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| <p><b>Cabinet</b></p> <p>30 October 2019</p>  |  |
| <p><b>Report of:</b><br/>Denise Radley, Corporate Director, Health Adults and Community<br/>Debbie Jones, Corporate Director, Children and Culture<br/>Ann Sutcliffe, Corporate Director, Place</p> | <p><b>Classification:</b><br/>Unrestricted</p>                                      |
| <p><b>Response to Overview and Scrutiny Committee's report on community safety, educational aspirations and employment aspirations</b></p>  |   |

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| <b>Lead Member</b>                       | <b>Mayor John Biggs</b>   |
| <b>Originating Officer(s)</b>            | Denise Radley, Corporate Director, Health, Adults and Community<br>Debbie Jones, Corporate Director, Children and Culture<br>Ann Sutcliffe, Corporate Director, Place |
| <b>Wards affected</b>                    | All wards   |
| <b>Key Decision?</b>                     | Yes   |
| <b>Forward Plan Notice Published</b>     | 21 August 2019  |
| <b>Reason for Key Decision</b>           | Impact on Wards   |
| <b>Strategic Plan Priority / Outcome</b> | All priorities  |

### Executive Summary

This report submits the response to the recommendations of the report on community safety, educational aspirations and employment aspirations.

### Recommendations:

The Mayor in Cabinet is recommended to:

1. Note the Overview and Scrutiny Committee's (OSC) June 2019 report recommendations on community safety, educational aspirations and employment aspirations at **Appendix 2**;
2. Note the recommended Cabinet response to the OSC's June 2019 report at **Appendix 1**; and
3. Support officers' reporting of progress to OSC by June 2020.

## 1 REASONS FOR THE DECISIONS

- 1.1 The Council's constitution requires the Executive to respond to recommendations from the OSC.

- 1.2 The attached report is the Executive's response to the recommendations arising from the Challenge Session recommendations.

## **2 ALTERNATIVE OPTIONS**

- 2.1 To take no action, or not to agree the action plan is not recommended as the report outlines work undertaken by Councillors, officers and external partners to identify areas of improvement and the Council's response which identifies actions it will take to respond to these scrutiny recommendations.

## **3 DETAILS OF THE REPORT**

- 3.1 The OSC identified three critical areas of improvement needed for residents following extensive reviews and as part of their work programming on the two priorities reflected in the council's strategic plan:
- People are aspirational, independent and have equal access to opportunities
  - A borough that our residents are proud of and love to live in
- 3.2 The OSC report highlighted that over a series of meetings, listening to evidence by the OSC from a range of stakeholders including Cabinet members, partners and voluntary community sector on key issues that has impacted on the strategic plan leading the OSC to focus on reviewing the following three areas:
- Community Safety (Tackling ASB and drug related crimes)
  - Education Aspirations
  - Employment Aspirations
- 3.3 The report presented findings that local residents (60%) felt that ASB has resulted from in drug usage.
- 3.4 The report acknowledged that although Tower Hamlets has good standard and attainment for secondary education there remained a real concern around for the under-attainment of white British Children and considered the implications on mobility and social cohesion.
- 3.5 Finally, the report drew on the findings around tackling unemployment and how the council can support local businesses to deliver some of the employment initiatives as well as promoting the benefits of apprenticeships.
- 3.6 The final OSC report in June 2019 made the 17 recommendations to address the three improvement areas identified above.
- 3.7 Services considered OSC's recommendations and this report and the actions presented at Appendix 1 form the response to OSC Challenge Session recommendations.

## **4 EQUALITIES IMPLICATIONS**

- 4.1 A number of positive impacts are expected as a result of undertaking actions in response to OSC's recommendations:
- Community Safety – better reporting and publicising of response activity, and better outreach to vulnerable groups such as women and older people to improve participation and engagement is planned for 2019/20;
  - Education – improving opportunities for young people through information about education and career pathways will be happening, along with addressing gaps in attainment particularly in white British ,mixed and black Caribbean groups, while maintaining an ESOL offer in the borough, especially for migrants of less than 10 years;
  - Employment – incentivising businesses in the borough to offer London Living Wages and working with the VCS and vulnerable groups.

## **5 OTHER STATUTORY IMPLICATIONS**

- 5.1 This section of the report is used to highlight further specific statutory implications that are either not covered in the main body of the report or are required to be highlighted to ensure decision makers give them proper consideration. Examples of other implications may be:
- Best Value Implications,
  - Consultations,
  - Environmental (including air quality),
  - Risk Management,
  - Crime Reduction,
  - Safeguarding.
  - Data Protection / Privacy Impact Assessment.

5.2 No other statutory implications.

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

- 6.1 It is envisaged that the responses will be delivered through existing resources and therefore there are no additional financial implications arising from the recommendations within this report. However, in the event that additional resources may be required to deliver particular aspects of the plan, these will need to be considered as part of the council's budget setting and medium term financial strategy.

## **7 COMMENTS OF LEGAL SERVICES**

- 7.1 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. The Committee may also make reports and

recommendations to Council or the Executive in connection with the discharge of any functions.

- 7.2 The Council, together with its partners, has various statutory duties and powers in relation to crime and disorder and the misuse of drugs as set out in the Crime and Disorder Act 1998, the Anti-social Behaviour Act 2003 and the Anti-social Behaviour Crime and Policing Act 2014. In particular – Under section 17 Crime and Disorder Act 1998 it is the duty of the Council to exercise its functions with due regard to the effect on and the need to do all it can reasonably do to prevent crime and disorder, misuse of drugs and other substances, and re offending in its area.
- 7.3 Section 13A of the Education Act 1996 places a duty on the council to promote high standards of education and the Children Act 2004 places a duty on the council and its partners to improve the wellbeing of children in its area in respect of education and training.
- 7.4 The action plan sets out how the Council working with various partners will fulfill its statutory duties in relation to the reduction of crime and disorder in the Borough.

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## **Linked Reports, Appendices and Background Documents**

### **Linked Report**

None

### **Appendices**

1. Cabinet's Response to the OSC's June 2019 Report on Safety, Aspiration and Inclusion
2. Overview and Scrutiny Committee's June 2019 report recommendations on community safety, educational aspirations and employment aspirations

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

None

### **Officer contact details for documents:**

Afazul Hoque [afazul.hoque@towerhamlets.gov.uk](mailto:afazul.hoque@towerhamlets.gov.uk)

Adam Boey [adam.boey@towerhamlets.gov.uk](mailto:adam.boey@towerhamlets.gov.uk)

CABINET'S RESPONSE TO  
THE OVERVIEW AND SCRUTINY COMMITTEE'S JUNE 2019  
REPORT ON SAFETY, ASPIRATION AND INCLUSION

## Introduction

Overview and Scrutiny Committee's work programme for 2018-19 focused on two key priorities of the Council's strategic plan around supporting residents' aspiration and improving residents' connection to the borough:

- Priority one of the Council's Strategic Plan is that 'People are aspirational, independent and have equal access to opportunities'. Key to this priority is that people can access a range of education, training and employment opportunities.
- Priority two of the Council's Strategic Plan aims to create 'A borough that our residents are proud of and love to live in'. A key component of this priority is that people feel safer in their neighbourhoods and anti-social behaviour is tackled.

The Committee also took into account the concerns of residents expressed during the May 2018 election, particularly around community safety, which highlighted anti-social behaviour (ASB) and drug related crimes as a key concern.

The Committee carried out a 'deep dive' review of each of the following focus areas by hearing evidence from a range of presenters to identify key challenges and areas for improvement:

- Educational aspiration
- Employment aspiration
- ASB and drug related crimes.

The Overview and Scrutiny Committee heard evidence from Cabinet Members and a range of partners and voluntary sector organisations at a number of meetings held between September and December 2018.

In April 2019, the former Chair, OSC tabled his draft report to the Committee putting forward recommendations to improve the priority areas for residents as above. Committee members considered the draft report, and made suggestions to improve the recommendations and their implementation.

The final report, completed in June 2019, made 17 recommendations under the areas of community safety, educational aspiration and employment aspiration.

The Executive is grateful for the work the Overview and Scrutiny Committee over the past year in shining a light on issues of importance to residents of Tower Hamlets, and commends the quality and coverage of work undertaken by the Committee and scrutiny staff.

The following describes the executive's response to OSC's recommendations, and is supported by the relevant directorates and services. The Executive looks forward to bringing back progress updates to the Overview and Scrutiny Committee in 2020.

## COMMUNITY SAFETY

### Recommendation 1

The Council works with partners, such as the Police and housing providers, to:

- **develop one central place for residents to report anti-social behaviour incidents.**
- **publicise to residents what information to provide when reporting ASB to ensure effective outcomes.**

Cabinet's response:

#### **Reporting for residents**

We are addressing this recommendation through a programme of work aimed at improving ASB reporting and response. The complexity of ASB reporting is a key challenge: having a single resource to sort and triage all ASB complaints risks adding another link in the chain.

Services are working with residents to look at this issue, and have collated resident insight on ASB reporting from a number of workshops held over the summer of 2019. In October, the Mayor's Crime and ASB Board agreed to progress the issues raised through a number of actions including:

- We will have a clear message to residents in our Safer Together Gold Campaign: Clear public message, defining ASB and direct customers to correct reporting agency
- We will review and streamline ASB web content for information and guidance
- We will review and improve Mayor's/other online enquiry forms, and improve internal and external signposting to the ASB website
- We will provide regular training to Mayor's Executive Support Assistants, case workers, members support and casework leads for improved triage of ASB and signposting
- We will aim to get it right first time by improving signposting internally within the Council so that the customer journey is shortened

The Board will maintain oversight over how this work is carried out.

We envisage that our focus will be on continuing to join up the different methods of reporting ASB so different systems and services work better together. We are improving our online reporting tool so that it is easier for people to use, and signposts people to the right place depending on the type of ASB and the individual circumstances.

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| <p>Responsible Officer: Barry Scales, Project Lead Community Safety Transformation<br/>Date expected: 30 November 2019</p> |
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## **Recommendation 2**

**The Council works with partners to review how residents are informed on the progress and impact of reported incidents in their neighbourhood.**

### Cabinet's response:

The Council will continue to run its Gold Communication campaign 'Safer Together' which provides updates to residents on the impact of interventions such as Operation Continuum and the activities of the Partnership Task Force.

In addition, there will be a quarterly communication to the Safer Neighbourhood Board regarding action taken to combat crime and ASB in the borough, and the Council will look at the potential for disseminating this directly to residents via Granicus and Online Watch Link (OWL).

In addition, through evaluation of the Neighbourhood Management Pilot, a localised model for coordinating responses to crime and ASB, due next year the Council will be able to assess the effectiveness of the tactical communications approach at the neighbourhood level.

The Metropolitan Police Service are planning to review their approach to keeping victims of crime informed as part of its work to improve satisfaction rates and the Council will ensure it is appropriately engaged in this.

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| Responsible Officer: Charles Griggs, Head of Community Safety |
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| Date expected: 30 April 2020 |
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## **Recommendation 3**

**The Council develops an agile communications plan to regularly publicise and link the Council's work in tackling ASB and drug-related incidents to peaks and changes in crime rates.**

### Cabinet's response:

As previously noted, the Council will continue to run its Gold Communication campaign 'Safer Together' to publicise work to tackle ASB and drugs-related incidents. Services regularly plan communications to publicise their work, utilising the communication channels available (e.g. East End Life).

Ward walkabouts were introduced in 2012 as a means of providing a high profile and visible way of engaging with residents to address concerns of crime and ASB in their neighbourhood. Led by the Cabinet Member for Community Safety and Equalities, the walkabouts are conducted in partnership with the local Safer Neighbourhood Teams; ward Councillors, Community Safety Partners and residents. The last series of walkabouts were delivered between January 2017 and September 2017.

The Mayors Crime and ASB Board agreed in February 2019 to pilot a new round of Neighbourhood Walkabouts and Action Days on two wards. Limehouse and Weavers wards were chosen based on police ASB 101 reporting data, ward panel priorities



and areas highlighted from complaints via residents, councillors, and Mayoral Enquiries (one ward high levels of complaint, the other low levels).

Action Day locations would be decided on information gained and observed during the walkabouts. The purpose of the Action Day is to deal with identified ward problems in a highly visible and impactful way, involving all relevant partners and most importantly, residents. The Action Days will be similar to 'clean-up days', focusing on a small number of neighbourhood problems.

Overall, the aim of these activities is to:

- Provide reassurance to residents that their concerns are being listened to and acted upon,
- Increase visibility of the Council and partners working together to improve community safety,
- Increase engagement with our residents, improving their feelings of safety and reducing the fear of crime, and
- Review the impact of Neighbourhood Walkabouts and Action Days and whether the action taken effectively reduces the reporting of crime and ASB in that locality thereby increasing public confidence in the Council, Police and partners.

This would form part of the community safety communications strategy, 'Safer Together', which publicises work to tackle ASB and drugs-related incidents in the borough.

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| Responsible Officer: Charles Griggs, Head of Community Safety<br>Date expected: ongoing |
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#### **Recommendation 4**

**The Council and the Metropolitan Police Service work with the Safer Neighbourhood Board and ward panels to:**

- **set out standards for ward panel members and publicise how residents can participate in ward panels allowing panels to hold local police teams to account**
- **Encourage hard to reach resident participation and engagement in local decision-making through different kinds of participation events, such as annual 'open' ward panel meetings**
- **Facilitate effective information sharing at ward level to support effective local decision-making processes**
- **Ensure ward panels actively engage young people so that they are involved in decision making initiatives**

#### Cabinet's response:

Although the management responsibility for the Safer Neighbourhood Board and Safer Neighbourhood Panels sits with the Metropolitan Police Service, the Council aims to support the enhancement of these forums.

The Cabinet Member for Community Safety & Equalities will host a seminar to promote elected member engagement with ward SNPs so they can enhance relationships with their local policing team.

The Safer Neighbourhood Board is committed to further developing the 20 ward panels that meet across the borough: Work is being planned to improve attendance, ensure attendees are more representative of their local communities, and develop or review Terms of Reference.

Elected members will also have access to the Safer Neighbourhood Board data portal which will enable them to have informed discussions with residents regarding crime & ASB trends in their areas.

In addition, the Council will explore opportunities for its communication service to support the police and board/panel chairs to publicise meetings as a way of enabling citizen participation.

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| Responsible Officer: Ann Corbett, Divisional Director, Community Safety<br>Date expected: 31 March 2020 |
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## EDUCATIONAL ASPIRATION

### Recommendation 5

**The Council partners with schools to collectively campaign to reduce pupils changing schools throughout the year and promoting social cohesion. Where pupils do move schools in the middle of the year, for schools to work more collaboratively to understand the pupil's circumstances, particularly the needs of the vulnerable pupils, to support a more effective transition.**

#### Cabinet's response:

The service does not agree with this recommendation. There will be inevitable movement between schools owing to changes in circumstances – for example, rent increases, migration within the borough and short term contracts for parents ending, and this is acknowledged within the report.

The council understands why changes of school happen and there are already robust arrangements in place to address and mitigate this, as well as support pupils, families and schools. The LA's policy and approach to minimising the level of school transfers was determined by council in 2018. Changes have already been made to movement points in the academic year to help ensure a more managed process.

The LA already refers families seeking a transfer of school to 'Early Help', when there are specific issues for vulnerable children that require the involvement of Early Help services, such as Behaviour and Attendance or Parent and Family Support, - who work very closely with Schools and Pupil Services. There is a statutory framework to support vulnerable children who start or change schools mid-year. This is referred to as the Fair Access Protocol.

With regards to promoting social cohesion, the report states" the Committee heard that some parents are choosing to move their children out of schools, on the basis of a school's social, religious and cultural demographics ('self- exclusion'). The Committee noted that the most vulnerable, particularly in early years, benefit from learning in environments with a social, cultural, faith and abilities mix". Ultimately, we should not be restricting parental choice, but parents who wish to "self-exclude" are supported to consider all options and understand the benefits of their child attending a school with a varied demographic.

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| Responsible Officer: Christine McInnes, Divisional Director Education and Partnerships |
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### Recommendation 6

**The Council monitors and adopts appropriate milestones to close the gap in 5 GCSE levels attainment for white British children within the next 10 years.**

#### Cabinet's response:

The service agrees that closing the gap in attainment is a priority and considers the timeframe sensible. However, low attainment is an issue for many groups, not just White British children, but White, Mixed and Black Caribbean children as well.

Reducing inequalities in attainment is a recommendation which has been picked up in the 14-25 Learning and Achievement strategy 2019-24, which will be monitored by the 14-25 Strategy Group. Actions are as follows:

- The LBTH Education Improvement Strategy will be developed, ensuring that every opportunity is taken for schools to work together in partnership with each other, other providers and the LBTH to maximise the very best practice in education for all
- THEP will deliver its 2019-20 offer to schools with the aim of building THEP as a learning community to ensure the best outcomes for children and the best professional experience for staff
- The THEP led Subject Networks will continue to develop their approach to identifying areas of concern relating to results for particular subjects, and responding to these via a range of partnership working arrangements and specially commissioned subject reviews
- We will improve our understanding of inequalities in educational attainment and build on existing knowledge using local data and insight to develop new approaches to addressing the issues, starting with the local research undertaken into WBR children.

Responsible Officer: Christine McInnes, Divisional Director Education and Partnerships  
Date expected: ongoing

### **Recommendation 7**

**The Council works with schools and partners to:**

- **support parents with information around a range of education and career pathways for their children.**
- **provide young people with more information around different pathways into university.**

**This should be young person led and reflect the type of support they want to receive.**

#### Cabinet's response:

A key theme of the Growth Plan concentrates on how we can prepare young people for success. Interventions under this theme take a targeted approach to enable young people to access information about their career options early on. The objective is to help young people from all backgrounds and aspirations understand the range of opportunities open to them early on.

In partnership with the East London Business Alliance, a 'transition from education to employment' pilot project, called "Careers Carousels" was run at Swanlea School from October 2018 to July 2019. This involved three careers education events. The pilot has resulted in recommendations for the future including a Head Teachers initiative and further partnership working options – potentially via THEP, ELBA and specialist careers guidance providers. These recommendations are currently under consideration and we will be in a position to update further in due course.

Responsible Officer: Vicky Clark, Divisional Director Growth and Economic Development  
Date expected: March 2020

### **Recommendation 8**

**The Council plays a lead role in:**

- **Working with schools to offer a programme of public sector work experience opportunities to school children.**
- **Encouraging private sector employers to offer more work experience and apprenticeships opportunities to students.**

#### Cabinet's response:

This recommendation has been picked up in the 14-25 Learning and Achievement strategy 2019-24 which is being launched on 30<sup>th</sup> October 2019, and will be monitored by the 14-25 Strategy Group. Meetings have been held with organisations with a view to piloting schemes in the 19/20 academic year.

This will involve a combination of both public and private sector employers providing support such as interview and CV advice, with the view to evolving the schemes into delivering internships, work experience and apprenticeships for both school aged children and graduates. The first pilot scheme was delivered at the end of September/early Oct and involving a public sector provider, a private sector finance company and Queen Mary University who provided interactive sessions covering:

- Information on the current graduate labour market
- An overview of career management techniques and tools to support this
- Personal presence and targeting different sectors
- Using social media: managing Facebook and other accounts, how to use LinkedIn
- A panel discussion with recently graduated alumni who can talk about the challenges they faced

Responsible Officer: Vicky Clark, Divisional Director Growth and Economic Development  
Date expected: March 2020

### **Recommendation 9**

**The Council works with the Tower Hamlets Education Partnership to do more to show case excellence in quality teaching to assist pupil development.**

#### Cabinet's response:

In addition to what they currently do, THEP will publish quality teaching examples on their website, and disseminate through their subject and key stage networks. Where Ofsted reports showcase excellence, these will also be publicised across the education network and the greater Council.

Responsible Officer: Tracy Smith, Executive Director THEP

Date expected: ongoing

**Recommendation 10**

**The Council supports the national campaign for additional funding for students over 19 years old to ensure equitable funding for further education.**

Cabinet's response:

Members will be encouraged to petition the Chancellor for additional funding.

Responsible Officer: Mayor, John Biggs

Date expected: Dec 2019

**Recommendation 11**

**The Council works with ESOL providers to explore funding options to ensure continuous ESOL provision is available to meet local needs.**

Cabinet's response:

Funding for ESOL classes for migrants who have been in the country for less than 10 years has been secured until May 2020. Further options are being explored.

Responsible Officer: Sharon Godman, Divisional Director strategy, policy and performance

Date expected:

## EMPLOYMENT ASPIRATION

### Recommendation 12

**The Council explores whether particular cohorts of residents remain under-employed and works with local businesses to tackle under-employment.**

Cabinet's response:

The council recognises that particular cohorts of residents remain underemployed including young people, women, those from BAME backgrounds, those who are 50+ and those with disabilities.

Through our Growth Plan we aim to complement and strengthen the work already taking place to get our residents into work by working closely with businesses to identify support and skills needed to unlock barriers and create new opportunities. This conversation with business has already commenced through our June 2019 Business Summit which engaged business to better understand their needs, and further activity includes:

- Undertake survey of business to identify their current skills needs
- Undertake engagement with business to supplement the survey and improve understanding of business needs.
- Review employment and skills delivery with reference to findings from the business needs survey.

Responsible Officer: Vicky Clark, Divisional Director Growth and Economic Development  
Date expected: March 2020

### Recommendation 13

**The Council incentivises local businesses to take up the London Living Wage scheme by offering a discount on the locally retained part of Business Rates.**

Cabinet's response:

The council is in the process of developing a policy which incentivises businesses to offer the LLW through discounted business rates. It has been identified that it is legally difficult to enforce such policy on the Council's commercial portfolio. The service is looking for other boroughs' experience to explore a possibility of the development of an effective LLW policy, which includes policies for LBTH commercial tenants.

Responsible Officer: Huw Morgan Thomas, Senior Manager Enterprise Support  
Date expected: March 2020

**Recommendation 14**

**The Council promotes the benefits of apprenticeships with parents and guardians, and undertakes a piece of work to understand why there is a low take up of apprenticeships.**

Cabinet's response:

Whilst progress has been made to encourage SMEs to highlight the benefits of apprenticeships and help them deal with the associated administration, work is also planned to improve the take up of apprenticeships and match residents to these opportunities.

The Council will hold apprenticeship promotion and recruitment events, and prepare marketing materials and guidance to increase the availability and take up of apprenticeships in the borough.

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| Responsible Officer: Aelswith Frayne, Head of Employment and Skills<br>Date expected: March 2020 |
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**Recommendation 15**

**The Council captures take up of apprenticeships, and expenditure of the apprenticeship levy, as part of its performance reporting.**

Cabinet's response:

Data are currently collected and reported on the Mayor's manifesto pledge to create 1,000 apprenticeships. National data on borough-level apprenticeship outcomes is captured by the Treasury and the ESFA and will be reported annually to provide context.

The Council will provide an annual update on apprenticeship take-up and levy expenditure.

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| Responsible Officer: Aelswith Frayne, Head of Employment and Skills<br>Date expected: March 2020 |
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**Recommendation 16**

**The Council reviews commissioning opportunities for the voluntary and community sector, particularly around disability programmes.**

Cabinet's response:

The current VCS strategy is due to end in 2020, and services are currently preparing a renewed approach. Whilst the content of this is currently under discussion with partners, VCS organisations and the community, it is expected that commissioning will be an important element of our approach.

Arrangements for assessing and making decisions about funding and proportionate monitoring arrangements are likely to be considered and principles such as outcome based commissioning endorsed. There is the potential for the VCS to benefit more



from commissioning opportunities. There are a number of ways in we commission and procure can be adapted to be more accessible to the sector. We can also be clearer and more transparent about future commissioning opportunities that are likely to be of most interest to the sector. These are some of a range of factors that the strategy will be seeking to address.

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| Responsible Officer: Afazul Hoque, Head of Corporate Strategy and Policy<br>Date expected: March 2020 |
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**Recommendation 17**

**The Council plays a key role in encouraging local businesses and those coming to do business in the borough to engage voluntary sector organisations to support residents to share the benefits of growth in the borough through upskilling programmes.**

Cabinet's response:

The council works with the VCS through formal procurement processes when commissioning the delivery of training and employability services. In addition, we refer our clients to appropriate VCS organisations dealing with niche provision including for ESOL, employability skills, debt management, mental health and learning disability support. The council also shares information from the business survey with local voluntary sector organisations, as well as brokering closer relationships to ensure programme delivery is geared to the needs of both residents and businesses. Where the council is limited in scope is in directing businesses to engage with the VCS to upskill residents, or in formally endorsing any particular provider.

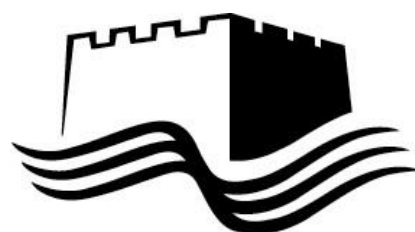
The council has a number of programmes specifically dealing with the upskill of residents which include employability, digital skills, Sector ESOL and functional skills for Supported Employment programmes, construction training and, and various other sector training related to specific work placement opportunities.

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| Responsible Officer(s): Vicky Clark, Divisional Director Growth and Economic Development; Huw Morgan Thomas /Aelswith Frayne/Robert Mee<br>Date expected: March 2020 |
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**LONDON BOROUGH OF TOWER HAMLETS**

**OVERVIEW AND SCRUTINY COMMITTEE**

**SAFETY, ASPIRATION AND INCLUSION**



**TOWER HAMLETS**

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## **Foreword**

Community Safety is the bedrock of security. Without it, we struggle to build long term plans and aspire to a better future. But keeping residents safe is not enough. It is important that residents enjoy living in their neighbourhood and it supports them to flourish. For me, this means supporting residents realise their aspirations.

Tower Hamlets has seen unprecedented growth and an explosion of jobs created. Indeed, many residents have grown up watching the development of Canary Wharf and the city. However, too many residents have not benefited from this growth. There continues to be a large disparity between the salary of residents and workers (people commuting to the borough to work). On average, workers earn 27% more than residents.

During our review, we spoke to a wide range of presenters and repeatedly heard that there is no shortage of aspiration in the borough. A high proportion of our schools are rated outstanding or good and Queen Mary University, a redbrick university, is on our doorstep. Our young residents consistently attain high results.

I believe the Council can play an integral role in supporting residents feel secure and realise their aspirations in both education and employment. In this report, the Overview and Scrutiny Committee puts forward its recommendations to improve the following three priority areas for residents:

- tackling anti-social behaviour and drug related crimes
- educational aspiration
- employment aspiration

A key theme from all priority areas has been effective partnership working. There are individuals and organisations doing extraordinary work and we are keen to see pockets of excellence spread out so that all residents benefit and have access to those opportunities.

We should be unapologetically ambitious for our residents.

**Councillor Abdal Ullah**

Chair of the Overview and Scrutiny Committee

March 2019

## Summary Recommendations

The Overview and Scrutiny Committee recommends:

### **COMMUNITY SAFETY:**

#### **Recommendation 1**

The Council works with partners, such as the Police and housing providers, to:

- develop one central place for residents to report anti-social behaviour incidents.
- publicise to residents what information to provide when reporting ASB to ensure effective outcomes.

#### **Recommendation 2**

The Council works with partners to review how residents are informed on the progress and impact of reported incidents in their neighbourhood.

#### **Recommendation 3**

The Council develops an agile communications plan to regularly publicise and link the Council's work in tackling ASB and drug-related incidents to peaks and changes in crime rates.

#### **Recommendation 4**

The Council and the Metropolitan Police Service work with the Safer Neighbourhood Board and ward panels to:

- set out standards for ward panel members and publicise how residents can participate in ward panels allowing panels to hold local police teams to account
- Encourage hard to reach resident participation and engagement in local decision-making through different kinds of participation events, such as annual 'open' ward panel meetings
- Facilitate effective information sharing at ward level to support effective local decision-making processes
- Ensure ward panels actively engage young people so that they are involved in decision making initiatives

### **EDUCATIONAL ASPIRATION:**

#### **Recommendation 5**

The Council partners with schools to collectively campaign to reduce pupils changing schools throughout the year and promoting social cohesion. Where pupils do move schools in the middle of the year, for schools to work more collaboratively to understand the pupil's circumstances, particularly the needs of the vulnerable pupils, to support a more effective transition.

#### **Recommendation 6**

The Council monitors and adopts appropriate milestones to close the gap in 5 GCSE levels attainment for white British children within the next 10 years.

#### **Recommendation 7**

The Council works with schools and partners to:

- support parents with information around a range of education and career pathways for their children.
- provide young people with more information around different pathways into university.

This should be young person led and reflect the type of support they want to receive.

### **Recommendation 8**

The Council plays a lead role in:

- Working with schools to offer a programme of public sector work experience opportunities to school children.
- Encouraging private sector employers to offer more work experience and apprenticeships opportunities to students.

### **Recommendation 9**

The Council works with the Tower Hamlets Education Partnership to do more to show case excellence in quality teaching to assist pupil development.

### **Recommendation 10**

The Council supports the national campaign for additional funding for students over 19 years old to ensure equitable funding for further education.

### **Recommendation 11**

The Council works with ESOL providers to explore funding options to ensure continuous ESOL provision is available to meet local needs.

### **EMPLOYMENT ASPIRATION:**

### **Recommendation 12**

The Council explores whether particular cohorts of residents remain under-employed and works with local businesses to tackle under-employment.

### **Recommendation 13**

The Council incentivises local businesses to take up the London Living Wage scheme by offering a discount on the locally retained part of Business Rates.

### **Recommendation 14**

The Council promotes the benefits of apprenticeships with parents and guardians, and undertakes a piece of work to understand why there is a low take up of apprenticeships.

### **Recommendation 15**

The Council captures take up of apprenticeships, and expenditure of the apprenticeship levy, as part of its performance reporting.

### **Recommendation 16**

The Council reviews commissioning opportunities for the voluntary and community sector, particularly around disability programmes.

### **Recommendation 17**

The Council plays a key role in encouraging local businesses and those coming to do business in the borough to engage voluntary sector organisations to support residents share the benefits of growth in the borough through upskilling programmes.

## 1. INTRODUCTION

- 1.1 In work programming for the year, the Overview and Scrutiny Committee (Committee) focused on two key priorities of the Council's strategic plan around supporting residents' aspiration and improving residents' connection to the borough.
- 1.2 Priority one of the Council's Strategic Plan is that 'People are aspirational, independent and have equal access to opportunities'. Key to this priority is that people can access a range of education, training and employment opportunities.
- 1.3 Priority two of the Council's Strategic Plan aims to create 'A borough that our residents are proud of and love to live in'. A key component of this priority is that people feel safer in their neighbourhoods and anti-social behaviour is tackled.
- 1.4 The Committee also took into account the concerns of residents expressed during the May 2018 election, particularly around community safety, which highlighted anti-social behaviour (ASB) and drug related crimes as a key concern.
- 1.5 Accordingly, the Committee reviewed the following focus areas:
- Educational aspiration
  - Employment aspiration
  - ASB and drug related crimes.
- 1.6 The Committee carried out a 'deep dive' review of each of the focus areas by hearing evidence from a range of presenters to identify key challenges and areas for improvement for each of the focus areas:

### *Approach*

- 1.7 Over four meetings, the Overview and Scrutiny Committee heard evidence from Cabinet members and a range of partners and voluntary sector organisations.

### *Educational aspiration*

- 1.8 On educational aspiration, two meetings were held on 26 September and 31 October 2018. At the September meeting, the Committee heard from:
- Alison Arnaud, Borough principal, Tower Hamlets College, New City College Group
  - Professor Stephanie Marshall, Vice Principal Education, Queen Mary University
  - Mike Wojcik, Chief Executive Officer, Queen Mary University of London Students' Union
  - Tracy Smith, Executive Director of the Tower Hamlets Education Partnership
  - Cllr Hassell, Cabinet Member for Children, Schools and Young People.
- 1.9 The October meeting was held at George Green's School in the Isle of Dogs. The Committee is grateful to Jill Baker, the Head Teacher from George



Green's School, for hosting the meeting, sharing her approach and initiatives and arranging for the Committee to hear from:

- Pupils, parents and Carl Kemp, Enrichment Manager at George Greens School
- Sara Haynes, Head Teacher at Arnhem Wharf Primary School
- Rebecca Abrahams, Head Teacher at St Luke's Primary School.

1.10 The Committee was particularly impressed by the confidence and clarity with which the pupils spoke about the array of projects that schools are working on to support children from an early age and instil lifelong learning behaviours.

#### *Employment Aspiration*

1.11 On 26 November, the Committee held a 'deep dive' into employment aspiration. The Committee heard from the following presenters:

- Mark Campbell, Chair of the Tower Hamlets Education Business Partnership
- Ian Parkes, Chair of the East London Business Alliance
- Cllr Uz-Zaman, Cabinet Member for Work and Economic Growth
- Vicky Clark, Divisional director, Growth and Economic Development

#### *ASB and drug-related crimes*

1.12 The final meeting on Community Safety was held on 17 December. The Committee heard from the following presenters.

- Jack Gilbert, Vice Chair of the Safer Neighbourhood Board
- Cllr Begum, Cabinet member for Community Safety and Equalities
- Sue Williams, Police Borough Commander
- Denise Radley Corporate Director, Health Adults and Community
- Ann Corbett, Divisional Director, community Safety

#### **Members of the Committee**

| <b>Name</b>                | <b>Role</b>                                |
|----------------------------|--|
| Councillor Abdal Ullah     | Chair                                      |
| Councillor Marc Francis    | Vice-Chair and Scrutiny Lead for Resources |
| Councillor Sufia Alam      | Scrutiny Lead for Children's Services      |
| Councillor Bex White       | Scrutiny Lead for Governance               |
| Councillor Kahar Chowdhury | Scrutiny Lead for Health                   |
| Councillor Dipa Das        | Scrutiny Lead for Place                    |
| Councillor Kyrsten Perry   |  |
| Councillor Mufeedah Bustin |  |
| Councillor Mohammed Pappu  |  |
| Councillor James King      |  |
| Councillor Andrew Wood     |  |
| Neil Cunningham            | Parent Governor                            |
| Ahmed Hussain              | Parent Governor                            |
| Dr Phillip Rice            | Church of England Representative           |
| Joanna Hannan              | Representative of Diocese of Westminster   |
| Khoyrul Shaheed            |  |

|                 |  |
|-----------------|--|
| Fatiha Kassouri |  |
|-----------------|--|

1.13 Recommendations in this report are based on the Committee's discussions in meetings and subsequent reflections.

## 2. COMMUNITY SAFETY

The Committee focused community safety discussions on partnership working to tackle anti-social behaviour (ASB) and drug related crimes.

### 2.1 Regional and local context

*ASB as a regional and local priority*

2.1.1 ASB and drug related crimes continue to be both a regional and local priority. In the Mayor of London's Police and Crime Plan, ASB is identified as a policing priority in every London borough in recognition of "people's very real concerns"<sup>1</sup>. Similarly, the Council's Strategic Plan prioritises creating 'a borough that our residents are proud of and love to live in,' resulting in people feeling safer in their neighbourhoods and tackling anti-social behaviour.

*Resident's concerns and crime rates*

2.1.2 In the 2018 annual Tower Hamlets residents' survey, 41% of residents cited crime as one of their top three concerns, which is up ten per cent from the previous year. Residents were also asked about their perceptions of four different types of anti-social behaviour and asked to rate whether they felt these were a big problem in their area. The survey indicates:

- 60% raised concerns about drug use and dealing (up 9% from the previous year)
- 42% felt people being drunk or rowdy was a problem in their area
- 41% raised concerns over vandalism, graffiti and criminal damage (up 6% over the year)
- 30% of residents felt noisy neighbours or loud parties were a problem in the area (which remains at the same level as 2017).

2.1.3 In Tower Hamlets, the total number of crime cases between April 2017 and March 2018 was 31,091 with a total crime rate of 102 per 1000 population<sup>2</sup>. The graph below shows the crime rates by type for Tower Hamlets for the same period with ASB making up a significant proportion of those rates.

Crime rates by type for Tower Hamlets (Apr-17 - Mar-18)



<sup>1</sup> A Safer City for All Londoners, Police and Crime Plan 2017-21, Mayor of London, p.5

<sup>2</sup> London Data Store

Source: *data.police.uk*

### *Definitions of ASB*

2.1.4 The definition of antisocial behaviour is set out in The Anti-Social Behaviour, Crime and Policing Act 2014 as:

- conduct that has caused, or is likely to cause, harassment, alarm or distress to any person
- conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation or residential premises
- conduct capable of causing housing-related nuisance or annoyance to any person

2.1.5 From this, the Metropolitan Police (the Met) has then classified ASB into three main categories, in line with the National Standard for Incident Recording (NSIR):

- Personal antisocial behaviour – targeted at an individual or group, or having an impact on an individual or group rather than the community at large.
- Nuisance antisocial behaviour – captures those incidents where an act, condition, thing or person causes trouble, annoyance, inconvenience, offence or suffering to the local community in general, rather than to individual victims.
- Environmental antisocial behaviour – deals with the interface between people and places.

2.1.6 ASB is difficult to define as personal tolerance and perceptions of what is acceptable behaviour vary from person to person. It also lacks the categorisation and procedural rigours of crime reporting. Further, national research has shown that for victims of ASB, the experience tends to be cumulative, corrosive issue that undermines health and well-being. Repeat victims tend to experience far higher levels of impact, which is further exacerbated for vulnerable residents<sup>3</sup>.

### *Community safety arrangements in Tower Hamlets*

2.1.7 The Community Safety Partnership is a multi-agency strategic group set up under the Crime and Disorder Act 1998. It was set up on the premise that no single agency can deal with complex community safety issues, which can be addressed more effectively through partnership working. In addition to the Council, the statutory agencies are:

- Tower Hamlets Police
- National Probation Service
- London Community Rehabilitation Company (CRC)
- London Fire Brigade

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<sup>3</sup> London Borough of Tower hamlets, Anti-social behaviour: A blueprint for local action in Tower Hamlets

- NHS Tower Hamlets Clinical Commissioning Group

2.1.8 Local authorities have a duty under the Crime and Disorder Act 1998 to include ASB in their community safety plans<sup>4</sup>. Residents' views also played a key role in developing priorities under the Council's Community Safety Partnership Plan, which are as follows:

- Anti-social behaviour, including drugs and alcohol misuse
- Violence
- Hate crime, community cohesion and extremism
- Reducing re-offending
- Safeguarding.

2.1.9 Also, in 2017/18, the Council developed a blueprint for local action in Tower Hamlets to place more focus on victims and communities in response to the Anti-social, Behaviour, Crime and Policing Act 2014 and in response to a scrutiny review by the Overview and Scrutiny Committee in 2014/15.

#### *Scrutiny Review of ASB in 2014/15*

2.1.10 In 2014/15, the Overview and Scrutiny Committee carried out a scrutiny review to improve reporting and communication of incidents of drug dealing, drug taking and related ASB. The scrutiny review highlighted that while the police, council and registered housing providers set out their commitment to respond directly to those reporting an ASB incident, the communications approach was not necessarily consistent at an estate or area level. An action plan and subsequent report in 2017 were produced and a dedicated resident's consultation meeting took place in March 2017. Notably, residents highlighted the need for better feedback to encourage reporting, which has been picked up in this review.

## **2.2 Findings and Recommendations**

2.2.1 In recognition that The Anti-Social Behaviour, Crime and Policing Act 2014 is "designed to put victims at the heart of the response to antisocial behaviour"<sup>5</sup>, the Committee focused discussions on supporting residents to:

- Report effectively
- Stay informed
- Participate in decision-making processes.

#### *Reporting effectively*

2.2.2 The Committee heard that tackling ASB requires community safety partnerships to know and understand behaviours occurring in the locality.

<sup>4</sup> <http://www.legislation.gov.uk/ukpga/1998/37/contents>

<sup>5</sup> Home Office, Anti-social Behaviour, Crime and Policing Act 2014: Reform of anti-social behaviour powers, Statutory guidance for frontline professionals Statutory Guidance, July 2014

Residents play a crucial role in reporting crimes and ASB, allowing police and partner agencies to “build up a better picture of the nature and extent of antisocial behaviour and allocate resources more effectively”<sup>6</sup>.

- 2.2.3 However, “a large proportion of ASB incidents is likely to be unreported due to apathy, tolerance of the behaviour, fear of repercussions of reporting or lack of knowledge of where to report”<sup>7</sup>. The Committee focused discussions on supporting residents know what and how to report ASB and drug related incidents to ensure effective outcomes.
- 2.2.4 The wide range of behaviours, which ASB encapsulates, means that responsibility for dealing with ASB is shared between multiple agencies, particularly the police, Council and social landlords. The Council website encourages residents to report crimes happening nearby by calling 999 and any ASB incidents to the police on the 101 non-emergency number. For drug dealing, residents are provided with a list of options, including calling the 101 number, Crimestoppers number or visiting the Tower Hamlets Neighbourhood Policing Teams or Metropolitan Police Report ASB pages. The Committee also heard that, as an alternative to calling the 101 non-emergency number, the Council is encouraging more residents to submit online forms.
- 2.2.5 In addition, the Committee noted the requirement for tenants or leaseholders of registered providers to report ASB incidents directly to housing providers concerning incidents where they live. Committee members reported tenants and leaseholders’ confusion on where to report, raised during members’ surgeries and in their casework. The Committee suggested simplifying reporting mechanisms into one central place for all residents and publicising requisite information to report.

### **Recommendation 1**

The Council works with partners, such as the Police and housing providers, to:

- develop one central place for residents to report anti-social behaviour incidents.
- publicise to residents what information to provide when reporting ASB to ensure effective outcomes.

### *Staying informed*

- 2.2.6 The Committee discussed the importance of feeding back the outcomes of ASB reporting to other residents in the community so they can track whether an incident has been reported and what the outcomes were. “Publicising action being taken locally to tackle ASB can also demonstrate to the public that reporting ASB can make a difference”<sup>8</sup>.

<sup>6</sup> London Assembly, Police and Crime committee, January 2018, Respecting others: tackling antisocial behaviour in London, January 2018, p.6

<sup>7</sup> Home Office, Defining and Measuring Anti-social behaviour, 2004, p.26

<sup>8</sup> Home Office, Defining and Measuring Anti-social behaviour, 2004, p.18

- 2.2.7 The Committee also noted the lasting and negative impact ASB and drug related incidents can have on residents' perceptions of safety. In 2017/18, the Council developed a blueprint for local action, which prioritised developing an ASB communications campaign to improve feelings of safety and to highlight the work being done across the borough by the Council and its partners. The Committee noted the merit of developing an ongoing agile and responsive communications plan to regularly publicise through different channels peaks and changes in crime rates and the work of the Council in tackling ASB.

### **Recommendation 2**

The Council works with partners to review how residents are informed on the progress and impact of reported incidents in their neighbourhood.

### **Recommendation 3**

The Council develops an agile communications plan to regularly publicise and link the Council's work in tackling ASB and drug-related incidents to peaks and changes in crime rates.

### *Participating in decision-making*

- 2.2.8 The 2014 Anti-Social Behaviour, Crime and Policing Act shifts the focus from centrally set targets and defined types of behaviour to the impact of behaviours on the lives of victims. This is echoed in the Mayor of London's Police and Crime Plan 2017-21, which moves away from centrally set local crime targets "which may bear little resemblance to the things that really matter in communities" to a new system of agreeing local priorities, in partnership with local police leaders and local authorities<sup>9</sup>. Metropolitan Police Safer Neighbourhood Teams play a key role in identifying local needs and shaping local priorities through community concerns raised in ward panels.
- 2.2.9 The Committee noted that the Metropolitan Police Service has a responsibility to make sure the ward panels are functioning effectively to ensure priorities are reflective of community needs. Accordingly, the Committee discussed that residents should be supported in knowing what they can expect from their ward panels and, if not effective, how these can be corrected.
- 2.2.10 This includes promoting resident participation to encourage local residents to be actively involved. The Committee also commented that frank discussions that used to occur at the police consultation groups seemed to have been replaced by managed and controlled processes where residents cannot fully air their grievances. The Committee considered an "open" ward panel meeting each year so that voices not usually heard in these discussions can be included.
- 2.2.11 The Committee also heard from Jack Gilbert, the Vice Chair of the Safer Neighbourhood Board, who highlighted the importance of better information

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<sup>9</sup> Mayor of London, Police and Crime Plan 2017-2021: A safer city for all Londoners, p.28

sharing across wards to support resident participation in local decision-making. The Committee noted that crime crosses ward and borough boundary lines and therefore highlighted the benefit of sharing information and collaborating more closely at ward panel levels to:

- capture this information;
- understand local issues comprehensively; and
- solve problems effectively.

#### **Recommendation 4**

The Council and the Metropolitan Police Service work with the Safer Neighbourhood Board and ward panels to:

- set out standards for ward panel members and publicise how residents can participate in ward panels allowing panels to hold local police teams to account
- Encourage hard to reach resident participation and engagement in local decision-making through different kinds of participation events, such as annual 'open' ward panel meetings
- Facilitate effective information sharing at ward level to support effective local decision-making processes
- Ensure ward panels actively engage young people so that they are involved in decision making initiatives



### 3. EDUCATIONAL ASPIRATION

On educational aspiration, key discussions from both meetings focused on the following key areas:

- The benefits of work experience
- Supporting parents and pupils from early years
- Mobility and social cohesion
- Tackling under attainment for White British children
- Funding

#### 3.1 Regional and local context

*Tower Hamlets Strategic Plan 2018-21*

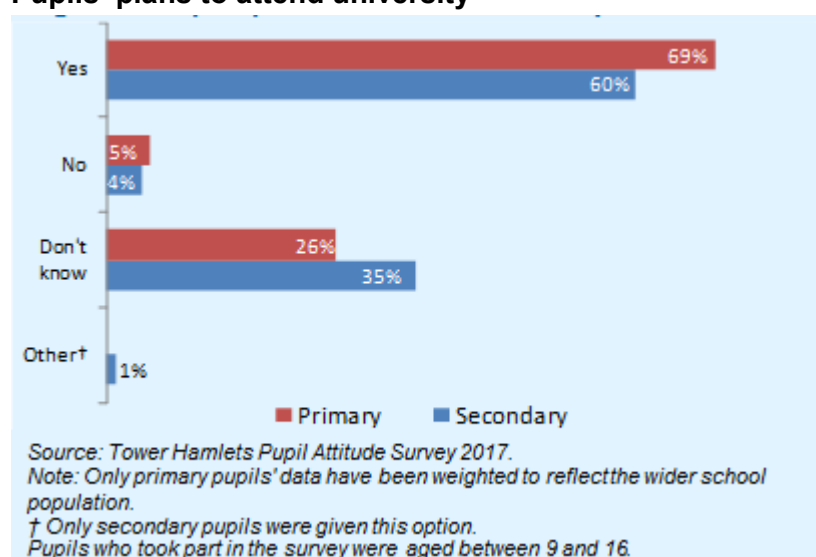
3.1.1 Priority one of the Council's Strategic Plan sets out that people are aspirational, independent and have equal access to opportunities with outcomes that people access a range of education, training and employment opportunities.

*Aspiration in the borough*

3.1.2 The Tower Hamlets Pupil Attitude Survey (PAS) is run every 2 years and captures pupils' views and experiences on health and well-being, staying safe, the use of technology, local community and their plans for the future. The 2017 PAS captured the views of over 1400 primary pupils (aged 9 to 11), and over 370 secondary pupils aged (aged 11 to 16) from across the borough.

3.1.3 Findings from the 2017 PAS indicate that when asked about their plans for the future, most primary pupils (69 per cent) and secondary pupils (60 per cent) said that they think they will go to university or higher education.

#### Pupils' plans to attend university



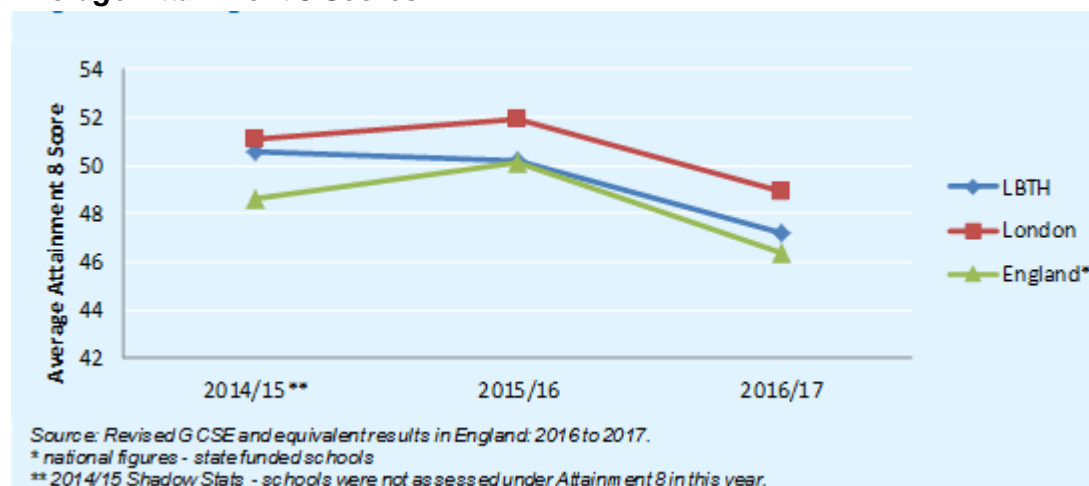
3.1.4 Pupils who said they did not want to go to university or higher education in the future were asked about their reasons in a follow up question. The majority of primary pupils (39 per cent) and secondary pupils (44 per cent) said they did

not want to attend because they are not interested. 25 per cent of primary pupils and 32 per cent of secondary pupils said that they did not want to go to university because of the cost. A further 21 per cent of primary pupils and 24 per cent of secondary pupils wrote in their own reasons for not wanting to attend university. Common responses were that university 'would not help them get the job they wanted', and that they did not feel 'their grades were good enough'.

### Attainment

- 3.1.5 Nationally in primary schools, the percentage of pupils achieving the expected standard in reading, writing and mathematics was 61% in 2017, compared to 53% in 2016, an increase of 8 percentage points<sup>10</sup>.
- 3.1.6 The Attainment 8 score is the main national indicator of pupil performance and measures the achievement of a pupil across eight qualifications. In secondary schools, the national average Attainment 8 score per pupil in 2016/17 was 44.6 in all schools, and 46.3 in *state-funded schools* down from 48.5 and 49.9 in 2015/16. Girls (47.6) achieved a higher attainment 8 score than boys (41.8).
- 3.1.7 As part of these reforms, a new grading system was introduced from 2017 to replace the A\* to G system with a new 9 to 1 scale. These changes led to a decline in Attainment 8 scores across England, including Tower Hamlets. The decline seen in Tower Hamlets of 3.0 points was the same as for London, though not as great as the reduction in the national average which fell by 3.7 points.

### Average Attainment 8 Scores



- 3.1.8 The average Attainment 8 score for all pupils in Tower Hamlets for 2017/18 was 47 (this was 49 for London and 47 for all state-funded schools). The score for all White British pupils in the borough was 35 and this falls to 33 for

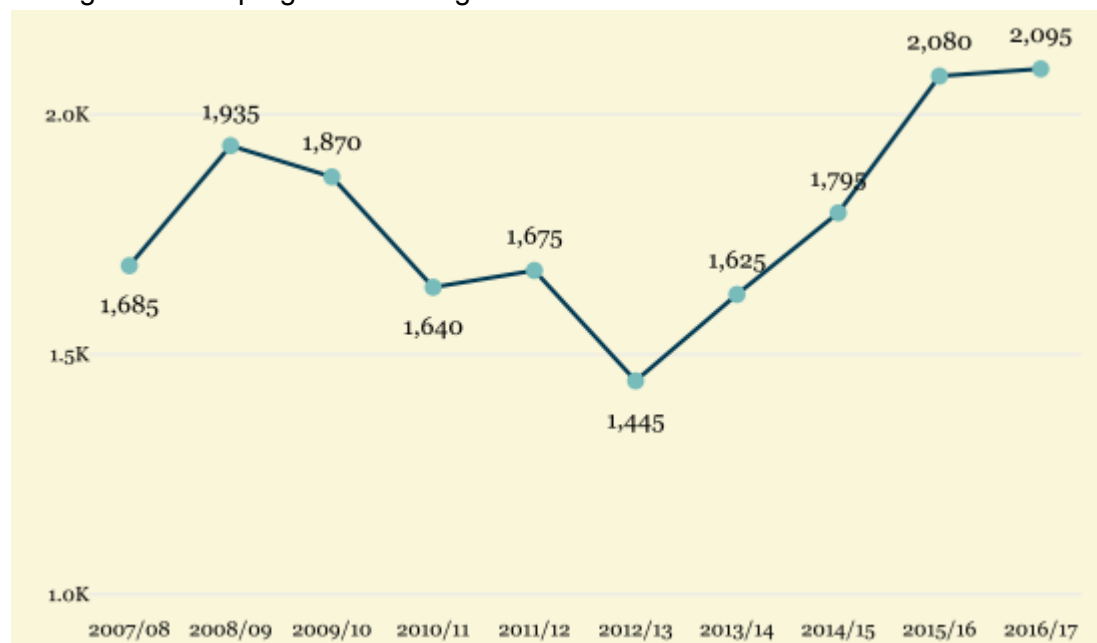
<sup>10</sup> Department for Education, Consolidated Annual Report and Accounts 2017-18, [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/728074/DfE\\_annual\\_reports\\_and\\_accounts\\_17\\_to\\_18\\_-\\_WEB.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728074/DfE_annual_reports_and_accounts_17_to_18_-_WEB.pdf)

White British boys and 37 for White British girls. Attainment levels fall even further for those within these cohorts who are eligible for free school meals.

3.1.9 In 2016/17, 56.9% of the population aged 17 in England achieved at least two substantial level 3 passes. More girls achieved a pass at grade A\*-C than boys in all subject groups with the exception of chemistry, other sciences, computer studies, accounting and finance, business studies and modern languages.

3.1.10 In 2016/17, 68,890 young people in London progressed to higher education, which is an increase from the previous year (68,000)<sup>11</sup>. In Tower Hamlets 2,090 young people progressed to higher education. Interestingly, the numbers of students increased by 24% over the ten year period from 2007/8 to 2016/17, which the London Councils' 'The higher education journey of young London residents' report attributes to increasing young populations, number of students with A Levels <sup>12</sup>.

Young residents' progression to higher education 2007/8-2016/17



Source: London councils, The Higher Education of Young London Residents 2018, p. 13

## 3.2 Findings and Recommendations

The Committee heard from a number of different partners that pupils across the borough already have high aspirations. Accordingly, the Committee's discussions focused on supporting pupils realise their aspirations through:

- Tackling disadvantage
- Supporting informed choices

<sup>11</sup> The London Councils, The higher education journey of young London residents, December 18, p.8

<sup>12</sup> The London Councils, The higher education journey of young London residents, December 18, p.13

- Sustaining quality teaching
- Reviewing funding.

#### *Tackling disadvantage*

- 3.2.1 Concerns were raised by the high levels of pupils changing schools throughout the year. In particular, the Committee noted that the levels of pupils moving school mid-year is often linked to vulnerability. Temporary housing, overcrowding may have exacerbated this. Parents may be priced out of the borough and move away from local schools. Presenters called for the need to address this in partnership and the Committee would like to see better collaborative working to ensure pupils are supported to make a safe and supported transition between schools .
- 3.2.2 In particular, concerns were raised that some pupils are moving multiple times in a year. Transitioning to different schools can be a particularly vulnerable and destabilising point for children and therefore should be minimalised.
- 3.2.3 In addition, the Committee heard that some parents are choosing to move their children out of schools, on the basis of a school's social, religious and cultural demographics ('self- exclusion'). The Committee noted that the most vulnerable, particularly in early years, benefit from learning in environments with a social, cultural, faith and abilities mix.

#### **Recommendation 5**

The Council partners with schools to collectively campaign to reduce pupils changing schools throughout the year and promoting social cohesion. Where pupils do move schools in the middle of the year, for schools to work more collaboratively to understand the pupil's circumstances, particularly the needs of the vulnerable pupils, to support a more effective transition.

- 3.2.4 The Committee also discussed educational under-attainment of White British children. In particular, it was noted that there is a large gap in achievement between White British (particularly boys) and other cohorts.
- 3.2.5 The Committee heard from presenters from both primary and secondary schools, who discussed initiatives to increase parental engagement to support educational attainment. For example, at George Green School, an engagement officer has now been recruited to facilitate this.
- 3.2.6 The Committee noted the importance of preventing this gap widening further as it has implications for employment and social cohesion in the borough. The Committee stressed the need to focus on early year intervention and engagement with parents at this stage. Accordingly, the Council has a role in working with partners to explore:
- learnings from other communities in the borough;
  - learnings from other parts of the country; and
  - strengthening partnership work.

**Recommendation 6**

The Council monitors and adopts appropriate milestones to close the gap in 5 GCSE levels attainment for white British children within the next 10 years.

*Supporting informed choices*

- 3.2.7 The Committee noted comments from pupils that the information and support available to young people can have a significant impact in assisting young people understand available career paths and alternative options to traditional careers/industries.
- 3.2.8 The Committee also heard from Queen Mary University that there are different pathways into university, such as degree apprenticeships, which have the advantage of the university paying the apprenticeship levy and no student debt incurred around student loans. This is currently a small area with a total 100 places on offer, however this has been identified as a growth area.
- 3.2.9 The Committee also heard that parents are nervous around choosing non-traditional careers (careers other than medicine or law). The example was given that students are encouraged to think about alternative pathways, such as pharmacy rather than medicine. Survey results from the pupil attitude survey indicate that a third of parents felt they did not get enough information to support their children, particularly around career choices.

**Recommendation 7**

The Council works with schools and partners to:

- support parents with information around a range of education and career pathways for their children.
- provide young people with more information around different pathways into university.

This should be young person led and reflect the type of support they want.

- 3.2.10 The Committee acknowledged the importance of partnership work, particularly in driving forward work experience opportunities. Work experience plays an important role in raising young people's employability. However, relatively few work experience opportunities are offered by local employers, including the Council and other organisations providing public services. To date work experience opportunities with the Council have been adhoc and random. Further, the Committee heard that it takes an enormous amount of time and resources for schools to focus on employability issues and there may be varied practices across the borough.
- 3.2.11 The Committee noted the importance of assisting schools negotiate with employers to provide more work experience opportunities. Further the committee noted that the Council needs to provide more opportunities for work experience before it can expect private companies to provide work experience opportunities.

**Recommendation 8**

The Council plays a lead role in:

- Working with schools to offer a programme of public sector work experience opportunities to school children.
- Encouraging private sector employers to offer more work experience and apprenticeships opportunities to students.

#### *Sustaining Quality Teaching*

3.2.12 The Committee noted that the quality of teaching is key to supporting pupil development. The Committee heard from Tower Hamlets College that retention of teachers was an issue as they had faced no pay rise- need to retain best teachers and provide stability for students. In particular, there is a difficulty in attracting maths teachers.

3.2.13 The Committee also heard of the importance of working together to share good proactive and pool resources. Showcasing excellence could also help teacher career pathways and support a more stable workforce.

#### **Recommendation 9**

The Council works with the Tower Hamlets Education Partnership to do more to show case excellence in quality teaching to assist pupil development.

#### *Reviewing funding*

3.2.14 Oftsed's annual report 2017/18 comments that further education (FE) has "borne the brunt of austerity when it comes to education"<sup>13</sup>. In September, in its annual report on education spending, the Institute for Fiscal Studies (IFS) reported that spending per student in an FE or sixth form college is now 11% lower than for pupils in a secondary school.

3.2.15 Notably, the Committee learned that students over 19 years old receive 17% less funding in FE. This is a concern when upskilling will be crucial to meet any skills deficit resulting from Brexit.

3.2.16 The Committee noted concerns of equity and comments that all learners should be funded at an equal rate to ensure good teachers are retained and to provide stability for students.

#### **Recommendation 10**

The Council supports the national campaign for additional funding for students over 19 years old to ensure equitable funding for further education.

3.2.17 The Committee also noted that ESOL provision has been funded through the European Social Fund, which will no longer be available post Brexit. Tower Hamlets College currently provides training to 2,000 adults, which is over subscribed.

3.2.18 The training is free but requires paperwork to be completed to access the free provision. The Committee heard that some ESOL learners therefore need assistance to complete the necessary paperwork to access free education.

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<sup>13</sup> The Annual Report of Her Majesty's chief Inspector of Education, Children's Services and Skills 2017/18, p.16

**Recommendation 11**

The Council works with ESOL providers to look at replacement funding provision is available to meet local needs.

## 4. EMPLOYMENT ASPIRATION

The Committee focused discussions on supporting aspiration by working with local businesses to support residents share the benefits of growth in the borough, providing young people with opportunities to develop soft skills, access to different routes into professions and how parents can support young people. The Committee also discussed the Council's Growth and Economic Development Plan on 'Preparing our young people for success' and developing the Graduate Scheme.

### 4.1 National, regional and local context

#### *Strategic priorities*

4.1.1 The Tower Hamlets Strategic Plan 2018-21 sets out priority one, which is that '*people are aspirational, independent and have equal access to opportunities*'. A key outcome of this priority is that people can access a range of education, training and employment opportunities.

#### *National employment and income information*

4.1.2 In its report 'Living standards, poverty and inequality in the UK', the Institute for Fiscal Studies (IFS Study) examined the changes in the distribution of household incomes and the determinants and trends spanning the last 50 years<sup>14</sup>. Notably, although the number of people in work has risen, real weekly earnings during 2015-16 were 5% lower than the pre-financial crisis peak<sup>15</sup>.

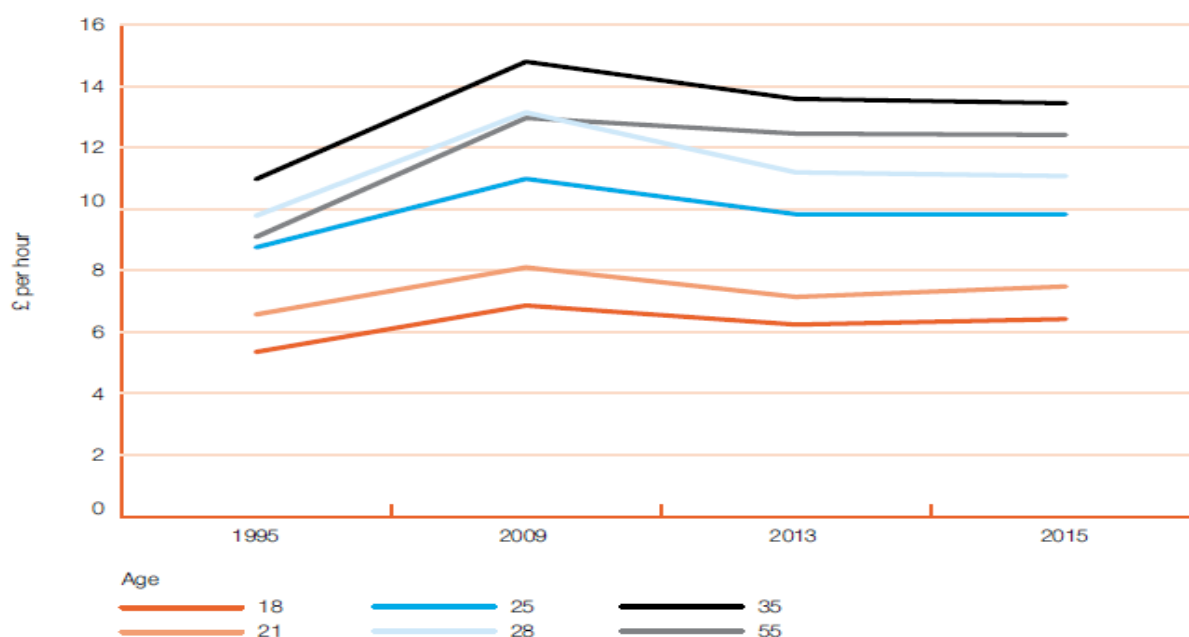
4.1.3 Trends in income levels for different age groups are very different. The IFS study found that in 2015–16, median income for those aged 60 and over was 10% higher than it was in 2007–08, but for adults aged 22–30 it was still 4% lower. The IFS study attributes this to the negative labour market impacts of the recession, which were far more pronounced among younger people. The median hourly earnings of 28-year-olds dropped in real terms by 15 per cent between 2009 and 2015, compared to 9% for 35-year-olds and just 4 per cent for 55-year-olds<sup>16</sup>.

<sup>14</sup> <https://www.ifs.org.uk/uploads/publications/comms/R129%20-%20HBAI%20report%202017.pdf>

<sup>15</sup> ONS, EARN01: Average Weekly Earnings 19 October 2016. (Real average weekly earnings (Index numbers 2000=100) was 118 in April 2008 and 113.4 in August 2016)

<sup>16</sup> Social Mobility Commission's, 'State of the Nation 2016: Social Mobility in Great Britain', p.126



*Real median hourly earnings by age*

Source: Office for National Statistics, Real median hourly earnings (excluding overtime) by age, 9 September 2016 as shown in the State of the Nation 2016: Social Mobility in Great Britain report.

4.1.4 Unskilled workers, women and workers in certain sectors are particularly impacted. Of the 5.6 million working-age adults earning below 60% of median earnings, a quarter have no qualifications<sup>17</sup>. According to the Social Mobility Commission's report 'State of the Nation 2016, early figures for 2016 suggest that<sup>18</sup>:

- of 306,000 workers aged over 25 who are paid below the National Living Wage, 64 per cent are women
- Of the 184,000 part-time jobs that do not comply with the National Living Wage, three-quarters are held by women
- 31.5 per cent of all jobs held by women aged over 25 are paid below £9 per hour, compared with just 18.7 per cent for male jobs.

4.1.5 Eight million jobs (about a quarter of all employment in the UK economy) are in the retail, hospitality and social care sectors, which "are associated with endemically low pay"<sup>19</sup>. The bottom end of the labour market work is becoming insecure. In 2016, 903,000 workers were on zero-hour contracts (up by 156,000 on the previous year), including one in six care staff<sup>20</sup>. At the top end of the labour market, the number of graduates available to employers has significantly increased. However, the supply of graduates is not socially representative. For example, recent London School of Economics research using Labour Force Survey data showed that only 4 per cent of doctors had

<sup>17</sup> Department for Work and Pensions, Households Below Average Income, June 2016, Table 5.6db: Composition of low income groups of working-age adults by various family and household characteristics, United Kingdom, cited in the Social Mobility Commission's report: State of the Nation 2016, p. 127

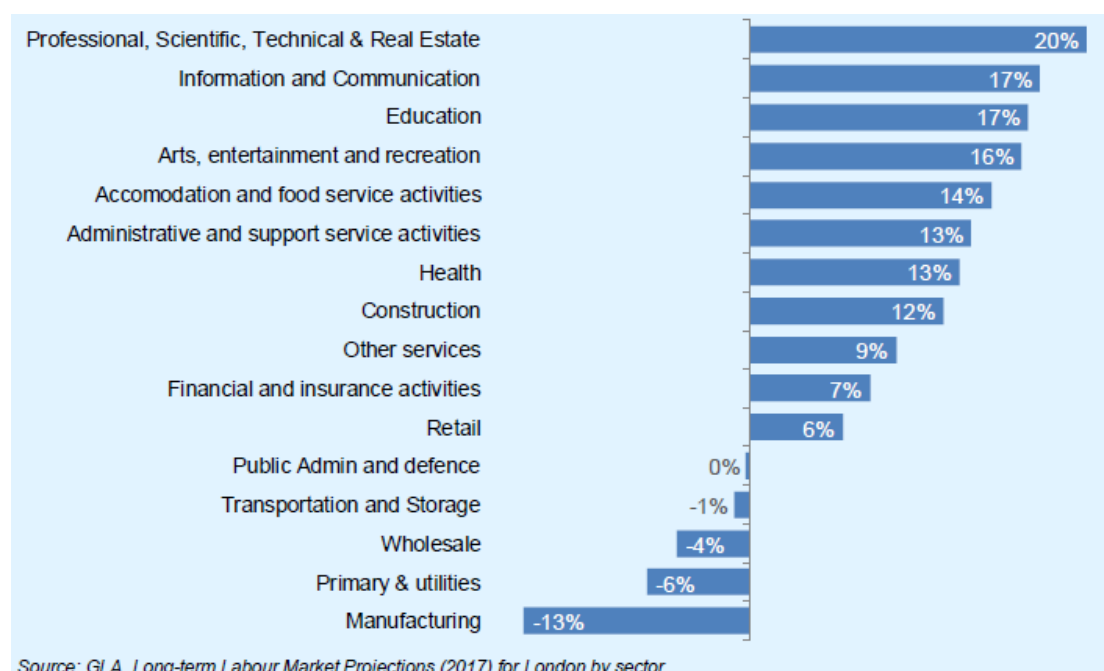
<sup>18</sup> Social Mobility Commission's report: State of the Nation 2016, p. 127

<sup>19</sup> Ibid, p.128

<sup>20</sup> Ibid, p.127

working-class origins (parents who were in routine or semi-routine occupations) and only 6 per cent of barristers, 11 per cent of journalists and 12 per cent of solicitors<sup>21</sup>.

- 4.1.7 Employment projections for London as a whole provide detail on the sectors and skill types that are expected to grow in the future. The graph below shows that the sectors which are expected to have the highest growth in London are the 'Professional, Scientific, Technical & Real Estate' sector which is projected to grow by 20 per cent between 2016 and 2026. In addition, the occupational groups expected to grow most in London (and in the UK) are 'managers, directors and senior officials' and 'professional occupations', indicating that there will be increased demand for highly qualified workers<sup>22</sup>.



#### Local employment and income information

- 4.1.8 During the period 2014-2017<sup>23</sup>, just over two thirds of the Tower Hamlets working age population were in employment (68 per cent - the employment rate). The borough's employment rate has risen significantly over the last decade: from 56 per cent during 2005-08, up to 68 per cent during 2014-17 - a rise of 12 percentage points.
- 4.1.9 Earnings levels among residents in Tower Hamlets were just above the London average: in 2016, the median pay for residents in Tower Hamlets was £15.70 an hour - 5 per cent higher than the rate all Londoners (£14.94). However, within the workforce, there is a very wide pay gap between those who work full and part time: the hourly rate for full-time workers is double that

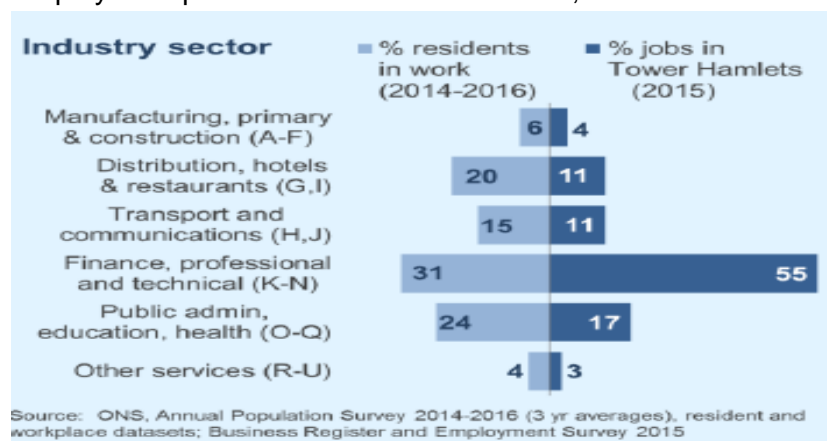
<sup>21</sup> Laurison, D. and Friedman, S., *Introducing the Class Ceiling: Social Mobility and Britain's Elite Occupations*, LSE Sociology Department, 2015

<sup>22</sup> UKCES, *Working Futures 2014-2024* – See Annex Table D.15, cited in the borough profile [https://www.towerhamlets.gov.uk/Documents/Borough\\_statistics/Research-briefings/BP2018\\_4\\_Economy.pdf](https://www.towerhamlets.gov.uk/Documents/Borough_statistics/Research-briefings/BP2018_4_Economy.pdf)

for part-timers (£17.94 vs. £8.83 per hour). Wage rates for those working full-time in Tower Hamlets are 9 per cent higher than in London, while the opposite is true for part-timers, who earn 9 per cent less in Tower Hamlets.

- 4.1.10 Hourly pay rates for women are 15 per cent lower than those of men (£14.69 vs £17.33 per hour). The gender pay gap is driven by pay differentials among full-time workers: women working full time earn 16 per cent less than men working full-time (£16.41 vs. £19.65). However, the gender gap is reversed for those working part-time.
- 4.1.11 The largest employment sector in the borough is the financial and insurance industry in Canary Wharf, which account for 26% of all employee jobs. After finance and insurance, the largest employment industries in Tower Hamlets are the 'professional, scientific and technical' sector (15 per cent of jobs), and 'business administration and support services' (12 per cent of jobs).
- 4.1.12 Workers (commuters working in the borough) in Tower Hamlets earn substantially more than *residents* in Tower Hamlets. In 2016, full-time median earnings were £180 per week (or 27 per cent) higher for workers when compared with residents. This is the largest gap between workers and residents in London and has remained relatively constant over the past ten years. Notably just under one third of resident workers are employed in these sectors. Residents are also more likely than workers to be employed in the public administration, health and education sectors.

Employment patterns: residents vs workers, Tower Hamlets 2014-16



### London Living Wage

- 4.1.13 The London Living Wage takes into account the actual costs of living in London and is designed to provide residents with enough income for essentials. Citizens UK launched the modern Living Wage campaign in the UK in 2001 with parents in East London. The Living Wage Foundation, which is part of Citizens UK, is responsible for promoting, supporting and administering the formal accreditation of Living Wage Employers.

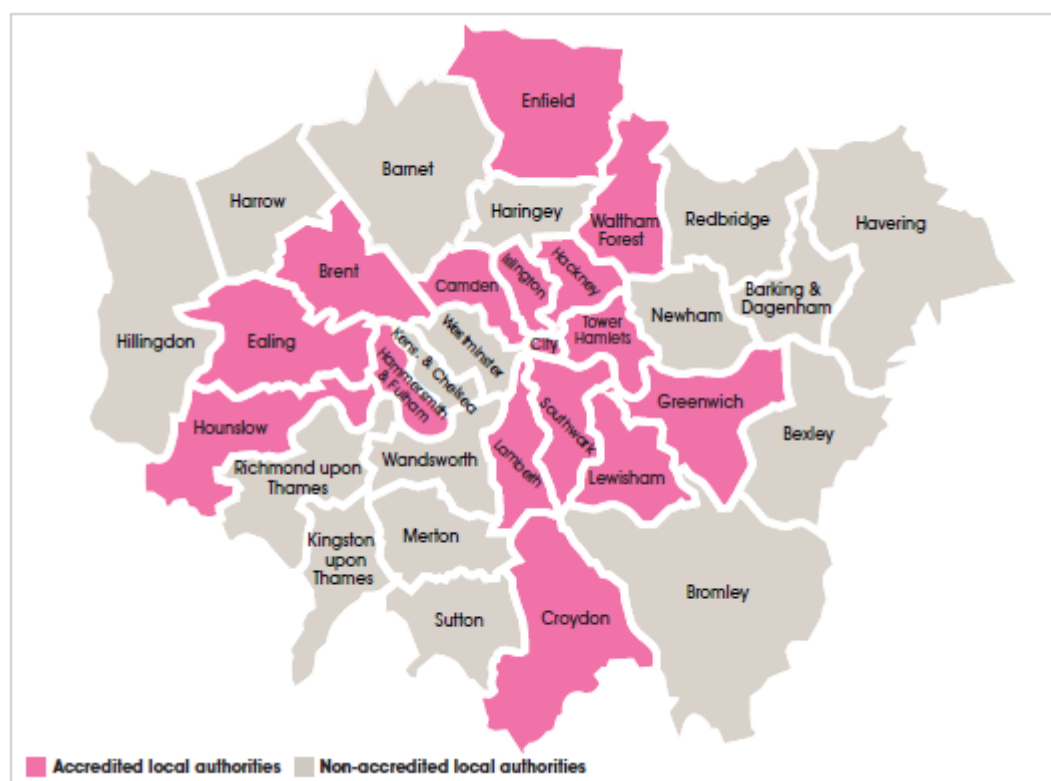
4.1.14 The Living Wage covers all boroughs in Greater London and is currently £10.55 per hour, compared to £9.00 per hour everywhere else in the UK. Unlike the National Minimum Wage (currently set at £7.83/hour), the Living Wage is not a statutory requirement but a voluntary undertaking.

4.1.15 Nationally, there are currently over 4,700 UK businesses which pay the London Living Wage, impacting over 180,000 employees. Once accredited, organisations can display and use the Living Wage Employer's Mark. To be accredited as an official Living Wage Employer, an organisation must satisfy four basic criteria:

- pay all of its own staff at least the Living Wage;
- commit that within six months of the annual uprating of the Living Wage, its
- pay rates will be uprated accordingly;
- demonstrate progress towards requiring any contractors it has to do the same;
- have a plan in place to work with any remaining contractors to get them too to pay the Living Wage.

4.1.16 As of June 2017, 16 out of 33 London local authorities were accredited Living Wage employers, including Tower Hamlets.

London Living Wage accredited local authorities



Source: 'Moving to the London Living Wage: a guide for local authorities, Living Wage Foundation and Child Poverty Action Group, 2018

## *Apprenticeships*

4.1.17 In December 2015, the Government published Apprenticeships (in England): vision for 2020, which introduced a target of 3 million apprenticeship starts by 2020 and a new apprenticeship levy in April 2017. The Enterprise Act 2016 amended the 2009 Act to set public sector apprenticeship targets. This came into force in April 2017 and requires public bodies in England with 250 or more staff to employ an average of 2.3% of their headcount as new apprenticeship starts between April 2017 and March 2021. This includes local authorities. According to the latest Progress Report on the Apprenticeships Reform Programme (May 2018), which covers the period May 2015 to July 2017, 1,119,600 apprenticeship starts reported between May 2015 and the end of July 2017, 37% of the 3 million target.

4.1.18 The vision document also outlined the government's belief that apprenticeships will help address several future skills issues facing the UK economy including -

- a critical need for high numbers of new technical and professional skilled workers
- the need for the provision of 5 million new and replacement higher skills job openings
- growing skills shortages in the STEM and digital sectors
- increased productivity combined with low levels of both youth and general employment.

4.1.19 A core benefit anticipated from the apprenticeships reform programme is an increase in the average earnings of apprentices, measured over a period of four years. The Progress Report on the Apprenticeships Reform Programme states that there has been a rise in income for those who achieved in the academic year 2014/15 compared to those who achieved in 2010/11. For Higher (Level 4) achievers, average earnings for apprentices who completed in the academic year 2014/15 were £20,000, compared to £17,600 in 2010/11<sup>24</sup>.

## **4.2 Findings and Recommendations**

Committee discussions focused on supporting residents' aspirations by improving access to quality employment and good wages by:

- Tackling in-work poverty
- Promoting apprenticeships
- Reviewing funding to voluntary sector organisations.

### *Tackling in-work poverty*

4.2.1 The Equalities and Human Rights Commission's report 'Is Britain Fairer' notes that some ethnic minority groups are falling behind. The report claims that "Black African, Bangladeshi and Pakistani people are still the most likely to

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<sup>24</sup> LGiU, 'Apprenticeships – what's happening, Policy briefing, 2018

live in poverty and deprivation, and – given the damaging effects of poverty on education, work and health – families can become locked into disadvantage for generations”<sup>25</sup>.

- 4.2.2 In discussing access to quality work with the Tower Hamlets Education Business Partnership and the East London Business Alliance, the Committee heard that educational attainment does not lead to quality employment for some cohorts. Resident graduates may attain high academic results but either obtain jobs with low wages, which do not utilise their skills, or fewer hours than they wish (under-employment). The Committee heard that under-employment is particularly prevalent for certain cohorts. In particular, the Committee heard that black male graduates reach a ‘promotion ceiling’ early on in their careers.
- 4.2.3 Employment rates vary considerably by ethnicity in the borough. The employment rate for White residents in Tower Hamlets averaged 83% during 2014-15, compared with just 59% for black and minority ethnicity (BME) residents. This is a gap of 24%, which is almost twice as wide as the gap observed in London<sup>26</sup>. In professional and managerial jobs certain BME groups are particularly under-represented, especially those from the Bangladeshi and Somali populations. The 2011 Census revealed that just 25 per cent of Bangladeshi workers, and 30 per cent of Somali-born workers, were employed in professional and managerial groups compared with 65 per cent of White workers.
- 4.2.4 Rates of part-time working are very high among BME workers. The 2011 Census revealed that 39 per cent of BME workers were employed part-time compared with just 15 per cent of White residents. Almost six in ten Bangladeshi workers were employed on a part-time basis, the highest rate across all groups. Within the Bangladeshi population, men were as likely as women to be employed part-time (60 vs. 58 per cent). Rates of part-time working were also relatively high for Black men and women. Part-time working was least prevalent among White and Indian men (9-12 per cent), most of whom are employed full-time<sup>27</sup>.
- 4.2.5 Disabled workers are also more likely to work part-time than non-disabled workers. The 2011 Census found that four in ten of those in work, who had a long term health problem or disability, worked part-time, compared with one quarter of those without a health problem or disability (39 vs. 24 per cent)<sup>28</sup>.
- 4.2.6 The Committee heard that only approximately 99 employers in the borough are paying the London Living Wage. Trust for London has estimated that, in 2015-16, around one in five (19 per cent) of Tower Hamlets residents in work

<sup>25</sup> Is Britain Fairer? That state of equality and human rights 2018, Equalities and Human Rights Commission, p.10

<sup>26</sup> Tower Hamlets Borough Profile 2018, Employment, [https://www.towerhamlets.gov.uk/Documents/Borough\\_statistics/Research-briefings/BP2018\\_5\\_Employment.pdf](https://www.towerhamlets.gov.uk/Documents/Borough_statistics/Research-briefings/BP2018_5_Employment.pdf)

<sup>27</sup> 2011 Census, Table DC6302

<sup>28</sup> 2011 Census, Table DC6302

earn below the London Living Wage - this was just below the London average (21 per cent).

- 4.2.7 Interestingly, a report from the Living wage Foundation and Child Poverty Action Group<sup>29</sup>, published in 2018, identified a positive 'ripple effect' on local business when their council get Living Wage accreditation and use civic leadership to promote the scheme more widely and increase local wages. For example, Lewisham and Greenwich councils offer business rates discounts to accredited Living Wage employers in their boroughs.

#### **Recommendation 12**

The Council explores whether particular cohorts of residents remain under-employed and works with local businesses to tackle under-employment.

#### **Recommendation 13**

The Council incentivises local businesses to take up the London Living Wage scheme by offering a discount on the locally retained part of Business Rates.

#### *Promoting apprenticeships*

- 4.2.8 The Committee noted that while the Council has created 369 apprenticeships, only 112 have been taken up. The Committee discussed the types of placements offered, barriers to 'take up' and different ways the Council can encourage young people onto certain schemes, such as construction apprenticeship schemes.
- 4.2.9 The Committee heard that young people are beginning to see the attraction of apprenticeships as a route into gaining skills and valuable experience to obtain quality jobs with good wages. However, while young people's attitudes may be changing, some parents believe in the prestige of higher education, which may not be appropriate for all young people. Findings from the 2018 Tower Hamlets Parent and Carer Survey indicate that when asked whether they have had enough information to support them in helping their children to plan their future only a third (33 per cent) of parents and carers said that they had, while over one in four (44 per cent) said that they had not and the remaining 23 per cent said that they did not know.

#### **Recommendation 14**

The Council promotes the benefits of apprenticeships with parents and carers.

#### **Recommendation 15**

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<http://www.cpag.org.uk/sites/default/files/Moving%20to%20The%20London%20Living%20Wage.pdf>

The Council captures take up of apprenticeships, and expenditure of the apprenticeship levy, as part of its performance reporting.

*Reviewing voluntary sector organisation funding*

4.2.10 The Committee also noted funding reductions to key organisations in the borough, such as the Tower Hamlets Education Business Partnership (THEBP).

4.2.11 In particular, the Committee heard that THEBP struggles to raise funding around disability programmes. The Committee noted the Council's focus on helping young people develop soft skills through the Growth and Economic Development Plan and developing the Graduate Scheme. However, the Committee noted that there could be advantages in funding programmes where the Council has less of a focus, such as supporting upskilling. The Committee also noted that the Council could play a lead role in promoting organisations to key local businesses to meet community needs.

**Recommendation 16**

The Council reviews commissioning opportunities for the voluntary and community sector, particularly around disability programmes.

**Recommendation 17**

The Council plays a key role in encouraging local businesses and those coming to do business in the borough to engage voluntary sector organisations to support residents share the benefits of growth in the borough through upskilling programmes.