice of Children & Young People, Learning & Improvement, Workforce Development

Objective	Action	Outcome:	Evidence of Compliance	Lead	Target
<p><b>LSCB Governance &amp; Accountability</b></p> <p>The LSCB has robust Governance and accountability in place in line with WT 2013 in order that partners are confident and assured in respect of their roles in safeguarding children and families</p>	<p>Review a governance strategy to reflect WT13</p> <ul style="list-style-type: none"> <li>Recruitment &amp; accountability of LSCB chair with Chief Executive</li> <li>CEO to receive LSCB papers</li> <li>Review financial contribution across LSCB partnership</li> <li>Further develop information sharing agreement to ensure effective identification, assessment and service</li> </ul>	<p>LSCB partners realises their potential to safeguarding all C&amp;YP</p> <p>Confidence in the effectiveness of the LSCB by lead member for CS, Chief Executive,</p> <p>Partner Agencies Strengthen the assurance and accountability of the</p>	<p>LSCB partners all signed up to LSCB COMPACT</p> <p>Inspection identifies LSCB compliance with statutory duties</p> <p>Each Agency to review their financial /in kind contribution to the LSCB</p> <p>LSCB Chair visits frontline services across partnership and meets with</p>	<p>LSCB Chair &amp; Business Manager</p>	<p>June 13</p> <p>Aug 13</p> <p>Sept 13</p> <p>Aug 13</p>

Objective	Action	Outcome:	Evidence of Compliance	Lead	Target
	provision <ul style="list-style-type: none"> <li>Enhance interface between LSCB and frontline service areas to promote partnership work &amp; seek assurance</li> <li>Statutory partners to report annually on safeguarding performance</li> <li>Recruit two Lay Members to LSCB Membership</li> </ul>	LSCB and HWB  LSBC partner agencies resource contribution enable the LSCB to fulfil its functions  Improved interface with local community	principle social worker  LSCB chair reports back to LSCB Board on good practice areas and significant SG issues  Audit of agency safeguarding annual reports  Views of community inform LSCB development		On-going  4 x per annum  On-going  March 2014
<u>Early Help</u>  LSCB partners to ensure there are effective processes for assessing the need for early help.  LSCB partners to be confident there are a range of services in place to deliver a wide range of early help services to meet identified need	To review Tower Hamlets Threshold and clarify threshold decisions (and put in place arrangements to resolve any disagreements around threshold points and action)  To review and influence Tower Hamlets commissioning and provision to enhance access to early help services	Increase in young people accessing Family Nurse Partnership Services  Increase Nos of CAF reviewed and step-down from CSC  Increase uptake of services through children centres	LSCB publishes and disseminates process for the early help assessment, type and level of early help services available and referral criteria to children's social  Annual audit of quality of scored CAFs and CAF review decisions	Chair of FWBM Steering Group  Sub-group Chair: Quality Assurance & Performance	Dec 13  March 14

Objective	Action	Outcome:	Evidence of Compliance	Lead	Target
<p><b><u>Serious Case Review &amp; learning &amp; improvement</u></b></p> <p>The LSCB has an agreed process for reviewing unexpected child death and maximising learning across the partnership</p>	<p>Review and design local methodology to undertake SCRs</p> <p>Develop and implement evidence based learning &amp; improvement framework to support knowledge transfer and practice improvement, including:</p> <ul style="list-style-type: none"> <li>• Multi-agency learning &amp; development offer</li> <li>• Annual conference</li> <li>• Supervision</li> <li>• National learning from SCRs and thematic reviews (inspection)</li> <li>• Identification of national and local good practice</li> <li>• Thematic review of Child deaths</li> </ul>	<p>LSCB has a greater understanding of the risk factors which can lead to serious injury and/or child death</p> <p>LSCB influences commissioners and providers to implement evidence based professional and service development.</p>	<p>Development of learning and improvement framework.</p> <p>Learning and development events to disseminate learning.</p> <p>Serious Case Review Action plans are:</p> <ul style="list-style-type: none"> <li>• Published</li> <li>• Completed within timescales.</li> </ul> <p>Audit assures embedding of best practice</p> <p>Compliance reporting to LSCB.</p>	<p>Subgroup Chairs</p> <p>Learning &amp; Development (training)</p> <p>Case Review Group</p>	<p>Aug 13</p> <p>Nov 13</p>
<p><b><u>Partnership Working:</u></b></p> <p>All partner agencies are compliant with WT2013 and that</p>	<p>Review and develop LA Designated Officer reporting in</p>	<p>Safeguarding needs of C&amp;YP are identified</p>	<p>Compliance reporting to LSCB within academic</p>	<p>Service Manager –</p>	<p>Oct 13</p>

Objective	Action	Outcome:	Evidence of Compliance	Lead	Target
assurance processes are in place to ensure robust safeguarding of children and families	line with WT2013	and acted upon across the safeguarding continuum (from universal to acute health provision)	year	CPRS / LA LADO Officer	
<i>Health Agencies</i>	Develop relationship with NHS England and CCG to ensure effective commissioning arrangements are in place to safeguard children through health services.  Maintain and further develop joint working between the LSCB and health providers across primary and secondary care through review of health partner membership on LSCB Executive and Board.	Health partners (commissioners & providers) can work together to strengthen safeguarding arrangements	Annual Safeguarding Report to LSCB	Designated Professionals (Health)	March 14
<i>Children &amp; Young People</i>	Promote the work of the LSCB with children and young people across LBTH through working with: <ul style="list-style-type: none"> <li>• Youth Council</li> <li>• You're Welcome Group</li> <li>• Young Mayor</li> <li>• Children in Care Council</li> <li>• Children with Disabilities</li> <li>• Young Carers</li> </ul>	C&YP report their voices have been heard by the LSCB  C&YP report they are better able to access services to meet their needs and feel safer	Work plan developed by You're Welcome Group  LSCB Workshop with focus on voice of C&YP  Views of C&YP captured	Head of Youth & Connexion Service	March 14



Objective	Action	Outcome:	Evidence of Compliance	Lead	Target
<i>Voluntary &amp; Independent Sector Faith &amp; Community Sector</i>	<ul style="list-style-type: none"> <li>• LGBT</li> <li>• Hidden Communities</li> <li>• Children as service users</li> </ul>	LSCB has a deeper understanding of demographic specific safeguarding issues and influence service commissioning and development	by LSCB partners including Police, Community Safety Partnership, Health, Children Social Care, Youth Service, Voluntary Sector	Voluntary Sector Lead	Feb 14
	Enhance the relationship between the LSCB and Voluntary & Independent Sector, Faith & Community Sector to promote safeguarding.		Compliance with Safe Network National Standards		Subgroup Chair – Communication
<i>Schools and Academies</i>	Develop and deliver a programme of public and professional Safeguarding campaigns	All schools have a designated professional who is up to date and confident to lead safeguarding within their establishment	Safeguarding events held	LSCB Chair/ Business Mgr	Dec 13
	Promote safeguarding as everybody's business across schools, academies and the College through workshops, learning and development events		Lay members recruited to the LSCB Board		June 13
			LSCB Chair communicates with Academies, Free Schools & Independent School		March 13
			Robust S11 self-audit completed	Safeguarding Trainer	
			Designated Professionals & Refresher Training held		

Objective	Action	Outcome:	Evidence of Compliance	Lead	Target
			Escalation of safeguarding concerns  CAFs are an integral part of early assessment		
<p><b><u>Quality Assurance</u></b></p> <p>Improve scrutiny of LSCB partners safeguarding performance</p> <p>To review and support services across LBTH to address the needs of vulnerable groups including:</p> <p>Child Sexual Exploitation /Domestic Abuse/Children Missing/ Children with Disability/ Young Carers</p>	<p>Review, refine and implement s11 audit tool in response to organisation changes across LSCB partners</p> <p>Review, publish &amp; disseminate threshold partnership document</p> <p>Develop local child sexual exploitation strategy in line with pan-London protocol</p> <p>Implement Quality Assurance Strategy through a programme of themed audits, deep dives and themed learning events to reflect identified Safeguarding issues</p>	<p>S11 compliance is built into commissioning arrangements across the LSCB partnership</p> <p>Practitioners demonstrate increased knowledge and confidence in working with Vulnerable children.</p> <p>Services are developed to reflect outcomes of audit and reviews.</p>	<p>Agency reporting to LSCB</p> <p>Provider contracts to be reviewed to ensure compliance</p> <p>Revised Threshold Guidance published</p> <p>Child Sexual Exploitation Protocol published</p> <p>LSCB receives reports from quality audit activity with identified learning and associated action plans</p>	<p>Subgroup Chairs</p> <p>Quality Assurance &amp; Performance</p> <p>FWBM SG Chair</p> <p>Child Sexual Exploitation Chair</p> <p>Quality Assurance &amp; Performance</p>	<p>June 13</p> <p>Dec 13</p> <p>Sept 13</p> <p>On-going reporting programme</p>

Objective	Action	Outcome:	Evidence of Compliance	Lead	Target
	Implement a partnership performance management framework identifying the effectiveness of early help and safeguarding services	Children and families report that services are more responsive to meeting their needs	LSCB Performance Reporting indicators revised	Quality Assurance & Performance	July 13
<p><b><u>Workforce Development</u></b></p> <p>Ensure Children and Families Workforce are confident and competent to undertake their safeguarding responsibilities</p> <p>Reduce risk through early intervention and prevention</p>	<p>To review and deliver the LSCB Multi-Agency Training (MAT) programme (in line with London Competence Still Matters)</p> <p>Work with London Council to develop a robust training evaluation model</p>	Workforce report increased confidence in managing Safeguarding risks	<p>MAT programme incorporates training needs analysis findings</p> <p>LSCB partnership applying the learning and development strategy to everyday practice</p> <p>Reporting to the LSCB provides assurance of partnership engagement in learning and development activities.</p>	<p>Subgroup Chair</p> <p>Learning &amp; Development</p>	March 14

## APPENDIX 8 – REPORTS CONSIDERED BY LSCB

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LSCB Performance 2011-12 End of Year Report

Allegations against Staff Annual Report 2010-11 & 2011-12

LSCB Annual Report 2010-12

MAPPA Annual Report 2011-12

LSCB Olympic Planning Update

Violence against Women and Girls Strategy

LSCB Training Annual Report 2011-12

Child Death Overview Panel Annual Report 2011-12

Ofsted/CQC Inspection and Action Plan Progress Updates (July, Sept, Oct, Nov)

SCIE Case Review and Action Plan

LSCB Priorities and Funding Proposal Report

Sexual Exploitation Working Group ToR & Work Plan Proposal

Child Protection Information Sharing Pilot Proposal

Multi-agency case audit findings and recommendations

Managing LSCB Business & Governance

Proposal for revised arrangements of Bi-annual Section 11 Self Audit

Children's Commissioner Inquiry into Child Sexual Exploitation – Call for Evidence

Children Missing from Education 2011-12 Annual Report

Progress update on Sexually Harmful Behaviour and AIMS2

Engaging Children & Young People Proposal

Proposal for revised LSCB Performance Dataset

LSCB Governance Strategy Proposal

LSCB Quality Assurance Strategy Proposal

Child Protection/Children in Need Multi-Agency Notification Proposal

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# Agenda Item 9.2

<b>Committee/Meeting:</b> Cabinet	<b>Date:</b> 9 October 2013	<b>Classification:</b> Unrestricted	<b>Report No:</b> CAB 038/134
<b>Report of:</b>  Corporate Director Education, Social Care and Wellbeing - Adult Social Care  Originating officer(s): Melba Gomes Safeguarding Adults and MCA Co-ordinator		<b>Title:</b>  Safeguarding Adults Board Annual Report  <b>Wards Affected:</b> All	

<b>Lead Member</b>	Councillor Asad
<b>Community Plan Theme</b>	A safe and supportive community
<b>Strategic Priority</b>	To inform the public as to how Adult residents of Tower Hamlets are safeguarded, how we safeguard adults and enable positive risk

## 1. SUMMARY

- 1.1 The Safeguarding Adults Board publishes a report about its work, and work carried out in relation to Safeguarding Adults in Tower Hamlets, annually.

## 2. DECISIONS REQUIRED

Cabinet is recommended to:-

- 2.1 Approve the publication of the Safeguarding Adults Board Annual Report

## 3. REASONS FOR THE DECISIONS

- 3.1 The Safeguarding Adults Board seeks to be transparent and wishes to place this report in the public domain

## 4. ALTERNATIVE OPTIONS

- 4.1 The Council might not agree with publication, but that would raise significant issues in relation to transparency and the independence of the Board.

## **5. BACKGROUND**

- 5.1 The Safeguarding Adults Board publishes a report about its work, and work carried out in relation to Safeguarding Adults in Tower Hamlets, annually

## **6. BODY OF REPORT**

- 6.1 This report outlines what has been happening in Tower Hamlets in relation to Safeguarding Adults and the Deprivation of Liberty Safeguards and related work carried out by partners. It consists of information about accomplishments during the past year and plans for the future. It provides data that highlights how the service has performed

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

- 7.1 The work of the Safeguarding Adults Board is supported by the Mental Capacity Act (MCA) Team and the Adult Protection team.
- 7.2 During 2012/13 total expenditure on the MCA team was £114k, £75k funded through Council budgets and the remaining £39k through health contributions. Expenditure on the Adult Protection Team was £166k, all of which was funded through Council budgets.
- 7.3 This report is an annual update on the performance of the Safeguarding Adults Board and there are no additional financial commitments arising from the contents of this report.

## **8. CONCURRENT REPORT OF LEGAL SERVICES**

- 8.1 The Council is not presently subject to a stand-alone statutory obligation to safeguard vulnerable adults, nor is it required to establish a safeguarding adults board. The Government published the Care Bill in May 2013, which proposes to place safeguarding adults boards on a statutory basis, similar to that of local safeguarding children boards. Until such time as the Care Bill becomes law, the Council is proceeding on a non-statutory basis as regards the work of its safeguarding adults board. Having regard to the statutory functions the Council has in relation to vulnerable adults, the Council will have safeguarding obligations and it is consistent with good administration for the Council to support a safeguarding adults board and to receive reports on its work.
- 8.2 The Council has safeguarding obligations in relation to adults which arise in the discharge of its statutory functions. The Council is required by section 47 of the National Health Service and Community Care Act to carry out needs assessments of people to whom it may provide community care services (under specified legislation) and who appear to be in need of such services. After assessment, the Council must decide whether the identified needs call for the provision of community care services. The Council has additional social services functions in relation to adults as described in the Local Authority Social Services Act 1970.

8.3 When considering the work of the safeguarding adults board, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't.

**9. ONE TOWER HAMLETS CONSIDERATIONS**

9.1 When considering the work of the safeguarding adults board, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't.

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

10.1 N/A

**11. RISK MANAGEMENT IMPLICATIONS**

11.1 N/A

**12. CRIME AND DISORDER REDUCTION IMPLICATIONS**

12.1 N/A

**13. EFFICIENCY STATEMENT**

13.1 N/A

**14. APPENDICES**

14.1 Appendix 1 – Safeguarding Adults Annual Report

**Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012**

Brief description of "background papers"	Name and telephone number of holder and address where open to inspection.
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None	N/A
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Tower Hamlets Multi-Agency Partnership

# Safeguarding Adults Board Annual Report

2012 – 2013

## Contents

- Message from the Lead Member for Adults Health & Wellbeing
- Forward from the Chair of the Safeguarding Adults Board
- The Board
- Partnership Working
- Key Issues and Achievements – Work plan 2012- 2013
- Safeguarding Activity – Key Findings and Analysis
- Appendix A - DOLS Data
- Safeguarding Adults Board Work Plan 2013 – 2014

## **Message from the Lead Member for Adults Health and Wellbeing**

London Borough of Tower Hamlets sees Safeguarding Adults as very important business. I am pleased to see all the partner agencies working together with the Council to keep vulnerable adults safe. I envisage that during the coming year these efforts will continue so that this area of work remains prominent in Tower Hamlets.

## Forward from Chair of the Safeguarding Adults Board

I am pleased that for the year ending in March 2013 the Safeguarding Adults Board has been able to bring together our retrospective look at the previous year with details of our plans for 2013-14 much earlier than last year. The Board agreed the content of this final report in July 2013 with contributions from different people and organisations.

Producing the report has been assisted, firstly, by the establishing of a stronger Safeguarding Adults and Mental Capacity Act team in Tower Hamlets Council, with a new 'Strategic Lead' officer, acting as a liaison point for professionals from the various agencies as well as overseeing that the important safeguarding adults work of Council's staff is in line with both statutory requirements and Pan-London policies and procedures. The report has had valuable assistance from performance information colleagues.

Secondly, it is the product of the continued excellent spirit of inter-agency working and good personal relationships which exist between key people from the statutory organisations (various Council services, not just Education, Social Care and Wellbeing); the several NHS organisations – many changed fundamentally in April 2012 or in April 2013; Metropolitan Police; Probation, Fire and Ambulance services) and, importantly, a good mix of voluntary and independent sector organisation representatives.

Perversely also perhaps, the positive, serious-minded and collaborative spirit of board working may have been assisted by the completion in 2012-13 of the very challenging serious case review of circumstances in which two people died and another vulnerable person faces many years in prison. This case highlighted the need for areas of improvement in practice, information-sharing and decision making within and between organisations. It involved directly or indirectly more than half the Board's organisations. We will be keeping a close watch on improvements which actually happen during the current year.

Readers will see in this Annual Review report considerable improvement to the quality of the performance information available, giving us better opportunities to examine the effectiveness of safeguarding work across organisations. There is also much more appreciation of the importance of Mental Capacity Act responsibilities, best interests assessments and deprivation of liberty safeguards. These are all very closely aligned to the Board's mainstream safeguarding responsibilities, and which agencies in

Tower Hamlets have been previously somewhat slow to embrace.

In order to ensure a comprehensive overview of all aspects of adult safeguarding and mental capacity, we will be undertaking a self-assessment and assurance exercise during 2013/14, making use of the Independent Chairs Network work nationally on improving effectiveness.

2013-14 should also see the passing of the Care Bill currently in parliament strengthening the statutory position of the Safeguarding Boards in all local authority areas. In Tower Hamlets the Board already has a good relationship with and membership of the Borough's Community Safety Partnership Board. A new relationship, probably with mutual reporting and 'holding to account', will need to be established with the Borough's Health and Wellbeing Board.

We will also give time to ensuring that the actual experiences of people who need safeguarding support (and their carers) become better known to the Safeguarding Board and that agencies act on what we learn. We will also seek to ensure that the different ways and emphases in how safeguarding risks are experienced in different cultural and language communities in Tower Hamlets are properly appreciated and acted upon.

The challenges are considerable. It can be too easy in a short overview and introduction like this to appear more optimistic than is justified in reality. The challenges for people in the Borough, including feeling safe from abuse in whatever its form, as well as the challenges for professional staff and others who seek to raise awareness, respond, assist, support and safeguard, are enormous. In the current financial and availability of public service funding contexts they are even more difficult.

It is the Safeguarding Adults Board's job to appreciate all these features and to be encouraging and supportive, as well as critical when need be. Readers can be assured that the Tower Hamlets Safeguarding Adults Board, its organisations, its members, its Independent Chair, and those people working in support will remain as committed and focused in 2013-14 as previously, to doing what is our duty and responsibility

**Brian Parrott**  
**Independent Chair**  
**Tower Hamlets Safeguarding Adults Board**

## **Tower Hamlets Safeguarding Adults Board**

In Tower Hamlets the work to safeguard vulnerable adults 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 sector as follows:

London Borough of Tower Hamlets (LBTH) Adult Social Care Services  
East London NHS Foundation Trust (ELFT)  
Bart's Health NHS Trust (BH)  
Metropolitan Police (Tower Hamlets Public Protection Unit) ()  
London Fire Service (LFS)  
London Ambulance Service (LAS)  
Tower Hamlets Homes (THH)  
Tower Hamlets Community Housing  
Toynbee Hall  
Age UK East London  
Excel Care Holdings  
Providence Row Housing Association  
London Probation Trust (LPT)  
Care Quality Commission ((CQC)  
VoiceAbility  
Tower Hamlets Council for Voluntary Service (CVS)

The Board has reviewed its membership and has added the following agencies

Tower Hamlets Clinical Commissioning Group (CCG)  
NHS Commissioning Support Unit

The role of the Board is to ensure that safeguarding is effective at all levels from preventing abuse, to intervening when it occurs. For people who are safeguarded, the Board ensures they are satisfied with the outcomes that resulted from our involvement. To this end:

- 1) It gains an overview of how adults who are at risk in Tower Hamlets are being enabled to protect themselves from abuse. It requires assurances that this is carried out effectively.
- 2) It requires reassurance that a robust service is provided that makes safeguarding adults everybody's business.

- 3) From partners, it expects that
  - a) The message that abuse is unacceptable is passed to all its staff and service users and the community, and that they are empowered to know how to identify it and report it,
  - b) That staff are trained to intervene at a level commensurate with their role and that
  - c) Appropriately recruited and trained staff perform duties with adults at risk.
- 4) It works alongside wider community safety improvement strategies to improve safeguarding outcomes for adults at risk.

Where gaps are identified or improvements need to be made or developments are required it sets the priorities and plans for their implementation through a work plan.

## **Partnership Working**

### Contributions from Partners

#### **London Borough of Tower Hamlets Adult Social Care Services**

The past year has seen significant change in the Council with the integration of Adults Health and Wellbeing and Children Schools and Families divisions to create a new Directorate of Education, Social Care and Wellbeing. The Council as a whole has developed more efficient ways of working and new approaches to a range of services have been pioneered.

Adult safeguarding has remained a Council priority and there have been some real improvements in cross Council working including, in the development of domestic violence and hate crime strategies. Our work with partner organisations continues and the profile of adult safeguarding is increasing particularly within the Community Safety Partnership.

Within adult social care, internal recording processes have been reviewed to reduce time spent on paperwork and to provide more accurate performance information. Quality assurance processes have been refreshed and an audit of training needs is underway. A review of Direct Payments monitoring has resulted in improvements to this process which will offer greater protection to service users.

The focus for the coming year will be on continuing improvements in practice and performance and further raising the profile of adult safeguarding in key Council responsibilities.

**(Katharine Marks –Service Head, Adult Social Care)**

#### **Bart's Health NHS Trust**

2012/13 was the first year of Bart's Health (BH) NHS Trust as a merged organisation. During its first year, BH has focused safeguarding efforts on



aligning a single and unified structure and process across the new organisation.

Key achievements throughout the year included positive feedback on its Self-Assessment Assurance Framework (SAAF) position, being praised for elements of excellent practice.

BH now has a safeguarding adults' team, which works across all six sites, promoting the safeguarding adults' agenda and ensuring that staff are aware of their responsibilities.

The Trust has designed its own referral form for ease of use across the boundaries of a number of local authorities and has begun to forge good working relationships with the local authority leads across Waltham Forest, Newham and Tower Hamlets.

The newly formed safeguarding team has promoted an awareness of the roles and responsibilities of all staff within the Trust in relation to adult safeguarding. This has resulted in an increase in the number of internal safeguarding alerts being raised across the Trust.

Over the coming year, the Trust is keen to work closely with the local authority safeguarding leads to tackle specific safeguarding adults' issues including the management of pressure ulcers, the application of Deprivation of Liberty Safeguards within the acute care environment and the development of specific processes in relation to the use of the Mental Capacity Act (2005) in care.

**(Lenny Byrne - Deputy Chief Nurse)**

### **The East London NHS Foundation Trust (ELFT)**

The East London NHS Foundation Trust remains very committed to working collaboratively with partner organisations to safeguard vulnerable people in Tower Hamlets. Our Safeguarding Board chaired by our Director of Nursing, Prof. Jonathan Warren, meets bi monthly. Our Safeguarding Adults Advisory team has had an increase in staffing in the

last year and we now have 83% compliance in terms of staff accessing introductory safeguarding adults training.

The Care Co-ordinators in our community teams, both the Social Workers seconded by LBTH and the Community Psychiatric Nurses and Occupational Therapists employed by ELFT, receive investigator training from the Local Authority.

In 2012-13 we undertook about 65 formal safeguarding adult's investigations but this is in the context of the majority of our work in the community being around managing our service user's risks both to themselves and other people. In addition our Resettlement Team were involved in about 25 investigations where Tower Hamlets residents are placed in residential homes and supported units in other boroughs.

ELFT has been very keen to learn lessons from the Serious Care Review regarding Mr X and MR Y, (see the executive summary on the Safeguarding adults page on the LBTH internet), the report into which was produced in autumn 2012. As well as briefing the teams involved we held a Trust wide *Learning the Lessons* conference which focused on this case plus one or two cases in the other boroughs we serve. This conference received considerable coverage also in the Trusts' staff magazine which goes to all staff colleagues.

For 2013-14 we want to particularly concentrate on ensuring that the outcome of safeguarding investigations gets reported in a timely fashion onto the Council IT system, Frameworki. This does involve some double recording as the Trust and LBTH systems are not linked but is obviously vital that report we back on safeguarding activity and outcomes.

**(Paul James – Borough Director for Tower Hamlets)**

### **Metropolitan Police Service (MPS)**

The Tower Hamlets Safeguarding Adults Unit has been proactive in ensuring collaborative working with the Local Authority and its partners throughout 2012-2013. We have good liaison and representation at the Local Authority Safeguarding Adults Board and have recently secured an Inspector as the dedicated Mental Health Liaison Officer for the borough.

We intend to build on this through 2013-14 and work towards our inclusion within the Multi-Agency Safeguarding Hub.

The Safeguarding Adults Unit continues to work very closely with the Community Safety Unit and therefore has strong links when offences also involve Domestic Violence and Hate crime.

Tower Hamlets Police treat the safeguarding of adults very seriously and have ensured that our staff working within the Unit and front line officers and staff are aware of their obligations within the *Pan London Multi Agency Policy and Procedures to Safeguard Adults from Abuse*.

The MPS has recently improved its IT systems which has enabled officers to record vulnerable adults coming to the notice of police where there is a risk of harm to that person or another because of mental health, age, illness or disability. The upgrade also enabled the recording of those subject to Section 135 and 136 of the Mental Health Act. This is a significant step towards our ability to use intelligence led policing to safeguard vulnerable adults in our society.

**(Wendy Morgan – Detective Chief Inspector)**

### **NHS Tower Hamlets**

Due to national changes in the structure of the NHS, NHS Tower Hamlets ceased to exist in 2012/13. This body was replaced by the Tower Hamlets Clinical Commissioning Group who has engaged with the Board and as such will make contribution to next year's report.

### **London Fire Service**

Within the London Fire Service in Tower Hamlets we have continued to build on good partnership working to identify and assist partners in dealing with adult safeguarding cases.

We have continued to roll out safeguarding training to all our staff within the borough enabling them to be more aware whilst they attend incidents and carry out community fire safety work. This has proven to be

successful because of the increase in Safeguarding referrals that our crews have generated .In addition to this we are rolling out Hoarding Awareness training to all our crews and with this in mind we will work closely with partner agencies to bring Hoarding cases to a mutually successful conclusion . Our safeguarding officer has been lobbying to increase Hoarding and safeguarding awareness amongst fire crews across East London who cross borough borders to attend incidents within the Borough of Tower Hamlets.

**(James Morford –Bow Station Manager)**

### **London Probation Trust (LPT)**

London Probation Trust (LPT) is committed to working with local partners in Tower Hamlets to improve the safeguarding of adults. LPT has established a Safeguarding Adults Strategic group which is made up of relevant senior managers and experts. The group meets bi-monthly to provide the strategic oversight for the safeguarding adults work across LPT. In addition LPT have developed a Safeguarding Adults Practitioner Forum for staff across LPT, which meets quarterly to discuss areas of note and to support the Safeguarding Adults Champions in each borough.

In the Tower Hamlets Local Delivery Unit all staff have been provided with a local briefing on safeguarding adults. We have been developing a training package in safeguarding adults for front-line practitioners, which will be implemented in the autumn of 2013

**(Kate Gilbert – Assistant Chief Officer – Tower Hamlets LDU, London Probation Trust)**

## Local Issues for Adult Safeguarding

### Key Issues for Adult Safeguarding 2012-2013

- The Serious Case Review was concluded and learning points identified. All partner agencies provided responses to the Board about how they intended to make changes within their organisations in order to accommodate these needs. The Board will track these changes to ensure learning has been implemented during 2013-2014

### Achievements this year against SAB work plan 2012- 2013

- Community Appointeeships have been established - Where service users do not have mental capacity to manage their finances and do not have savings; and do not have others who can take up this responsibility on their behalf, then the Council will apply to the Department of Work and Pensions (DWP) to manage their finances on the persons behalf.
- The Safeguarding Adults Risk Management Panel is being established to consider cases where people have mental capacity, but risks arise because they are making unwise decisions, are self-neglectful, have a hoarding disorder, who do not engage in support services or lead chaotic lifestyles placing either themselves or others at risk
- Safeguarding Adults Team members participate in the various risk management forums e.g. Multi Agency Risk Assessment Conference (MARAC), and Community Safety Partnership (CSP) and also prevention forums such as No place for Hate
- The sub groups of the Board including the Champions Group, Training Group and also the Quality and Performance group have contributed to the work of the Board and supported improvements in safeguarding in Tower Hamlets
- The Board membership has been strengthened

## Safeguarding Activity

### Key Findings and analysis – From the AVA returns 2012-2013

- The total number of alerts received in 2012-2013 is 590, out of which 290 progressed to the referral stage. The number of alerts received was 9.4% less than the previous year although still more than in 2010-2011. The number of alerts remains high indicating that the message that abuse is unacceptable is getting across to people. The decline may be due to better understanding of what abuse is and that people feel empowered to challenge this. An advert was placed in the Family magazine that starkly displayed the motto “Say No to Abuse”. This magazine was displayed in GP surgeries and health centres. The Dignify project ran an awareness session during World Elder Abuse Week that focussed on empowerment in situations of abuse.
- In terms of gender, the proportions of referrals for males and females remained consistent.
- The highest number of referrals received for any client category was for the adults of all ages with physical disability, frailty and sensory impairment at 48%, an increase 9% from last year. The single biggest cohort of referrals were received were for people with a learning disability in the age range 18-64 (34% - an increase from 29% last year) There were fewer referrals for people who are White British and this has been declining over the last three years by 4% in the age group 18-64, although there is a 6% increase in referrals for people who are Asian/Asian British. The Asian community makes up a large proportion of the population in Tower Hamlets. That awareness of adult abuse is reaching this community, this is a positive thing.
- In the 65 and over age group, the largest number of referrals were for people who are White British at 30%, although this has reduced by 10% over the period. We are seeing an increase in referrals for older Black/Black British people from 5% 2010-2011 to 7% 2012 – 2013. .

- 51% of abuse occurred in the person's own home, a decrease by 14% over a three year period
- Abuse in care homes remains consistent over the 3-year period at 13%
- The main areas of abuse are physical, emotional/psychological and financial abuse which is a consistent theme across three years, albeit with a slight reduction (5%) with a quarter of these cases being against adults aged 18-64 with a learning disability as expected,
- 75% of abuse occurred through services commissioned by the council or provided directly by it, although this has reduced over the period by 6%. Services; a reduction of 6%. Whereas this statistic is inevitable as it is only people that receive services or who are eligible to receive services that come under the remit of adult safeguarding.
- We are seeing an increase in referrals relating to people not know to services, and although not high in number, the rate of increase from previous years amounts to a 41% increase. We need to do more to understand why this is
- There has been a year on year increase in repeat referrals, an increase from 29% in 2010-2011 to 68% 2012-2013, for females in the 18-64 age group, the greatest increases were noted in the categories of physical disability. Frailty and sensory impairment and learning disability. Care Management processes must closely monitor repeat referrals to ensure that the client's needs are being met where repeat incidents of abuse are reported.
- 44% of all allegations were not substantiated

In addition to what our data is telling us, the LBTH Strategy and Performance Team carries out regular surveys on user satisfaction. Survey results identified that:

\* 57.9% of adult social care users reported feeling as safe as they want in the annual Service User Survey, compared to 59.5% last year. 3.7% reported "not feeling safe at all". Everyone who answered this question was contacted to ensure there were no safeguarding issues. No safeguarding issues were found, and what was found instead is that people who answered in this way tended to be worried about crime and anti-social behaviour in their local area.

\* 84.6% of adult social care users reported that care and support services help them in feeling safe, compared to 81.2% last year. Both results are higher than the England average for 2011-12 (England results for 2012-13 have yet to be released).

\* 76.2% of carers in the bi-annual Carer Survey reported having no worries about their personal safety. This was one of the few areas where carers reported a more positive experience when compared to the results of the annual Service User Survey.

## Key findings/analysis - Outcomes for the Adult at Risk

### Restorative Justice

- 19 cases involved police action, compared with 43 in 2010-2011

The Board are keen to know how many cases were reported to the police, how many were investigated, how many were put forward for prosecution, how many were prosecuted and the outcome.

### Actions taken by adult social care

- 5 people received a community care assessment, a 3-fold decrease on the previous year. The low number of assessments needs further investigation
- 50 people (almost a 1/6<sup>th</sup> of total numbers referred) continued to be monitored within services after the safeguarding processes ended.
- 3 perpetrators were detained under the Mental Health Act 1983

Actions taken by Strategic Commissioners- 6 cases led to actions by commissioning staff. Given that 74% of abuse occurs in commissioned services, this appears low and we need to understand this better

### Action taken by the Care Quality Commission

- CQC were involved with 4 cases, this is consistent with their level of involvement as the previous year.

### Action against staff by Human Resources

- No perpetrators were referred to the Protection of Vulnerable Adults (POVA) list, although 4 were referred to their registration body



- 6 staff were subject to disciplinary action. Less than half the number from the year before

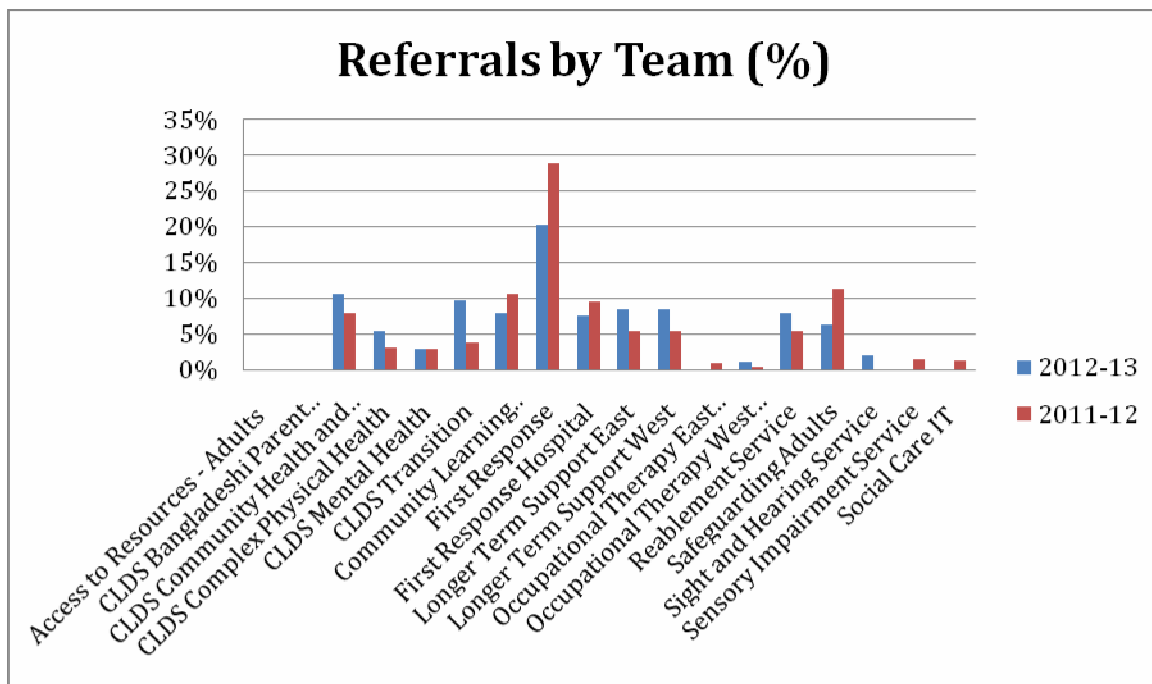
#### Removal from property or removal of the service

- 16 people compared with 20 last year and 11 in 2010-2011 were either removed from the place where abuse occurred or had their services decommissioned
- In 10 cases contact with the abuser was restricted or prevented, compared with 46 the year before

#### Counselling/ Training/Treatment

- 12 people compared with 44 last year were involved in counselling, training or treatment.

#### Pan London Procedures and Timescales

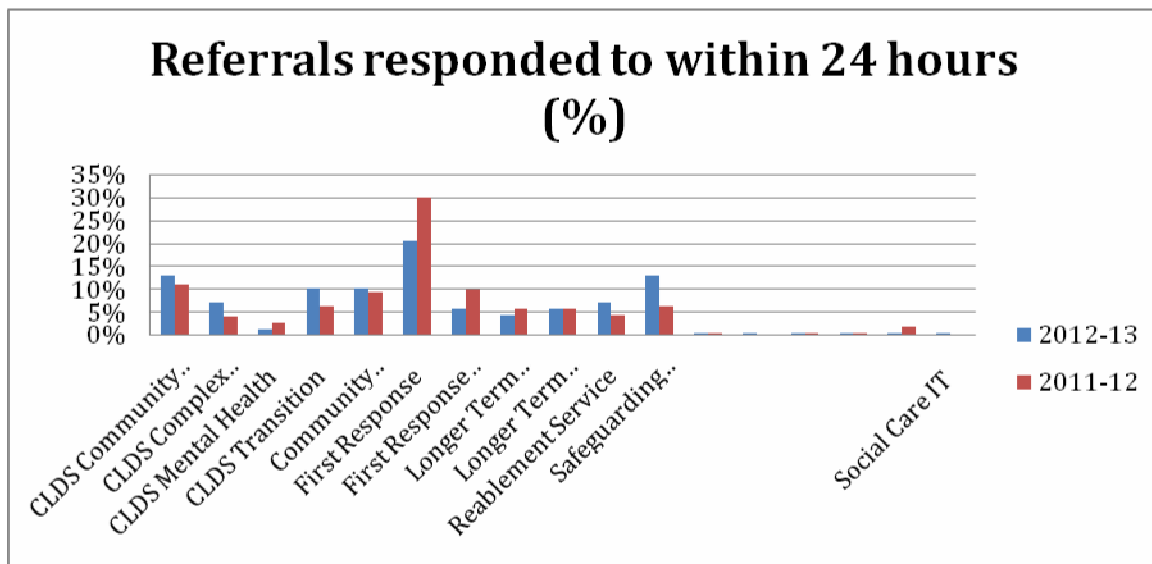


The majority of referrals come through the First Response Team who are the first point of contact for safeguarding referrals. The referral numbers have decreased by 9%; 2011-12 (29%) to 2012-13 (20%).

The Community Learning Disability Services (CLDS) however have had

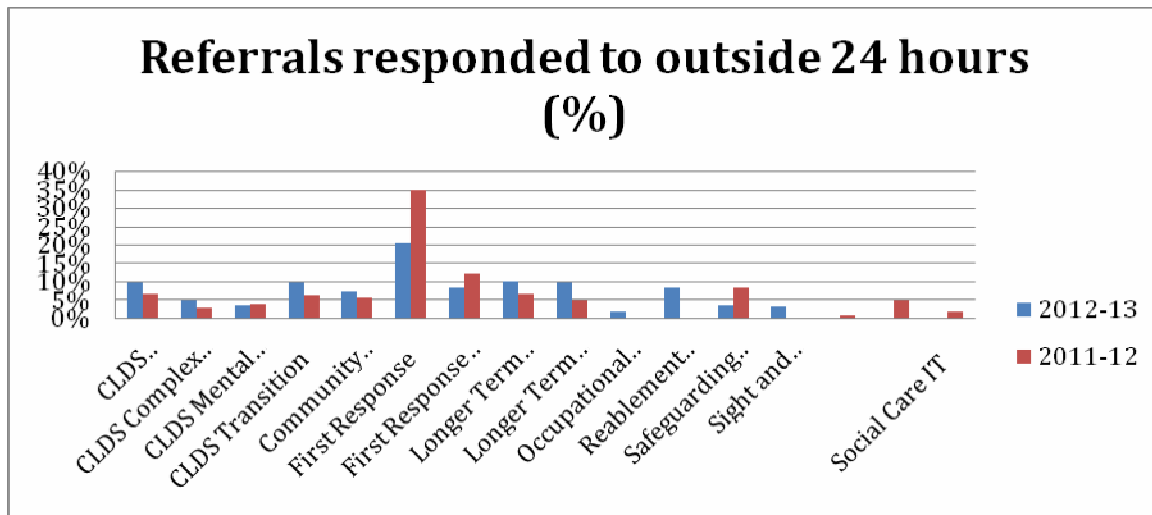
the highest number of referrals in the last two years; 2011-12 (29%) to 2012-13 (37%).

Further work needs to be done to understand this data and to ascertain whether LBTH should develop a plan to work cohesively with partners to ensure that people with learning disabilities are safe in our communities, in their homes and in services



The First Response Team achieves the highest level of compliance in responding to referrals within 24 hours.

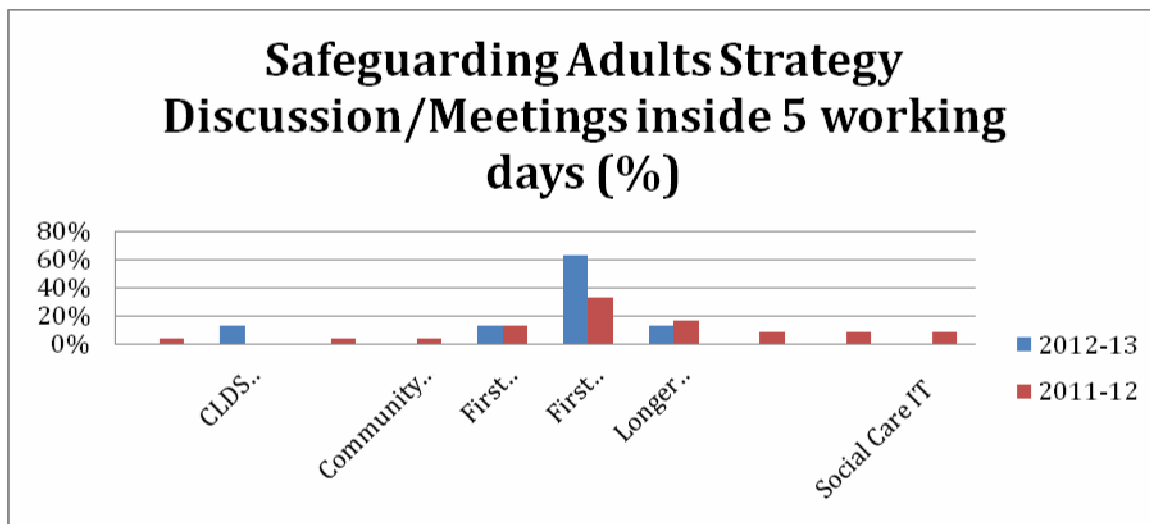
The data however also shows that improvements have been made by CLDS (34% in 2011-12 to 43% in 2012-13) and the mental health services whose data is inputted into Frameworki by the Safeguarding team, who have improved their performance in this measure by 7%; 2011-12 (6%) to 2012-13 (13%).



As teams in general have shown a rise in performance in responding to referrals within 24 hours, there is still work to do to ensure that this timescale is adhered to as the above data demonstrates.

The data also shows that First Response and First Response Hospital (combined total) have turned their performance around in this measure; 2011-12 (47%) to 2012-13 (28%). Other teams have also made improvements but there is still work to do to improve adherence to the timescales

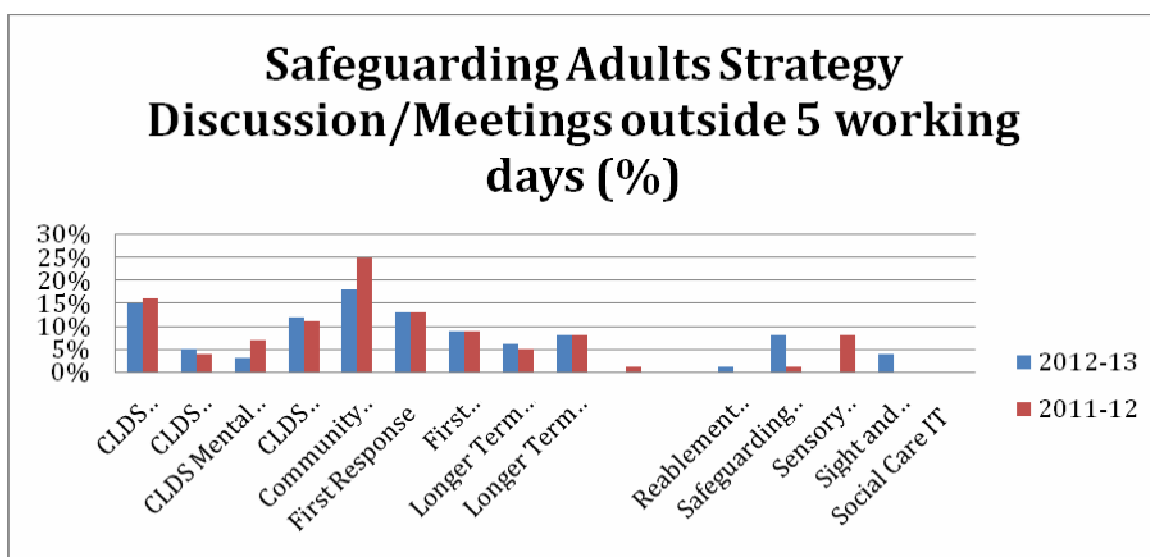
Audit work has revealed a number of inputting issues that slow up the process. The development of the new safeguarding workflow is focused on resolving data challenges and re-clarification of policy and procedures to support practitioners and local managers improve this performance.



The data shows First Response Hospital in 2012-13 has achieved the highest level of compliance (63%) compared with last year (33%) in ensuring a strategy meeting is held within 5 working days from receipt of safeguarding referral.

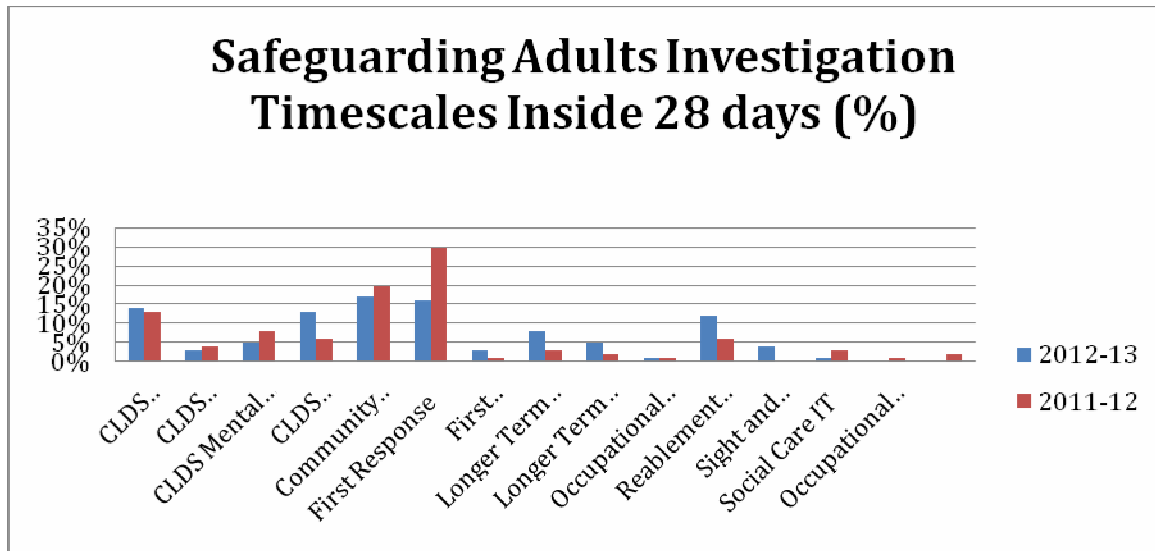
There are challenges in capturing this information accurately in the current arrangements.

Work is underway to create a new safeguarding workflow to enable staff to follow the Pan London Procedures and to capture information pertaining to this measure



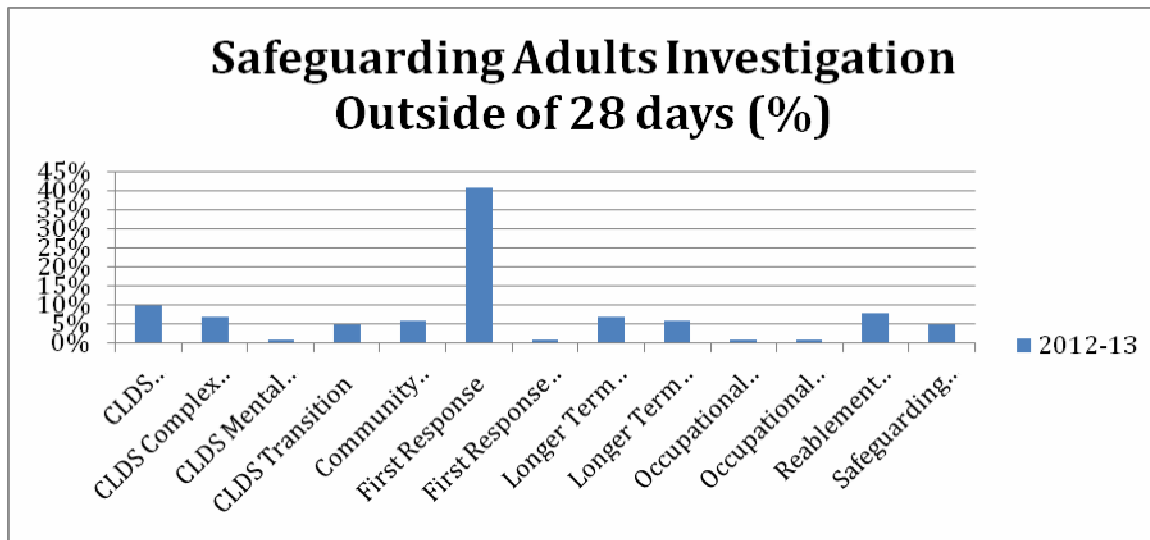
The data appears to suggest that teams have not made significant improvement in the two consecutive years and that still high proportion of

strategy meetings are not taking place within 5 working days from the receipt of the safeguarding referral. The exception is CLDS where 7% decrease was achieved; 2011-12 (25%) to 2012-13 (18%).



The policy and procedures stipulate that a safeguarding investigation must be conducted within 20 working days from receipt of referral. However, local reporting cannot exclude weekends and thus this report includes investigation data over 28 day period. The new safeguarding workflow will review this and if possible adjust the reporting to align more with policy and procedures.

There is some evidence of year on year improvement; Longer Term Support Team (combined) show 8% increase in 2012-13 from previous year (2011-12) and it's the same for CLDS Transition 7% increase and Reablement Service 6% increase. However, First response who hold the highest number of Referrals seem to indicate a 14% decrease from previous years performance; 2011-12 (30%) to 2012-13 (16%).



### DOLS (Deprivation of Liberty Safeguards)

Appendix A shows that during the first year when DOLS came into force (April 2009) LBTH had 17 requests for DOLs authorisations, in the subsequent year the figures dropped to 5 and then 4. During 2011 – 2012 LBTH DOLS request were lowest in England. The London average was in the twenties, 71 being the highest number of requests. During 2012 – 2013 the number of request doubled but as yet England/London figures have not been published.

During the first year that DOLS came into force (April 2009) NHS Tower Hamlets had 24 requests for DOLS authorisation, reducing to 6 in the subsequent year and then to 4. The figure has stayed the same during 2012-2013. The figures were low but not as low as few of the other London PCTs, the highest number of requests in London was 29.

At the end of March 2013, the Supervisory Body responsibility for people in hospitals transferred to the Local Authority.

The Board needs to be reassured that these figures will monitor that improvements have been made in this area during the coming year.

## **Internal Audit on Safeguarding Vulnerable Adults (Adults, Health & Wellbeing Directorate) March 2013**

LBTH commissioned external auditors to carry out an audit on adult safeguarding.

The audit identified some concerns around operation and practice in safeguarding adults work that the Council had already identified as a gap, in addition to identifying the need for a strategic review of its safeguarding arrangements and had therefore, appointed a Strategic Lead for Safeguarding Adults, Mental Capacity and Deprivation of Liberty Safeguards in November 2012 whose effects should be seen in the next financial year.

## Appendix A – DOLS data

### 2009 – 2010 - Council

	Authorisations Granted	Authorisations Not Granted	Total
Hackney	5	4	9
Newham	22	11	33
Tower Hamlets	6	11	17

### 2009 – 2010 – PCT

	Authorisations Granted	Authorisations Not Granted	Total
Hackney	5	4	9
Newham	9	3	12
Tower Hamlets	4	20	24

### 2010 – 2011 - Council

	Authorisations Granted	Authorisations Not Granted	Total
Hackney	6	5	11
Newham	31	6	37
Tower Hamlets	2	3	5

### 2010 – 2011 - PCT

	Authorisations Granted	Authorisations Not Granted	Total
Hackney	5	0	5
Newham	7	5	12
Tower Hamlets	3	3	6

### 2011 – 2012 - Council

	Authorisations Granted	Authorisations Not Granted	Total
Hackney	14	4	18
Newham	34	19	53
Tower Hamlets	3	1	4

### 2011 – 2012 - PCT

	Authorisations Granted	Authorisations Not Granted	Total
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Hackney	4	4	8
Newham	16	7	23
Tower Hamlets	3	0	3

**Number of DOLS request received and authorised by the Council  
2012-2013**

Tower Hamlets	6	2	8
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**Number of DOLS request received and authorised by the PCT 2012-  
2013**

Tower Hamlets	0	4	4
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## **SAB Work Plan – 2013-2014**

The Board has considered the gaps identified through the various processes above and has incorporated improvements into its 2012-2013 work plan

### **Tower Hamlets Safeguarding Adults Board**

#### **Work Plan / Business Plan 2013-2014 - Agreed at SAB meeting 21 May 2013**

**This year's Work Plan has been developed by the SAB and its constituent agencies.**

## Work Programme 2013/14

No.	Action	Lead /Accountable for Completion	Target Date	Action will be achieved by	RAG Status
1	Develop referral pathway for other agencies with LBTH, confirmation of forms to be used, agreed monitoring and review arrangement	Melba Gomes/ John Rutherford/Lenny Byrne	August 2013	Ensuring there are secure email team boxes Referral pathway for all organisation is agreed	
2	Clarify relationships between safeguarding and NHS incident policies, procedures and processes and systems	Melba Gomes/ John Rutherford/Paul James/Lenny Byrne	August2013	Applying agreed Pan London processes and statutory processes in dealing with SA in health settings	
3	Analysis of emerging issues and themes in relation to performance and identify improvements To include Pan London Procedures Pan London Timescales ASCOF Returns SAAF	Melba Gomes/Richard Fradgley/ Karen Sugars	October 2013	Demonstrable Improved Performance	
4	Continued working alongside community safety improvement strategies -	Melba Gomes/	ongoing	LBTH and its	

	specifically: MAPPA, MARAC, Prevent, Children's Board, and CSP. Develop relationship with Health and Wellbeing Partnership Board	Brian Parrott/Wendy Morgan/Emily Fieran –Reed		partners work together to keep People in LBTH safe	
5	Ensure that MCA/DOLS is integral to core functions in health and social care, including safeguarding adults	All statutory agencies		MCA is in use daily and People who are deprived of their liberty are deprived lawfully	
6	Track improvements in relation to the SCR	All agencies	ongoing	There is no repeat of similar issues occurring in LBTH	
7	Subgroup: Quality Assurance and Performance. To provide improved performance information to the board	Richard Fradgley/Karen Sugars/Melba Gomes/Others	March 2014	Performance data informs improvements and improvements are made	
8	Subgroup: Good Practice and Training. To create a multi-agency training strategy, but will have role in ensuring that staff are competent and current in their working knowledge to SA/MCA/DOLS	Paul James/Melba Gomes	March 2014	All staff are trained to a level commensurate with their role in safeguarding	

				All staff are current in their knowledge of working with SA/MCA/DOLS	
9	Champions Group to be reenergised	Melba Gomes/ Joy Calladine	March 2014	All providers are represented at the group	
10	<p>Develop a communication sub-group to promote the work of the SAB and raise awareness of safeguarding.</p> <ul style="list-style-type: none"> <li>- staff in SAB partner organizations</li> <li>- colleagues across services, statutory, voluntary and 'not for profit'</li> <li>- users of safeguarding services</li> <li>- the public of Tower Hamlets</li> </ul>	Melba Gomes/Others	October 2013	<p>Staff are aware of what the board is doing</p> <p>The public feel a responsibility to safeguard vulnerable people</p> <p>Vulnerable people know where to go to when they have been abused</p> <p>People who have experienced safeguarding processes in LBTH provide input into how the services</p>	

				can improve	
11	Ascertain how to include NHS England commissioning of primary care into the safeguarding agenda	Brian Parrott/Richard Fradgley/ Melba Gomes	July 2013	Have such services represented in some way in the SAB	
12	Agree and publish a simple practical working definition of when multi agency (and/or referral to the local authority) safeguarding arrangements need to operate. (Links with 1.)	Melba Gomes	July 2013	All agencies are clear about what constitutes a safeguarding concern and are consistent in how they progress the issue	
13	Achieve outcomes/actions agreed by SAB following Winterbourne report  Retain an overview of numbers of people in assessment and treatment units and length of time spent there  Appropriate legislation is applied where relevant i.e. MHA, MCA, MCA/DOLS	Sandra Howard/Helen Green/ Paul James/ Melba Gomes	May 2013	People are placed in such units for the shortest time possible. People placed in Assessment and Treatment Units and long term care are monitored regularly	

14	Agree and assure achievement of outcomes/actions agreed by SAB following Francis report	John Rutherford/Lenny Byrne/Melba Gomes	October 2013	Excellence in health care provision	
15	Establish an arrangement SAB self-assessment and assurance (i.e. of itself and its performance)	Brian Parrott/John Rutherford/ Melba Gomes	Mar 2014	The SAB is fit for purpose	
16	16. Director of Public Health (or public health colleague) to produce a public health overview statement (information, fact sheet or summary of Joint Strategic Needs Assessment of LBTH) in relation to safeguarding adults and potentially vulnerable people who may become subject to safeguarding need.	John Rutherford	October 2013		

**RAG Status Criteria**

Completed milestone	
Not achieved	
On target but some delays	
Achieved	
<b>RED / AMBER / GREEN</b>	

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# Agenda Item 10.1

<b>Committee/Meeting:</b> Cabinet	<b>Date:</b> 9 <sup>th</sup> October 2013	<b>Classification:</b> Unrestricted	<b>Report No:</b> CAB 039/134
<b>Report of:</b> Acting Corporate Director, Resources  <b>Originating officer(s)</b> Paul Thorogood - Interim Service Head for Finance and HR Development		<b>Title:</b> Medium Term Financial Plan Update – 2014-17  <b>Wards Affected:</b> All	

<b>Lead Member</b>	Cllr Alibor Choudhury (Cabinet Member for Resources)
<b>Community Plan Theme</b>	One Tower Hamlets
<b>Strategic Priority</b>	Ensuring Value for Money across the Council

## 1. **SUMMARY**

- 1.1. Council has previously agreed a balanced medium term financial plan to March 2015, and outline an approach for savings to be delivered in 2015/16 of some £25m. However our working assumption has always been that this would be the first tranche of a further period of significant savings on the back of the current Government's austerity programme.
- 1.2. Subsequently there has been a further Spending Round (26th June 2013) followed at the end of July by a series of consultations from the Department for Communities and Local Government (DCLG) and officers have had to revisit assumptions. The 2013 Spending Round only dealt with 2015/2016, setting out expenditure limits for each government department, but we have to plan on the basis that public sector spending reductions will continue along the current trajectory for at least a further two years beyond 2015/16. Clearly during the intervening period there is potential for both the economic and political environment to change, which could impact on our assumptions.
- 1.3. This report provides Cabinet with a draft Medium Term Financial statement, on the back of the Spending Review, covering the three year period from 2014/2015 to 2016/2017 including:
  - The likely financial resources available to the Council;
  - the likely cost of providing existing services as set out in the February Council report

- the overall level of savings that need to be identified to be agreed to give a balanced, sustainable budget over the medium term financial planning period.

1.4. The Medium Term Financial Plan, of necessity, includes a number of key planning assumptions which will need to be closely tracked as part of the Council's established financial and performance monitoring process. This will ensure that any significant variances are quickly identified together with appropriate mitigating actions.

## **2. DECISIONS REQUIRED**

The Mayor in Cabinet is recommended to:

2.1 Consider and comment on the draft Medium Term Financial Plan set out in paragraph 6 and Appendix 1 of the report, in the context of the Spending Review 2013.

2.2 Consider the financial outlook and medium term projections set out in this report and agree that, on this basis, no immediate action is required to develop additional savings for 2014/2015.

2.3 Note that the financial position is subject to many unknowns and that officers will monitor the financial position closely and report to the Corporate Management Team and the Mayors Advisory Board for Strategic and Resource Planning during the financial year on developments in Government policy and their implication on the medium term financial plan.

2.4 Agree that officers, after consultation with the Mayor and Lead Member for Resources continue to develop further spending reduction options for the 2015/2016 financial year and the medium term.

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

3.1 The Council's integrated financial and business planning process is the key mechanism for reviewing plans and strategies to ensure priorities are being met and that resources are allocated effectively to underpin their achievement. The process concludes in changes to the budget and medium term financial strategy that delivers a revised Community Plan and Strategic Plan.

3.2 While many key decisions, including the formal setting of Council Tax, are undertaken annually, these decisions need to be set in the context of a longer term plan. Forward planning offers greater opportunities to link service outcomes to the level of resources available, especially as Government funding reduces.

3.3 The planning process needs to be informed by an up-to-date understanding of the priorities for our residents and partners.

3.4 This report is intended to provide the financial context in which future decisions will need to take place.

#### 4. **ALTERNATIVE OPTIONS**

This report is primarily for information. Any decision not to develop options to address future spending reductions would have serious ramifications for the Council.

#### 5. **BACKGROUND INFORMATION**

5.1 The Council's budget and medium term financial plan sets out:

5.1.1 Growth pressures likely to bear upon the Council's revenue budget over the next three financial years

5.1.2 Ongoing reductions achieved by savings agreed in previous budget rounds

5.1.3 Assumed income from Council Tax, business rates and Government grants

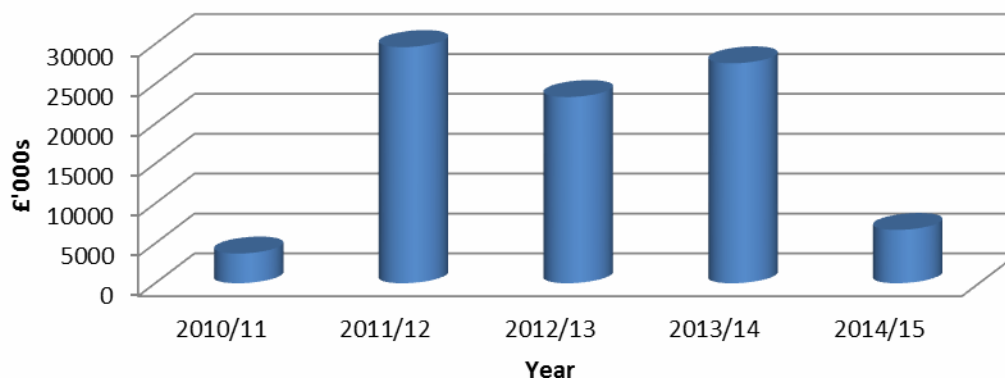
5.1.4 Use of reserves and budget contingencies and the impact on the revenue budget of changes to these

5.2 The budget set by Council for 2013/2014 agreed a further £5.2m of savings, delivering a reduction of £91m by 2014/2015 compared with a baseline in 2010/2011.

5.3 The savings agreed to date represent the largest reduction in spending ever experienced by this authority, some 24% and has been achieved through a series of efficiencies with minimal impact on service delivery and with only a minimal need for compulsory redundancy.

5.4 The graph below provides the savings agreed to be made in each financial year from 2010/2011 to date:

**Table 5.1**



## 6. SPENDING REVIEW 2013

- 6.1 The 2013 Spending Round was announced on 26<sup>th</sup> June 2013 and set out expenditure limits for individual Government departments for 2015/2016. Subsequently a number of consultations have been issued by the Department for Communities and Local Government, providing further detail and clarity on a number of elements referred to in the announcement.
- 6.2 The announcement and subsequent consultations identify there will be a 9.8% reduction in the local government Revenue Distribution Expenditure Limit in 2015/2016 and not specifically from revenue support grant which was the expectation in the previous medium term financial plan.
- 6.3 The table below sets out how the 10% reduction has been applied to the Revenue Distribution Expenditure Limit:

**Table 6.1**

	2014-15 £'bn	2015-16 £'bn	2015-16 % Change (real terms)
<b>Local Government RDEL</b>	<b>25.600</b>	<b>23.500</b>	<b>-9.8%</b>
Local share of business rates	11.254	11.570	1.0%
Revenue Support Grant	12.360	8.950	-28.9%
<b>Settlement Funding Assessment</b>	<b>23.614</b>	<b>20.519</b>	<b>-14.6%</b>
New Homes Bonus topslice	0.800	1.100	35.1%
Safety Net topslice	0.120	0.050	-59.1%
Capitalisation topslice	0.050	0.000	-100.0%
Other grants and payments	0.799	1.831	77.0%
Other expenditure	0.164		
Unknown	0.053		
<b>Local Government Revenue Distribution Expenditure Limit</b>	<b>25.600</b>	<b>23.500</b>	<b>-9.8%</b>

- 6.4 The above table identifies that the revenue support grant decreases by 28.9% and although retained business rates increased by 1.0%, the settlement funding assessment element of overall Revenue Distribution Expenditure Limit decreased by 14.6%.
- 6.5 In addition, it can be seen that £1.8bn has been held back. This may be passed to the Council in the future, however the rationale and purpose of the funding is not known at this time and whether any conditions or extra deliverables will be applied to secure it. In view of the uncertainty, we are continuing to work with London Councils, the Local Government Association

and other bodies to assess the position and reduce the level of uncertainty. At this stage we are not able to factor any of this funding into the MTFP.

- 6.6 Given that Tower Hamlets relies more on government funding, the cut in revenue support grant results in a 28.9% loss compared to 27.6% nationally. Revenue Support Grant will fall from approximately £150m in 2013/14 to less than £90m from 2015.
- 6.7 In addition, as part of the 2013 Spending Round the Government have stated that the New Homes Bonus national funding pot will be top sliced by 35% in 2015/2016, with the money being channelled through regional and sub-regional Local Enterprise Partnerships as part of the Single Local Growth Fund, for reinvestment at regional level. This was unexpected, and what it means is that the Council is likely to lose 35% of its whole allocation from 2015 onwards – a loss of some £7-8m of grant per annum. The decrease in New Homes Bonus could have a greater adverse impact on Tower Hamlets than any other local authority in the country given the borough's continued success in delivering new homes.
- 6.8 The 2013 Spending Review has continued to invest funding for health and social care to deliver services for vulnerable clients and families, an investment of £3.8bn in 2015/2016 to support pooled budgets and a further £200m to extend the Troubled Families programme. To support this £200m will be transferred from the NHS in 2014/2015.
- 6.9 There may be an opportunity to utilise a proportion of whatever allocations Tower Hamlets may receive of the redistributions outlined above to align with existing mainstream funding to facilitate more effective use of local resources. This could enable part of the funding to be used to support the medium term financial plan. However, the impact of the Health and Social Care Bill on the Council will need to be considered when further detail is made available to carry out the service and financial modelling. Again, at this stage no assumptions on funding are factored into the MTFP.

## **7. UPDATED MEDIUM TERM FINANCIAL PLAN**

- 7.1 The Council's medium term financial position reported to Council in February 2013 for the period 2013/2014 through to 2015/2016 is summarised below:

**Table 7.1**

	<b>2013/2014 £'000</b>	<b>2014/2015 £'000</b>	<b>2015/2016 £'000</b>
Total Funding Requirement	297,806	301,117	309,382
Funding	(312,019)	(286,658)	(272,658)
Budget Deficit Surplus	(14,213)	14,459	36,724
Contributions to/from Gen. Fund Reserves	14,213	(14,459)	(12,551)
Unfunded Gap			24,173
<b>General Fund Balance</b>	<b>52,481</b>	<b>32,551</b>	<b>20,000</b>

7.2 The table below provides an update to the Council's medium term financial plan through to 2016/17, following the Spending Review announcements:

**Table 7.2**

	<b>2013/ 2014 £'000</b>	<b>2014/ 2015 £'000</b>	<b>2015/ 2016 £'000</b>	<b>2016/ 2017 £'000</b>
Total Funding Requirement	295,945	296,830	312,095	326,695
Assumed Funding	(316,458)	(289,609)	(261,586)	(246,124)
Budget Deficit (Surplus)	(20,513)	7,221	50,509	80,572
Contributions to/(from) Gen. Fund Reserves	20,513	(7,221)	(22,044)	(9,516)
Gap			28,465	71,056
<b>General Fund Balance</b>	<b>58,781</b>	<b>51,560</b>	<b>29,516</b>	<b>20,000</b>
<b>Savings to be Identified</b>			<b>28,465</b>	<b>42,590</b>

A more detailed version is attached as Appendix A.

7.3 The updated MTFP makes the following assumptions:

- A continued reduction in revenue support grant from 2015/2016
- Local tax base income to increase by approximately 2% over the period of the MTFP
- Appropriate utilisation of general reserves to mitigate the impacts of the Spending Round whilst ensuring they do not fall below £20m

7.4 As per the above table, the unfunded gap for the Council is forecast to be £71m over the period covering 2015/2016 through to 2016/17.

7.5 Despite the bad news that the Spending Round brought us, through careful financial management in 2012/13 we have been able to significantly reduce the savings target from that set out in the budget report, and if we are able to maintain that discipline during 2013/14, and deliver this year's savings programme we will be in a position to set aside further albeit limited resources as contingency against 2016/17.

## **8. STRATEGIC APPROACH TO SAVINGS IDENTIFICATION**

8.1 The Council has a well-embedded approach to strategic and resource planning. Key priorities are agreed with residents and partners in the Community Plan 2020 and these are reflected in a set of strategic objectives in the Council's three year Strategic Plan.

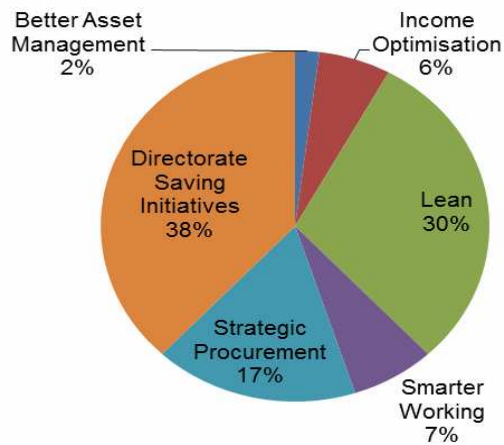
8.2 Notwithstanding the need to manage within a very challenging financial context, the Council remains focused on delivering its key policy objectives. Specifically the Mayor has made clear those priorities that he wishes to see reflected in the allocation of Council resources, namely: improving the condition of social housing; increasing the supply of affordable social housing (particularly family sized housing); maintaining the provision of services for young people; delivering programmes of skills development,

employment and enterprise activity; maintaining support to vulnerable adults; minimising the impact on resident household budgets and; protecting investment in activity that promotes community safety. Whilst that provides some strategic direction it is more difficult to assess services that as a consequence are not deemed priority.

8.3 Since 2010/2011 the Council has used five key strands to delivering savings which have been developed through the budget process:

- A leaner workforce: with a particular focus on rationalising senior management; stripping out duplication and bureaucracy; and creating a flatter, more generic operational structure designed both to enable the progression of talented employees and to be more acutely focused on serving the needs of our residents.
- Smarter Working: with a particular focus on the vacation of Anchorage House in 2013; more localised patterns of working; better use of new technology to enable council officers to do their jobs more effectively and at less cost and; opening up opportunities for residents to access our services in ways that reflect the realities of their lives be that in their homes, on-line, over the phone or in our offices and one stop shops.
- Better utilisation of our assets: with a particular focus on underutilised buildings being put to better use and, where not possible, disposed of to support the council's capital programme and a root and branch review of our treasure management and capital planning arrangements.
- Income Optimisation: with a particular focus on ensuring that charges are set fairly and in a manner that protects our most vulnerable residents; ensuring money owed to us is collected in a timely and efficient manner; and on a review of our commercial charges.
- Better Buying: with a particular focus on supporting local businesses to access the council's supply chain, ensuring a continuing role for the third sector in the delivery of services and ensuring that private sector contractors give value for money and deliver efficiency savings where appropriate, whilst working within the values and ethos of the council.

8.4 A summary of the savings delivered to date through each of these streams is shown below:



8.5 Officers are continuing to develop opportunities for saving options for the 2015/2016 year onwards, based on the principles outlined above with a particular focus on those prioritised by the Mayor in the February budget report – those being:

- Looking again at workforce efficiency, including management layers and spans of control
- Reviewing the use of information management to improve organisational efficiency
- Further reviewing third party spend, testing the capacity for alternative and better value sourcing options
- Joint working with businesses, other public bodies and the third sector to investigate joint procurement opportunities and reduce duplication

An outline programme of proposals and contingencies to deliver the 2015/16 reductions are in progress and will be appraised and tested, in consultation with relevant Cabinet Members, for presentation to Cabinet as part of the annual budget process.

## 9. **SUMMARY**

9.1 The priority for the Council continues to deliver its services in line with both Members and residents aspirations to the standard and quality that is expected and the Council strives itself on delivery, whilst at the same time doing this through a significant reduction in resources.

9.2 As identified within the report, the financial outlook for the Council continues to be extremely challenging, with a reduction in financial resources from Central Government and an increase in demand for Council services through demographic change.

9.3 The level of savings required to be achieved for the period 2015/2016 through to 2016/17 are likely to be in the region of £71m, and the spending reductions are anticipated to continue into 2017/18.

9.4 The medium term financial plan continues to be balanced for 2014/2015 with no additional savings required to be delivered.

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



10.1 The comments of the Chief Financial Officer are contained within this report.

## **11. LEGAL COMMENTS**

11.1 The report proposes consideration of a revised medium term financial plan. This is a matter that informs the budget process and may be viewed as a related function. It is, in any event, consistent with sound financial management and the Council's obligation under section 151 of the Local Government Act 1972 for the Council to adopt and monitor a medium term financial plan.

11.2 The report provides information about risks associated with the medium term financial plan and the budget. This is, again, consistent with the Council's obligation under section 151 of the Local Government Act 1972 to make proper arrangements for the management of its financial affairs. It is also consistent with the Council's obligation under the Accounts and Audit (England) Regulations 2011 to have a sound system of internal control which facilitates the effective exercise of the Council's functions and which includes arrangements for the management of risk. The maintenance and consideration of information about risk, such as is provided in the report, is part of the way in which the Council fulfils this duty.

11.3 When considering the medium term financial plan, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't.

## **12. ONE TOWER HAMLETS CONSIDERATIONS**

12.1 The budget and Medium Term Financial Plan is one of the main instruments through which the Council delivers its Strategic Plan, including its objective to promote One Tower Hamlets. It is important that decisions taken as part of the budget process take account of equalities and diversity issues.

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

13.1 Sustainable action for a greener environment considerations have been taken into account in the forecasts.

## **14. RISK MANAGEMENT IMPLICATIONS**

14.1 The absence of a forward financial forecast would expose the Council to the risk of making decisions which are not sustainable in the longer term, or of missing opportunities which might only be identified through a longer term planning horizon. Furthermore, inadequate integration of service and financial planning gives rise to the possibility of service planning without regard to affordability, or a budget that does not direct resources to service priorities.

14.2 This report, and its subsequent development, is intended to substantially address those risks.

**15. CRIME AND DISORDER REDUCTION IMPLICATIONS**

15.1 There are no crime and disorder reduction implications arising from this report.

**16. EFFICIENCY STATEMENT**

16.1 The efficiency and value for money implications of individual budget proposals will be set out as part of the budget process as it progresses.

**17. APPENDICES**

17.1 Appendix 1 – Summary Draft Medium Term Financial Plan 2013/14 to 2016/17

**Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012**

Brief description of “background papers”	Name and telephone number of holder and address where open to inspection.
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None	N/A
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## Summary Draft Medium Term Financial Plan 2013/14 to 2016/17

Figures in £000s

	2013/14	2014/15	2015-16	2016/17
<b>Net Service Costs</b>	292,938	293,669	295,746	312,095
Growth	40,398	4,536	2,755	7,600
Savings	(26,029)	(6,692)		
Inflation	5,760	6,342	7,000	7,000
<b>Core Grants (including Public Health)</b>	<b>(40,309)</b>	<b>(460)</b>	<b>(406)</b>	
New Homes Bonus	23,717		7,000	
Grants transferring into baseline				
<b>Earmarked Reserves</b>	<b>(530)</b>	<b>(565)</b>		
<b>Total Funding Requirement</b>	<b>295,945</b>	<b>296,830</b>	<b>312,095</b>	<b>326,695</b>
<b>Government funding</b>	<b>(150,670)</b>	<b>(121,866)</b>	<b>(89,214)</b>	<b>(68,766)</b>
Retained Business Rates	(100,800)	(102,816)	(104,872)	(106,970)
Council Tax (inc discount changes)	(63,343)	(64,927)	(67,500)	(70,388)
Collection Fund surplus	(1,645)			
<b>Total Funding</b>	<b>(316,458)</b>	<b>(289,609)</b>	<b>(261,586)</b>	<b>(246,124)</b>
<b>Budget Gap</b>	<b>(20,513)</b>	<b>7,221</b>	<b>50,509</b>	<b>80,572</b>
<b>Projected Underspend</b>				
<b>Top up Severance Reserves</b>	<b>20,513</b>	<b>(7,221)</b>	<b>(22,044)</b>	<b>(9,516)</b>
<b>General Fund Reserves</b>	<b>0</b>	<b>0</b>	<b>28,465</b>	<b>42,591</b>
<b>Savings Required</b>				
<b>Balance on General Fund Reserves (£000s)</b>	<b>31/03/2014</b>	<b>31/03/2015</b>	<b>31/03/2016</b>	<b>31/03/2017</b>
	58,781	51,560	29,516	20,000

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# Agenda Item 10.2

<b>Committee/Meeting:</b> CABINET	<b>Date:</b> 9 October2013	<b>Classification:</b> Unrestricted	<b>Report No:</b> CAB 040/134
<b>Report of:</b>  <b>Corporate Director: Chris Holme</b>  <b>Originating officer(s)</b> Zamil Ahmed – Senior Procurement Manager Resources Ext 4385		<b>Title:</b>  Quarter 3 - Contracts Forward Plan  <b>Wards Affected: All</b>	

<b>Lead Member</b>	Cllr Alibor Choudhury
<b>Community Plan Theme</b>	One Tower Hamlets
<b>Strategic Priority</b>	All

## 1. **SUMMARY**

- 1.1 The Council's Procurement Procedures require a quarterly report to be submitted to Cabinet, laying down a forward plan of supply and service contracts over £250,000 in value, or capital works contracts over £5 million. This provides Cabinet with the visibility of all high value contracting activity, and the opportunity to request further information regarding any of the contracts identified. This report provides the information in period Q3 of the Financial Year.
- 1.2 Only contracts which have not previously been reported are included in this report.

## 2. **DECISION REQUIRED:**

The Mayor in Cabinet is recommended to:-

1. Consider the contract summary at Appendix 1, and identify those contracts about which specific reports – relating to contract award – should be brought before Cabinet prior to contract award by the appropriate Corporate Director for the service area and
2. Confirm which of the remaining contracts set out in Appendix1 can proceed to contract award after tender subject to the relevant Corporate Director who

holds the budget for the service area consulting with the Mayor and the relevant lead member prior to contract award

3. Authorise a Head of Legal Services to execute all necessary contract documents in respect of the awards of contracts referred to at recommendation 2 above.

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

- 3.1 The Council's Procurement Procedures require submission of a quarterly forward plan of contracts for Cabinet consideration, and it is a requirement of the Constitution that "The contracting strategy and/or award of any contract for goods or services with an estimated value exceeding £250,000, and any contract for capital works with an estimated value exceeding £5,000,000, shall be approved by the Cabinet in accordance with the Procurement Procedures". This report fulfils these requirements for contracts to be let during and after the period Q3 of the Financial Year.

### 4. **ALTERNATIVE OPTIONS**

- 4.1 Bringing a consolidated report on contracting activity is considered the most efficient way of meeting the requirement in the Constitution, whilst providing full visibility of contracting activity; therefore no alternative proposals are being made.

### 5. **BACKGROUND**

- 5.1 This report provides the forward plan for the period Q3 of the Financial Year in Appendix 1, and gives Cabinet Members the opportunity to select contracts about which they would wish to receive further information, through subsequent specific reports.

### 6. **FORWARD PLAN OF CONTRACTS**

- 6.1 Appendix 1 details the new contracts which are planned during the period Q3 of the Financial Year. This plan lists all of the new contracts which have been registered with the Procurement Service, and which are scheduled for action during the reporting period.

Contracts which have previously been reported are not included in this report. Whilst every effort has been made to include all contracts which are likely to arise, it is possible that other, urgent requirements may emerge. Such cases will need to be reported separately to Cabinet as individual contract reports.

- 6.2 Cabinet is asked to review the forward plan of contracts, confirm its agreement to the proposed programme and identify any individual contracts about which separate reports – relating either to contracting strategy or to contract award – will be required before proceeding.

- 6.3 Equalities and diversity implications – and other One Tower Hamlets issues – are addressed through the Council’s Tollgate process which provides an independent assessment of all high value contracts, and ensures that contracting proposals adequately and proportionately address both social considerations and financial ones (such as savings targets). The work of the Competition Board and Corporate Procurement Service ensures a joined-up approach to procurement.
- 6.4 The Tollgate process is a procurement project assurance methodology, which is designed to assist in achieving successful outcomes from the Council’s high value contracting activities (over £250,000 for revenue contracts, and £5,000,000 for capital works contracts which have not gone through the Asset Management Board approval system). All Tollgate reviews are reported to Competition Board, and when appropriate contract owners are interviewed by the Board; contracts require approval of the Board before proceeding.

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

- 7.1 This report describes the quarterly procurement report of the forward plan for Q3 of the Financial Year and beyond, to be presented to Cabinet for revenue contracts over £250,000 in value and capital contracts over £5 million.
- 7.2 Approximately £66.5m of goods, services and works will be procured from external suppliers. There is one Capital project reported. Procured services comprise around 40% of the Council’s annual expenditure and control of procurement processes is thus crucial to delivering value for money for local residents as well as managing the risks that may arise if procurement procedures go wrong. Consideration of the plan by Cabinet operates as an internal control and also provides the opportunity for the Mayor to comment on specific procurements at an early stage.

## **8. CONCURRENT REPORT OF LEGAL SERVICES**

- 8.1 The Council has adopted financial procedures for the proper administration of its financial affairs pursuant to section 151 of the Local Government Act 1972. These generally require Cabinet approval for expenditure over £250,000. In November 2009, Cabinet approved the procurement procedures, which are designed to help the Council discharge its duty as a best value authority under the Local Government Act 1999 and comply with the requirements of the Public Contract Regulations 2006. The procurement procedures contain the arrangements specified in the report under which Cabinet is presented with forward plans of proposed contracts that exceed the thresholds in paragraph 3.1 of this report. The arrangements are consistent with the proper administration of the Council’s financial affairs.
- 8.2 In accordance with the powers in the Public Services (Social Values) Act 2012, where appropriate, as part of the tender process bidders will be invited to state what community benefits which enhance the economic social or environmental well-being of the borough are available through the contract in

line with the Procurement Policy Imperatives adopted by Cabinet on 9<sup>th</sup> January 2013. The exact nature of those benefits will vary with each contract and will be reported at the contract award stage. All contracts which require staff based in London will require contractors to pay their staff the London Living Wage. Where the staff are based outside London an assessment will be carried out to determine if that is appropriate.

- 8.3 Contracts are recommended for a maximum period of three years except where there are particular circumstances relating to the procurement which warrant a longer period e.g. where equipment or premises needs to be provided by the contractor. Due to the requirement for the contractor to recover their investment in that equipment the cost of a shorter contract would not represent best value to the Council

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

- 9.1 Equalities and diversity implications – and other One Tower Hamlets issues – are addressed through the tollgate process, and all contracting proposals are required to demonstrate that both financial and social considerations are adequately and proportionately addressed. The work of the Competition Board and the Procurement & Corporate Programme Service ensures a joined-up approach to procurement.

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

- 10.1 Contracts are required to address sustainability issues in their planning, letting and management. Again, this is assured through the Tollgate process, and supported through the Procurement & Corporate Programmes' Corporate Social Responsibility work stream.

## **11. RISK MANAGEMENT IMPLICATIONS**

- 11.1 Risk management is addressed in each individual contracting project, and assessed through the tollgate process.

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

- 12.1 There are no specific crime and disorder reduction implications.

## **13. EFFICIENCY STATEMENT**

- 13.1 Contract owners are required to demonstrate how they will achieve cashable savings and other efficiencies through individual contracting proposals. These are then monitored throughout implementation.

## **14. APPENDICES**

Appendix 1 – new contracts planned: Q3 of the Financial Year and beyond.

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**Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012**  
**List of “Background Papers” used in the preparation of this report**

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

**None**

**N/A**

**Appendix one – new contracts planned: Q3 of the Financial Year**

Directorate Contract	Contract Value	Scope of Contract	Length of New Contract, or Contract Extension	Funding	Date submitted to Competition Board or scheduled for submission*	Planned Date for Invitation to Tender or * Contract signature.	Community Benefits
<p align="center">Page 234</p> <p align="center">R4507</p>	<p align="center"><i>£100,000 per annum</i></p> <p align="center"><i>£300,000 contract total value</i></p>	<p><b><u>Executive Recruitment</u></b>                      To create a framework of Executive Search and Selection providers for use by the council's senior officers to facilitate the recruitment of permanent staff members at LP09 grade and above (up to and including Chief Executive)</p> <p>The framework will allow council officers to use the services either by direct call-off or through mini-competition and the new arrangement will seek to improve representation of local and BAME candidates in the recruitment process for senior positions</p> <p>The council is undertaking this procurement exercise to replace the existing framework that expires on 31<sup>st</sup> January 2014</p> <p><b><u>Community Benefits</u></b></p> <p><u>Supporting workforce planning objectives -</u>                      We are asking suppliers to describe ways in which they can assist the council's workforce planning objectives (such as Navigate) or in the recruitment and selection process of senior staff. This should have an indirect community benefit.</p> <p><u>Supporting local employment businesses -</u>                      The companies expected to tender are generally well-established and have a wealth of recruitment knowledge/expertise that might be used to help support local employment businesses. This will be through business mentors, consultant shadowing/work placements, assistance with policies or bidding. Expectations to provide these services</p>	<p align="center">36 months</p>	<p align="center">Funded from revenue</p>	<p align="center">*30/09/2013</p>	<p align="center">Contract to commence on 1<sup>st</sup> February 2014</p>	<p align="center">To be included as part of the evaluation criteria.</p>

Directorate Contract	Contract Value	Scope of Contract	Length of New Contract, or Contract Extension	Funding	Date submitted to Competition Board or scheduled for submission*	Planned Date for Invitation to Tender or * Contract signature.	Community Benefits
		<p>are to be placed upon for suppliers who will be anticipated to billover £100k during the contract term</p> <p><b>Employment of local residents</b> Suppliers who are expected to bill over £150k during contract term will provide two 2-week work experience placements to individuals aged 16+ in each subsequent year</p>					
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 235 R4505</p>	<p>£629,000 per annum</p> <p>£1,887,000 (36 months duration)</p> <p>£3,145,000 (60 months duration)</p>	<p><b><u>Liability Insurance for Schools and Council Buildings</u></b> Procurement relates to the re-procurement of insurance policies for all of the council owned buildings i.e. schools, housing and corporate. The liability insurance includes public; employers and professional liability. The expiry date for all of these contracts is 31st March 2014. These insurances are necessary and would leave the council open to monetary losses if they were not in place.</p> <p>The London Borough of Croydon is the lead member of the ILC and responsible for the procurement exercises (as per the section 101 agreement entered into by the Council). The ILC have agreed to use the GPS &amp; Pro 5 insurance services framework agreement (RM958).</p> <p><b><u>Community Benefits</u></b></p> <p>Will be incorporated where appropriate.</p>	<p>36 months + 24 month extension</p>	<p>Funded from revenue</p>	<p>*19/08/2013</p>	<p>Contract is due to commence on the 1<sup>st</sup> April 2014.</p>	<p>To be included as part of the evaluation criteria</p>
<p><b>ESCW (CSF) 4508</b></p>	<p>£84k per annum</p> <p>£252,000 Total</p>	<p><b><u>Children Rights Advocacy Service</u></b> The statutory provision of independent advocacy services to children who are looked after by the local authority. Providing services directly to looked after children and care leavers. The service includes the provision of advocacy to individual children</p>	<p>2 years with option to extend for 1 year.</p>	<p>General fund revenue</p>	<p>*Oct/Nov 2013</p>	<p>Invitation to tender July 2014</p>	<p>To be included as part of the evaluation</p>

Directorate Contract	Contract Value	Scope of Contract	Length of New Contract, or Contract Extension	Funding	Date submitted to Competition Board or scheduled for submission*	Planned Date for Invitation to Tender or * Contract signature.	Community Benefits
		<p>and young people and encourages user participation. The services will also provide confidential advice, information, representation and training.</p> <p><b><u>Community Benefits</u></b></p> <p>The contract will include training opportunities for disabled young people.</p>					criteria
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 236</p> <p><b>R4444</b></p>	<p>£500,000 per annum</p> <p>£1,500,000 total</p>	<p><b><u>Welfare Processing Resilience Project</u></b></p> <p>Contract is for the re-procurement of an organisation to manage the 'peaks' in benefit claims. With the recent changes to the benefit legislation the ability to process claims in a timely manner will be even more of a challenge and this service will assist the council to maintain service levels. It is also proposed to open this contract to other boroughs with the possibility of our council receiving a percentage of their expenditure or an introduction fee. The current contract has been in place for a number of years and has been very successful in supporting council staff. Agilisys have the right to undertake this work under the terms of their contract so this procurement will only proceed if Agilisys are not to do the work</p> <p><b><u>Community Benefits</u></b></p> <p>The recruitment of 4 Benefits Apprentices (and possibly up to 6 Apprentices).</p> <p>However, this being an offsite remote processing contract for Benefit claims assessments (which realises value for money), the nature of this work is such that it is unlikely to be able to provide other Community Benefits.</p>	24 + 12 months	Funded from revenue	15/04/2013	Contract to commence 1st June 2014	To be included as part of the evaluation criteria

Directorate Contract	Contract Value	Scope of Contract	Length of New Contract, or Contract Extension	Funding	Date submitted to Competition Board or scheduled for submission*	Planned Date for Invitation to Tender or * Contract signature.	Community Benefits
	<p>£200,000 Turnover per annum (includes all invoiced overheads inc fees paid direct to council departments i.e. parks, parking, highways in addition to £40-60k profit share)</p> <p>Total 3 year contract turnover £600,000 (includes all invoiced overheads inc fees paid direct to council departments and potential profit share of £120-£180k)</p>	<p><b><u>Film Location Service Concession Contract</u></b>            LBTH receives a large number of requests for location filming. The aim of this procurement is to set up a One Stop Shop with a location management company to control all aspects of the process.</p> <p>Currently LBTH works with a location management company out of contract and would like to take this to tender to achieve a better outcome for LBTH. Location filming generates an annual turnover of £200K invoiced turnover including all invoiced overheads which would include fees paid directly to council services such as Parks, Parking, Property Services &amp; Highways.</p> <p>In addition to this, LBTH anticipates receiving 40k-60k annually in profit share. This is a nil cost contract to the council and the profit share generated will cover the costs of contract management by the Council's Film Officer and supports film related services to residents and local businesses as both a leisure pursuit and for professional development.</p> <p><b><u>Community Benefits</u></b></p> <p>The contract will include opportunities for local film makers to gain work experience: Where possible, charities and local film makers will have free access to film locations,</p>	<p>36 months plus a possible 12 +12 month extension (agreed with the lead member)</p>	<p>Self-funding, no cost to the council</p>	<p>04/03/2013</p>	<p>Contract scheduled to commence January 2014</p>	<p>To be included as part of the evaluation criteria</p>
<p><b>ESCW (CSF) 4472</b></p>	<p>£4.1m. (can fluctuate as</p>	<p><b><u>Foster Placements for Looked After Children Framework</u></b>            To ensure the Council meets its sufficiency duty in relation to placements for looked after children it is proposed that new</p>	<p>36 months</p>	<p>Funded</p>	<p>*19/08/2013</p>	<p>Contract scheduled to</p>	<p>To be included as part of</p>

Directorate Contract	Contract Value	Scope of Contract	Length of New Contract, or Contract Extension	Funding	Date submitted to Competition Board or scheduled for submission*	Planned Date for Invitation to Tender or * Contract signature.	Community Benefits
Page 238	demand led service) so in the region of £12.3m over a three year period.	<p>external foster care placements are in future commissioned through a regional framework agreement developed in partnership with East London and North London boroughs. (Lead boroughs are Enfield and Waltham Forest).</p> <p>Approval is also required to re-subscribe to the Pan London Agreement for Foster and Residential Care as children currently looked after by the authority have been placed with providers on this framework and there is no intention to move these children as it is crucial to ensure placement stability. The annual budget takes account of spend across both frameworks agreements (this is demand led provision so spend will fluctuate).</p> <p><b><u>Community Benefits</u></b></p> <p>Recruitment of local foster carers and where possible provision of apprenticeship opportunities.</p>		by revenue		commence April 2014	the evaluation criteria
H4475	<p>£7,500,000 per annum estimate</p> <p>OJEU scope to be between £0 and £37,500,000 Over 5 years</p>	<p><b><u>THH Specialist, New/ replacement works phase 1</u></b></p> <p>THH currently has 11 term contracts that cover various specialist new works that fall outside of the Decent Homes scope of work. These have been reviewed and amalgamated into 7 lots instead. Due to the Leaseholder requirements, these are being split into 2 procurement functions so as to stage the impact on residents.</p> <p>The first Contract procured will have 3 Lots covering new/ replacement works for:</p> <ul style="list-style-type: none"> <li>• Lifts,</li> <li>• CCTV, Door entry and TvAriels</li> <li>• Heating and water</li> </ul>	60 months	THH capital	*19/08/2013	November 2013	To be included as part of the evaluation criteria

Directorate Contract	Contract Value	Scope of Contract	Length of New Contract, or Contract Extension	Funding	Date submitted to Competition Board or scheduled for submission*	Planned Date for Invitation to Tender or * Contract signature.	Community Benefits
Page 239		<p>These will complement the current reactive specialist contracts awarded April 2012 and are structure to support the scope and capacity of local SMEs. The contracts will be designed to support the community benefits targets through a 5 year contract (technical apprenticeship require 5 year courses) as well as economy of scales from the arrangement.</p> <p>These requirements cannot be covered by external frameworks or LBTH contracts as they do not meet the Leaseholder requirements for our residents.</p> <p><b><u>Community Benefits</u></b></p> <p>This will include apprentices through the supply chain, use of local business and suppliers, and education and training opportunities for local residents.</p> <p>The impact on residents will be positive with quality of life enhance and the value of lease holders' investment protected. Full resident participation and lease holders consultation will take place as part of the process.</p>					
H4476	<p>£2,000,000 Per annum estimate</p> <p>OJEU scope to be between £0 and £14,000,000 Over 5 years</p>	<p><b><u>THH Specialist, New/ replacement works Phase 2</u></b> THH currently has 11 term contracts that covered various specialist new works that fall outside of the Decent Homes scope of work. These have been reviewed and amalgamated into 7 lots instead. Due to the Leaseholder requirements, these are being split into 2 procurement functions so as to stage the impact on residents.</p> <p>The second phase Contract procured will have 3 Lots covering new/ replacement works for:</p>	60 months	THH capital	*19/08/2013	January 2014	To be included as part of the evaluation criteria

Directorate Contract	Contract Value	Scope of Contract	Length of New Contract, or Contract Extension	Funding	Date submitted to Competition Board or scheduled for submission*	Planned Date for Invitation to Tender or * Contract signature.	Community Benefits
		<ul style="list-style-type: none"> <li>• Re-wires, risers and laterals</li> <li>• Asbestos</li> <li>• Hard and soft landscaping</li> </ul> <p>The first two replace contracts due to expire while the third covers a gap in current contract service provision. They are structure to support the scope and capacity of local SMEs. The contracts will be designed to support the community benefits targets through a 5 year contract (technical apprenticeship require 5 year courses) as well as economy of scales from the arrangement.</p> <p>These requirements cannot best be covered by term contracts available from external sources or contracts available within LBTH as these are unlikely to meet the detailed requirements of THH leaseholder consultation and related matters.</p> <p>The 7th Lot, (internal and external works contract H3134) will be addressed in 12 months so that it is phased to cover any works not covered by the decent homes contracts.</p> <p><b><u>Community Benefits</u></b></p> <p>This will include apprentices through the supply chain, use of local business and suppliers, and education and training opportunities for local residents.</p> <p>The impact on residents will be positive with quality of life enhanced and the value of lease holders' investments protected. Full resident participation and lease holders consultation will take place as part of the process.</p>					





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# Agenda Item 12.1

<b>Committee:</b> Cabinet	<b>Date:</b> 9 October 2013	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b> CAB 041/134
<b>Report of:</b> Corporate Director Resources		Exercise of Corporate Directors' Discretions		
<b>Originating officer(s)</b> Oladapo Shonola Chief Financial Strategy Officer; Lisa Stone Finance Officer		<b>Wards Affected: All</b>		

## 1. SUMMARY

- 1.1. This report sets out the exercise of Corporate Directors' discretions under Financial Regulation B8 which stipulates that such actions be the subject of a noting report to Cabinet if they involve expenditure between £0.100 million and £0.250 million.

## 2. DECISIONS REQUIRED

The Mayor in Cabinet is recommended to:-

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

## 3. REASONS FOR DECISIONS

- 3.1 Financial Regulations requires that regular reports be submitted to Council/Committee setting out financial decisions taken under Financial Regulation B8.
- 3.2 The regular reporting of Corporate Director's Discretions should assist in ensuring that Members are able to scrutinise officer decisions.

## 4. ALTERNATIVE OPTIONS

- 4.1 The Council is bound by its Financial Regulations (which have been approved by Council) to report to Council/Committee setting out financial decisions taken under Financial Regulation B8.

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

## **5. BACKGROUND**

5.1 Regulation B8 sets out the Cabinet Reporting Thresholds for specific financial transactions.

## **6. FINANCIAL REGULATION B8**

6.1 Financial Regulation B8 sets out the reporting thresholds for the following financial transactions: -

Virements

Capital Estimates

Waiving Competition Requirements for Contracts and Orders (Subject to EU threshold)

Capital Overspends

Settlement Of Uninsured Claims

6.2 Under Financial Regulation B8, if the transaction involves a sum between £0.100 million and £0.250 million it can be authorised by the Corporate Director under the scheme of delegation but must also be the subject of a noting report to the next available Cabinet.

6.3 Appendix 1 sets out the exercises of Corporate Directors' discretions, under the stipulations in 4.2 above, that have taken place since the previous Cabinet

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

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

## **8. LEGAL COMMENTS**

- 8.1. The report sets out the individual exercises of Directors' Discretions as required by Financial Regulations.
- 8.2 The legal implications of each of the individual decisions would have been provided as part of the decision making process. These will be recorded on the "Record of Corporate Directors' Actions" maintained by Directorates
- 8.3 The procedure for recording and reporting Corporate Director's Actions has recently been revised and strengthened. All proposed actions where the value exceeds £100,000 are now required to be agreed with the Mayor prior to officer's sign off and approval. The revised procedure came into effect in December 2011.

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

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

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

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

## **11. RISK MANAGEMENT IMPLICATIONS**

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

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

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

## **13. EFFICIENCY STATEMENT**

- 13.1 The works referred to in the report will be procured in line with established practices, taking account of best value.

**14. APPENDICES**

Appendix 1 – Exercise of Corporate Directors’ Discretions under Financial Regulation B8

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**Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012**  
**List of “Background Papers” used in the preparation of this report**

Brief description of “background papers”	Name and telephone number of holder and address where open to inspection.
Record of Corporate Directors actions	Paul Leeson, Finance Manager, Development & Renewal Ext 4995

**Appendix 1: Exercise of Corporate Directors Discretions under Financial Regulation B8**

<b>Corporate Director</b>	<b>Amount</b>	<b>Description of Exercise of Discretion</b>	<b>Justification for Action</b>	<b>Contractor's Name and Address (including postcode)</b>	<b>Contact</b>
D & R (Ref 033-2013/14)	£188,000	1 year licence for 103 car parking spaces at Anchorage House	Retention of Anchorage House car parking facility following decant to Mulberry Place	n/a	Ann Sutcliffe (Corporate Property & Capital Delivery, x4077)

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