

# **Notice of Meeting**

#### **OVERVIEW AND SCRUTINY COMMITTEE**

# Wednesday, 31 March 2021 - 7:00 pm Meeting to be held virtually

**Members:** Cllr Jane Jones (Chair); Cllr Dorothy Akwaboah (Deputy Chair); Cllr Toni Bankole, Cllr Donna Lumsden, Cllr Olawale Martins, Cllr Simon Perry, Cllr Ingrid Robinson, Cllr Paul Robinson and Cllr Phil Waker

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Please note that this meeting will be webcast, which is a transmission of audio and video over the internet. To view the webcast click <a href="here">here</a> and select the relevant meeting (the weblink will be available at least 24-hours before the meeting).

# **AGENDA**

- 1. Apologies for Absence
- 2. Declaration of Members' Interests

In accordance with the Council's Constitution, Members are asked to declare any interest they may have in any matter which is to be considered at this meeting.

- 3. Minutes 26 January 2021 (Pages 3 22)
- 4. Minutes 3 February 2021 (Pages 23 28)
- 5. Continuity and recovery in schools during COVID-19 Interim report (Pages 29 38)
- 6. Supporting older residents during the pandemic and beyond (Pages 39 47)
- 7. Work Programme (Pages 49 50)

- 8. Any other public items which the Chair decides are urgent
- 9. To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.

#### **Private Business**

The public and press have a legal right to attend Council meetings such as the Overview & Scrutiny Committee, except where business is confidential or certain other sensitive information is to be discussed. The list below shows why items are in the private part of the agenda, with reference to the relevant legislation (the relevant paragraph of Part 1 of Schedule 12A of the Local Government Act 1972 as amended). *There are no such items at the time of preparing this agenda.* 

10. Any confidential or exempt items which the Chair decides are urgent



Our Vision for Barking and Dagenham

# ONE BOROUGH; ONE COMMUNITY; NO-ONE LEFT BEHIND

**Our Priorities** 

# **Participation and Engagement**

- To collaboratively build the foundations, platforms and networks that enable greater participation by:
  - Building capacity in and with the social sector to improve crosssector collaboration
  - Developing opportunities to meaningfully participate across the Borough to improve individual agency and social networks
  - Facilitating democratic participation to create a more engaged, trusted and responsive democracy
- To design relational practices into the Council's activity and to focus that activity on the root causes of poverty and deprivation by:
  - Embedding our participatory principles across the Council's activity
  - Focusing our participatory activity on some of the root causes of poverty

# Prevention, Independence and Resilience

- Working together with partners to deliver improved outcomes for children, families and adults
- Providing safe, innovative, strength-based and sustainable practice in all preventative and statutory services
- Every child gets the best start in life
- All children can attend and achieve in inclusive, good quality local schools
- More young people are supported to achieve success in adulthood through higher, further education and access to employment
- More children and young people in care find permanent, safe and stable homes
- All care leavers can access a good, enhanced local offer that meets their health, education, housing and employment needs
- Young people and vulnerable adults are safeguarded in the context of their families, peers, schools and communities



- Our children, young people, and their communities' benefit from a whole systems approach to tackling the impact of knife crime
- Zero tolerance to domestic abuse drives local action that tackles underlying causes, challenges perpetrators and empowers survivors
- All residents with a disability can access from birth, transition to, and in adulthood support that is seamless, personalised and enables them to thrive and contribute to their communities. Families with children who have Special Educational Needs or Disabilities (SEND) can access a good local offer in their communities that enables them independence and to live their lives to the full
- Children, young people and adults can better access social, emotional and mental wellbeing support - including loneliness reduction - in their communities
- All vulnerable adults are supported to access good quality, sustainable care that enables safety, independence, choice and control
- All vulnerable older people can access timely, purposeful integrated care in their communities that helps keep them safe and independent for longer, and in their own homes
- Effective use of public health interventions to reduce health inequalities

# **Inclusive Growth**

- Homes: For local people and other working Londoners
- Jobs: A thriving and inclusive local economy
- Places: Aspirational and resilient places
- Environment: Becoming the green capital of the capital

# **Well Run Organisation**

- Delivers value for money for the taxpayer
- Employs capable and values-driven staff, demonstrating excellent people management
- Enables democratic participation, works relationally and is transparent
- Puts the customer at the heart of what it does
- Is equipped and has the capability to deliver its vision

# MINUTES OF OVERVIEW AND SCRUTINY COMMITTEE

Tuesday, 26 January 2021 (7:00 - 9:31 pm)

**Present:** Cllr Jane Jones (Chair), Cllr Dorothy Akwaboah (Deputy Chair), Cllr Toni Bankole, Cllr Donna Lumsden, Cllr Olawale Martins, Cllr Simon Perry, Cllr Ingrid Robinson, Cllr Paul Robinson and Cllr Phil Waker

Also Present: Cllr Andrew Achilleos, Cllr Sanchia Alasia, Cllr Saima Ashraf, Cllr Abdul Aziz, Cllr Sade Bright, Cllr Princess Bright, Cllr Evelyn Carpenter, Cllr Peter Chand, Cllr Faruk Choudhury, Cllr John Dulwich, Cllr Edna Fergus, Cllr Irma Freeborn, Cllr Cameron Geddes, Cllr Syed Ghani, Cllr Rocky Gill, Cllr Amardeep Singh Jamu, Cllr Elizabeth Kangethe, Cllr Mohammed Khan, Cllr Glenda Paddle, Cllr Moin Quadri, Cllr Foyzur Rahman, Cllr Tony Ramsay, Cllr Chris Rice, Cllr Lynda Rice, Cllr Muhammad Saleem, Cllr Faraaz Shaukat, Cllr Dominic Twomey, Cllr Lee Waker and Cllr Maureen Worby

**Apologies:** Cllr Bill Turner

#### 40. Declaration of Members' Interests

There were no declarations of interests.

# 41. Budget Change Proposals

The Chair explained that this extraordinary meeting of the Overview and Scrutiny Committee had been called to review the budget scrutiny proposals before they were presented to Cabinet on 15 February 2021, as part of its 'Budget Framework 2021/22 and Medium-Term Financial Strategy 2021/22 to 2024/25' item (minute 81 refers).

As all 51 Members of the Council had been invited to attend today's meeting, Members had been asked to submit their questions in writing in advance of the meeting, in order to help the meeting to run in a smooth and timely manner. These questions are provided at the Addendum to these minutes. These minutes must be read in conjunction to the Addendum.

The Council's Cabinet Member for Finance, Performance & Core Services (CMF) delivered a presentation on the budget proposals, providing context as to the impact of the Covid-19 pandemic on the Council and local community, as well as the increasing levels of resident demand, despite a decline in government funding. He praised the achievements of the BDCAN community-led response to the pandemic, which had supported over 2,000 residents, as well as some of the many other achievements made during the municipal year, such as the development of the Dagenham Film Studios. The CMF also explained how the Council was funded and the breakdown of this. He encouraged residents to participate in the online budget consultation running from 7 January to 31 January 2021 on the LBBD website, as well as the upcoming budget Facebook Live Q&A event on 28 January 2021.

The Chair proceeded to request that the written questions be addressed by the relevant Cabinet Members and officers.

# General Questions relating to the Budget and the Proposals

In response to these questions, the CMF stated that:

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- Councillors would have the opportunity to comment on proposals that would impact the HRA and capital. The capital and HRA budgets were longer-term in nature, the Council had limited scope to fund new capital projects and this would not be improving for quite some time moving forward.
- Rents in the HRA had been reduced year-on-year for four years, meaning that there was less money available. The HRA was a ring-fenced pot of money, that was separate to the savings that the Council was making as part of this budget, with its own business plan and pressures.

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• The remaining £15 million to be saved as part of the Medium Term Financial Strategy was a challenge that would arise from future years. There was an issue in terms of the uncertainty around local government funding, with a proper settlement having been deferred again in 2021 from 2020. This meant that it was hard to plan ahead for the next 3 years of the MTFS. The Budget in March would give the Council some indication as to the direction that the Government was moving in and the nature of this budget would define how the Council would deliver the £15 million saving. It would therefore not be prudent for the Council to make a decision on future years without having some certainty on the level of funding that was coming from Government. He would report back to the Committee on the Council's plans for future years for closing the £15 million gap, when more information had been received.

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 The appendix to the report was correct, but there had been a last-minute reduction to one of the savings, which was £250k, which had not been reflected in the table in the report. As such, whilst the appendix was accurate, the table when written did not reflect the change that had since occurred.

IV

• The budget consultation with residents and organisations within the Borough also tied into the savings and growth proposals. The point of the consultation was to gather ideas from the community to gain a better understanding of the direction that they felt that the Council needed to take, as well as to gather their views on Council Tax and what the Council did in terms of its growth and investment. It also enabled the Council to speak to the community about the necessity of funding for areas such as Social Care, as well as gather the opinions of local businesses, which was particularly important in the context of the Covid-19 pandemic.

# **Care and Support**

The Cabinet Member for Social Care and Health Integration (CMSC) stated that:

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- There were no savings in Care and Support. The amount of growth and the complexity of the casework coming forward had increased substantially. The majority of the growth had been within the Disability Service, where there had been a 40% increase in children on Education, Health and Care (EHC) plans. Every child had the right to be assessed and would require a regular service, with the Council having not projected for such a high level of growth. The majority of Care and Support services were statutory, with individuals entitled to these services by law.
- A recent change in legislation had meant that the Council now had a
  responsibility to care for care leavers up until the age of 25, rather than the
  previous age of 18. Whilst this change was very much welcomed, it was an
  additional 7 years for which the Council now needed to provide support and
  there had been a huge change in the complexity of cases. The Council was
  also building specialised housing for those with Autism Spectrum Disorder
  (ASD), bringing back 15 units to the Borough which would result in a £1.5
  million saving and which would mitigate against the growth in Crisis
  Intervention packages that the Council would otherwise provide.
- The pandemic had not made things easier, with an increased number of elderly and vulnerable people coming out of hospital with more complex needs and thus needing interventions for longer periods of time.

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- The Committee had recently received a report into the Disabilities Improvement Programme (minute 37, 6 January 2021 refers), detailing the increased demand, as well as the need to invest and level up budgets. The CMSC would circulate these presentations to all Members so that they could view the Improvement Programme and gain a better understanding as to why the Council needed to invest rather than save. By starting with a level playing field in relation to the amount of need and with the right services in place, it was hoped that the service would not need to come back for the level of growth that they were having to ask for this year.
- The Council continued to make expenditure on severely ill individuals and those with very complex needs. There was a dual pressure on the service whereby the growth of the Borough was very much welcomed, but that many individuals also arrived in the Borough with social care needs. The growth in the population put pressure on Care and Support services continually and the high complexity of the need of some of the individuals moving into the Borough could not be underestimated. Once individuals with complex social care needs moved to the Borough, they were from thereon the Council's responsibility and this was a cost that the Borough had no way of predicting, making it very difficult to predict the Care and Support budget.
- In relation to the main areas that the Council would be investing in as part of
  the Disability Improvement Programme, the Council would work to ensure
  that provision was in the right place so that the right services were there to
  respond to the needs of the population profile that it had, which currently
  was not able to happen. It would also work to ensure that it had the right

- number of staff to deliver a service, as for example, some of the caseloads that were being held by social workers currently were too high in this area.
- An area where the Council had been quite weak for a number of years had been around the transition between childhood and adulthood, with some individuals falling through a gap when they reached 18, as their support was reduced. As such, the Council would invest in this area to ensure a smoother transition for its young people with Special Educational Needs and Disabilities (SEND).
- The Council would recommission the service for ASD and behavioural challenge as the current service was not adequate. It was also working to improve the Dementia pathway, as there had been an increase in those with Dementia and the pandemic had highlighted the isolation of this group.

In response to a supplementary question, the Council's Chief Financial Officer stated that:

- The Council did not have specific reserves that were set aside for Care and Support funding. The MTFS included contributions to the budget to support reserves in 2020/21 from all services, which were then drawn down in 2021/22.
- There was a growth of £6.1 million in 2022/23 and then of £6.2 million in 2023/24. These were already included in the MTFS for Care and Support services and those growth totals had been updated, with £2.4 million for 2022/23 and £5.3 million in 2023/24. The Council was committed to investing in these services and it was seeing the benefits from its Improvement programmes flowing through into the reduction in growth.
- In terms of the movement in social care budgets, the base budget for 2020/21 was £84.5 million, which would increase by £11.9 million in 2021/22 to £96 million. This would then increase by £2.4 million to £98.9 million in 2022/23, and again by £5.3 million to £104 million in 2023/24.

# **Education, Youth and Children**

The Cabinet Member for Educational Attainment and School Improvement (CME) stated that:

# VII

- The fixed penalty charges in the appendix did relate to pupil absences. The
  compulsory education service in the United Kingdom meant that it was a
  legal requirement that parents sent their children to school. In spite of
  everything that a school might do to try to encourage pupil attendance, if
  parents failed in their responsibilities, then Fixed Penalty charges would
  come into play.
- In Appendix 1 under Fixed Penalty Notices (FPN) income, the assumption that £50k could be achieved in 2022-23 (and the fact that this reduced to £15k in 2023-24) referred to a proportion of the cost involved in managing elective home education, particularly for those who had an EHC. The Council had previously noted that this area was eligible to be spent from the Dedicated Schools Grant (DSG), but that it had not done this in the past. With elective home education cases rising significantly (with a 70% increase since before the onset of the Covid-19 pandemic), it was fair to apportion some of these costs to the DSG in this way.

- It was important to realise that this transfer to the DSG was not a reduction in funding to schools, as it related to the part of the DSG which related to the central services held by the Local Authority. The DSG had a schools block, a high needs block, an early years block and a small central services block, with the CME referring to the latter. The central services block was retained by the Local Authority for central services, which included youth services as an example and which was allocated £90k per year for staffing costs in regards to its youth mentoring programme. This service had received wonderful external funding and had enabled the Council to have some flexibility in the budgeting, which meant that it could recharge some of the staffing costs to the DSG allocation. As the DSG had increased in any case due to population growth, this did not result in a cut in schools services.
- The Council occasionally received more income than projected and this had been the case in this instance. This saving was to increase the income target, to match the actual FPN income received annually. As such, the number of FPNs issued would not change as a result of the change made to the income target, as it was simply a technical adjustment made by Finance officers.

#### VIII

- A moderate forecast of £15k had been identified for 2023/24 in line with the trends that had been seen previously. From monitoring the budget, it was known that FPN income did in fact fluctuate, which was why the income target was decreasing in later years.
- The increase in FPNs issued over the past 3 years was due to a restructure within the service. This had followed a gap in provision whereby a staff member had not been as assiduously checking this work. This was not in the interests of children and families and did not just relate to income targets.
- Schools instructed the Local Authority to issue FPNs and these were not initiated by Local Authorities. Not all schools used FPNs as a tool, as there were a number of means that they could use to improve attendance and FPNs were often employed as a last resort method. The Local Authority checked with schools before it issued a FPN as to whether it was appropriate and lawful. The Council also monitored the number of FPNs being issued and would discuss with schools the other strategies they could employ with families who were presenting with school attendance issues.

#### lΧ

 The assumption as to the number of pupils that would be absent was based on trends and no individuals were identified when an income target was devised. There was no impact to schools as a result of the changes mentioned, these were all adjusted within the central school budgets of the DSG and they did not affect school staffing or expenditure in any way.

#### **Community Solutions**

The Council's Director of Community Solutions stated that:

#### X

• In relation to its Community Hubs and building transfers, the Council was

building on the success that it had seen from the Chadwell Health and Hedgecock Community Centres. The services and provision would remain within the buildings, but the responsibility for running the buildings would be freed. The Council had noted that with both the Chadwell Heath and Hedgecock Community Centres, there had been an increased use of facilities over the weekends and into the evenings. It was also felt that these buildings now had a greater connection to the local community.

- In relation to its library provisions, the Council had very strong examples, such as Chadwell Health, where it had been able to build a stronger library offer. This was evidenced through Learning Arts, who had worked with the Chadwell Heath provision. This arrangement would take quite a bit of time to think through, but the Council had a good track record, had undertaken this work before and was positive about what it could achieve going forward.
- The position was very much about greater flexibility for the actual assets. This approach had been proven to work and the Council was therefore positive about this going forward. One of the increased flexibilities was that the costs could be reduced (for example, if the building was charity-led, the charity would not have to pay business rates). Furthermore, both the Chadwell Health and Hedgecock Community Centres were running at a profit and were still seen as key community assets.
- He could not give complete assurance as to who would take over the building, but the Council was speaking to a number of different organisations that had shown an interest in taking on its responsibility. The Council needed to carefully work through the details of this, what the approaches of these organisations would be and how the buildings had been utilised previously. Chadwell Heath Community Centre had been a previous positive example, whereby the new owners had let the building over the weekend and in the evenings to the local community. It had charged rents for this, reduced their overheads, and generated a good income.

# <u>XI</u>

- The Council was building on the success of how it had helped residents (particularly its care leavers) to move on from supported accommodation such as temporary accommodation. It was working with its residents to help them to find a better housing destination and it had £280k of growth to support this. Within this, the Council had an additional 100 residents that it was hoping to work with and move on through 'rent in advance' and 'moving on' packages. This approach had been proven to work so far and improvements had also been delivered through its temporary accommodation provision.
- In regards to the £750k referenced within the report, this related to reducing pressures in budgets. This was an additional £750k within £2 million, which would take some of the pressure out in those budgets.
- In regards to temporary accommodation, the Council had seen a partial
  influx in other local authorities placing residents in the Borough; however, it
  was difficult to quantify the impact this was having on services and their
  budgets. The Director now had a very strong working relationship with
  Newham, Havering and Redbridge in relation to who was placing residents
  in the Borough and the Council was also working through the East London
  Housing Partnership to address on this. However, a bottleneck would also

be created within the Council's system if it did not take action to help residents to move on and decided to just save money. Therefore, taking positive action to help residents to move on from temporary accommodation and working with residents and other Local Authorities was felt to be the most appropriate course of action.

#### XII

• In relation to John Smith House (JSH), the £30k saving related to security costs and utilities from closing the part of JSH that the Council was using. JSH was a joint building with the NHS and the NHS was still using part of JSH, from which the Council was generating an income of £80k a year. In terms of the part of the building which was currently empty, there was an Early Years provider that was interested in renting the building from the Council for a period of time. Understandably, this had become more problematic during the Covid-19 pandemic, but the Council hoped that this may become possible as lockdown restrictions loosened. In the longer-term, the Council was considering what to do with the asset and acknowledged that these conversations would need to include the NHS.

#### XIII

 In Appendix 1, the £37k 'management spans of control' saving was a management saving. The Council had two reasonably small teams working in this area and so were able to move these two teams to work under one manager.

# XIV

• In Appendix 1, under Homelessness Prevention, the £280k was made up of 100 lots of £2,800, which the Council had noted was the relevant amount of money to help people to move on with 'rent in advance' and deposits.

The CMF praised the work of the Community Solutions team in working to improve the lives of its vulnerable residents and in challenging the trends across London in relation to the numbers of those residing in temporary accommodation, at a time when rents were rising substantially.

#### **Contact Centre Restructure**

The CMF stated that:

#### ΧV

- The Elevate savings would still need to be made. The Customer Service proposals were ultimately about moving resources from the Contact Centre to fund the new Customer Experience team, but the Council would still need to make those Elevate savings as part of the core. As Elevate was now back in-house, the Council would have a much better ability to do this as it would not have to go through the Elevate management structure and would instead be able to make the savings directly.
- Investing in the Customer Experience Team was necessary to ensure better access to the Council for residents and to ensure a more efficient service.

# **Barking Market**

The CMF stated that:

#### XVI

- The Council believed that it was realistic that an extra day for Barking Market would generate additional money over the medium and long-term. Barking Market was already going from strength-to-strength prior to the Covid-19 pandemic and the Council therefore wanted to give local residents more opportunities to access the market, provide local businesses with more opportunities to sell their offerings and to raise more money overall for the Council.
- The Council had spoken to most of the existing traders at Barking Market and 40 of them had said that they would operate should there be an extra day at the market, which was a strong base to work from. There was no other local market operating on a Monday, which meant that if residents wanted to shop at a market, they would be able to come Barking.
- There would be additional costs for processes such as cleaning and collecting rubbish; however the additional staffing and cleansing costs were already factored into the budget. The income target was in the budget and the Council was not looking at taking those charges off afterwards.
- In regards to the £80k identified in 2021/22, this related to what the Council expected to raise when Barking Market started to operate for an additional day for the whole year. The £20k was not a decrease in 2022/23, as this was actually an increase on the £80k. By year 2, the Council expected that Barking Market would raise £100k and that moving forward each year, £100k would be the income target.

In response to a supplementary question from a Member, the Council's Operational Director for Enforcement Services stated that there was only a handful of stallholders who were currently operating and that it was correct that there was a risk that the target income would not be achieved, if the current lockdown arrangements lasted for a long time. The Council did have a model that would allow all of the traders to trade in a socially distanced manner, meaning that it was only the current lockdown arrangements that were impacting on this. The Council also had the option of increasing the footprint of the market, such as through expanding into the area outside of the Town Hall. The Council was thinking about whether it could expand and operate the market from other areas too, which would increase the number of stalls but also help with social distancing.

#### **Parking**

The CMF stated that:

#### XVII

- Parking revenue had to be spent on parking and transport-related issues; and this included non-parking -related transport expenditure such as Freedom Passes and certain highway costs.
- The Council would never knowingly or willingly contravene the law. It worked to strict policies and procedures and was very transparent in the way that operations were managed. Guidance through London Councils, as well as the legislation around how the Council should work, was also very

- clear. He was confident that the predicted additional on-street and CCTV PCN income was not based on policies which would contravene the law.
- The Council had expanded its Parking management team and all of its IT systems had been updated, which enabled officers to be more up-to-date with any procedural changes and to more quickly deal with these. New contracts were put in place for measures such as body-worn videos and onstreet CCTV to ensure that systems were robust, effective and legislatively compliant. The Parking service was also subject to annual internal governance audits.
- Additional PCN income was based on two things, namely the expansion of Controlled Parking Zones (CPZ) and a predicted increase in enforcement. There would also be an upgrade of the Parking team's CCTV capability. A thorough review of all of the Borough's camera locations had already been undertaken, meaning that new automated cameras would be positioned in areas with the most offences, so that these could be captured and individuals could be fined accordingly.
- Council officers had made income predictions for a number of years and were good at predicting additional income and abiding by legislation and processes.
- The additional PCN and permit income were not forecasted to fall in the year after 2021/22, as the figures were in addition rather than a decrease. There was expected to be a £400k increase in 2021/22 and then a £250k increase the following year, resulting in a £650k total increase by 2022/23.
- The Council wanted to encourage better behaviour around parking. The fact that individuals might stop parking illegally and adjust after a period of time of a camera being in place, was factored into the Council's calculations. The Council's PCN income varied from month to month for various reasons and one of the principal controls that it had around that was the new CCTV contract that it had, which made it easier for it to relocate cameras around the Borough. Once individuals were aware that a camera was there, the Council saw more compliance or avoidance of that area. As such, the Council had a flexible arrangement in place for its cameras.
- Council staff were similarly very mobile and could move around the Borough, using their intelligence to make sure that they could be flexible in the times and the areas that they were operating in. Nevertheless, compliance around certain areas of the Borough was not always seen and, in these circumstances, the Council had to work to continually reinforce parking legislation in these areas.

#### Additional Fine Revenue

The CMF stated that:

#### XVIII

 The Enforcement team operated a stepped approach to enforcement and would offer advice to residents and businesses in the first place where this was appropriate. The team had a very measured approach to enforcement and did not suddenly approach anyone with fines, as this would be unfair and build up a bad rapport. Additional fine revenue was not a ring-fenced budget and would be used to contribute to Council priorities as appropriate. The team always tried to work with businesses and residents as opposed to working against them immediately.  Education was the only way to support the local community to stop flytipping and anti-social behaviour. It was acknowledged that targets would never improve unless the local community understood the disruption that these were causing. Communication and listening to residents were also key.

The Council's Operational Director for Enforcement Services also stated that:

- The enforcement approach was partly about toughening up enforcement against some of the Borough's most problematic residents and landlords.
   All of the individuals, businesses and landlords that the Council would be looking to fine would have already had some element of engagement with the team, as well as advice and opportunities to correct their behaviours.
- The Council could issue Civil Penalty Notices, which could run into thousands of pounds, which would be targeted at problematic landlords who were also likely to be operating in other boroughs. This was a more coordinated and forceful approach used to tackle a small number of difficult cases.

# **Policy and Participation**

The Cabinet Member for Community Leadership and Engagement (CMC) stated that:

#### XIX

- The current agreement with Participatory City (and in 2022), was for a 5-year project. The Council's commitment to that period was £300k per year, which was match funded by various sources. This meant that the Council did not have the opportunity to renegotiate the commitment for this period, without putting that match funding at risk. Nevertheless, the Council did have the opportunity to renegotiate when looking at the next phase of the development.
- The current Every One Every Day (EOED) programme (which built on local community work) had a large research component to demonstrate its impact and the Council expected that this would be less of a feature during the next phase and that it could plan to reduce its investment. Additionally, the Council wanted EOED to be more strongly integrated with its other participation programmes, which would give opportunities for more efficiencies.

# XX

- The £500k figure was the net cost involved in managing the soil importation.
   A specialist consultant had undertaken a rapid assessment of the potential of these schemes across 4 parks (Old Dagenham, Parsloes, Greatfields and Pondfield), and there were also possibilities for this at Goresbrook Park, which the Council had not yet scoped.
- Borough plans were now being researched and the Council was beginning to engage with local communities on the possibilities for these parks. The Council had learnt more from the length of the planning process and the statutory consultations around the Central Park scheme and therefore had the confidence to be able to deliver this scheme by 2023/24.

#### **Inclusive Growth**

The Council's Director of Community Solutions stated that:

#### XXI

- In regards to the increase in rent and the risks against Universal Credit, if a resident was living in TA, they could only apply and get support through housing benefits.
- With regards to the level of rent that the Council would be charging, the Council was considering increasing this up to the level of Local Housing Allowance (LHA) so that this would protect the residents in the property.
- In regards to the people who would be moving into or who were already within Barking Foyer, due to the higher level of support there was a charge on top of the LHA that was covered by the benefits envelope. The Council would make sure that those placed and those currently residing in the Foyer belonged to the eligible cohort. If this was not the case, the Council also had other options in TA that it could move residents across to. There were around 25% of residents living in TA who were not claiming benefits, although the Council believed that this number had reduced during the Covid-19 pandemic.
- In regards to whether the Council would be able to receive the £200k back in rent, the team had thought about the current number of residents that were in the Foyer over the last 12 months. It considered the increase in the LHA and the support up to the LHA to arrive at this prediction. As such, the team was quite comfortable that the £200k in increased revenue would be delivered and would not turn into an additional cost to the Council.

The Council's Director of Inclusive Growth stated that:

#### XXII

• In regards to the Economic Development team, the proposal related to an allocation for one-off funding to develop a stronger economic development function in the Council. As such, the proposals referred to an allocation to support the set-up of this and the change management arrangement that would be required. It was not an additional revenue burden on the Council, and the proposals considered whether the Council was able to make better use of the Council's Commercial Portfolio (both the existing portfolio and the new assets that the Council was either building or acquiring through Be First) to fund some additional economic development capability. As such, it was a one-off transformation resource to support the change management process required.

#### **Legal Services**

The CMF stated that:

#### XXIII

 The Council's Legal team had been raising income internally for quite some time and had been very successful in doing this. The Council was not looking to go out to external legal firms and had in fact been looking at generating business from Be First. The Council wanted to create a new legal post to be more proactive in collecting payments as a result of fraud

- which until this point, had not been targeted in a specifically managed way. This post would cover areas such as housing tenancy fraud, direct payments, blue badge fraud and policy work. There was definite growth in this area in terms of income and prosecution moving forward, and it was sensible to believe that growth could be achieved through this new post.
- The new legal post would be provided internally and the £40k figure was the total cost for a Legal Assistant to be employed in the team. There could be some slight change as to this, as the team could look to fund a Lawyer rather than a Legal Assistant if this was likely to bring in more income and if it would be more effective for the team. The Committee would be updated as to any changes and these would be in the finalised report if this was the case.

#### **XXIV**

- The counter fraud review proposals did span the requirements within finances and they did recognise the knock-on of the impact of the work in Legal Services.
- There was not a requirement for counter fraud to generate a cashable saving or income from these budget proposals. Often, fraud identified would enable other departments to avoid costs or to improve services. Targeting housing fraud would be a good example of this, for example with the Council returning a HRA property from an illegal subletter to a resident who needed it or providing advice to prevent fraud from occurring in the first place.

#### **Core Services**

The CMF stated that:

#### XXV

• The finance transformation programme was underway and as part of this transformation, there was a requirement to support the organisation better in the Corporate and Services finance team. The funding would allow a Principal Accountant to be recruited into the team once this was approved by Workforce Board. The approval would provide the additional capacity that was required to undertake this work and would be an invest-to-save in many ways, allowing the Council to bring in a staff member to deal with this capacity. It would also enable the Council to take on this additional work and support the organisation better, which would save costs across departments.

#### XXVI

- In regards to the potential savings on Roycraft House, these were net savings from closing the doors of the building. Some residual costs had been accounted for and the Council was looking for opportunities to let buildings to other users, which would result in additional income. If the Council did incur costs in the future, the savings would be used to offset these.
- There was a recharge to the Housing Revenue Account (HRA). Any
  reduction in property costs across the Council for its buildings would be
  reflected in the amount that it charged back to the HRA and the Council had
  a recharge apportionment which calculated the percentage that got charged

- back to the HRA. Where the Council did have a building that was dedicated to something that was ringfenced such as the HRA, if it was a ringfenced building and was funded directly by the ringfenced budget, then the HRA would benefit in full from this. Nevertheless, this was not the case for Roycraft House.
- In regards to the workforce, it was not considered too early to judge how many staff would want to remain working from home. The Council had already done lots of work around this and had been communicating with staff and unions for months around this, as well as to ensure that people had the right space and equipment. If the Council wanted to be a forward-thinking organisation, it had to take advantage of the fact that staff worked just as effectively from home. There had been lots of communication and surveys, as well as conversations between senior management, line managers and staff and it was evident that many enjoyed the benefits that working from home brought.

The Council's Chief Financial Officer stated that:

#### XXVII

• ERP was an acronym for 'Enterprise Resource Planning', and this would be the replacement for the Council's Oracle system, which it had had for 20 years. Oracle was originally designed to support manufacturing organisations and not local government. The Council had procured a solution called InConcert, which was being delivered by Moore Insight, who were experts in this field. Moore Insight had designed and would be implementing three solutions for the Council: Advanced E5 which would cover finance and payments, Collaborative Planning, which would cover budget monitoring and MHR, which would cover HR and payroll. All of these were UK firms which were specialised in local government, so the Council was confident that it would get a better product.

The CMF stated that:

#### XXVIII

- The Council was carrying out ongoing work to develop a dispersed working model, which would be presented to Cabinet in due course in 2021. This model needed to be fluid and flexible. It was expected that only a very small number of officers would ever need to return to the office for 5 days a week. The Council's Community Hubs would also help the Council to disperse staff around the Borough.
- A blueprint for the Human Resources (HR) and Organisational Development (OD) proposals had been agreed. The plans and programmes behind this would continue to go through portfolio meetings and the approach would also be presented to the Committee at a future point. In relation to the HR/OD service restructure, the figures had been adjusted since the publication of the report to exclude one-off project resources that would be funded through transformation, so the growth request in 2021/22 would be £373k and the savings in 2023/24 would be £577k in 2023/24. As such, there would be a reduction in the growth request and a reduction in the saving to match this, with this being rectified in the final report.

#### XXIX

• In relation to cyber security, there would not be additional costs because remote working used the same IT infrastructure as using an office-based laptop. Remote working had allowed the IT team to deploy new technology, particularly around telephony, which had saved money in addition to savings on stationary, printing and general office working. In relation to cyber security costs, the figures listed were £180k in 2021/22 and £140k following this. This was for a new solution yet to be procured and this would be provided in the final paperwork that went forward in the budget papers. As such, it was a last-minute inclusion.

# XXX

- In regards to contract management savings, this was not just about how the Council negotiated contracts, but how it had changed greatly in recent years in terms of looking at social value. There were a range of savings under development in this area that were being scrutinised by the Procurement Board. All of these savings and growth proposals went through a series of checks and were produced and agreed collectively, being internally scrutinised by officers and approved at internal boards before they were presented at Portfolio meetings. Once the Procurement Board had scrutinised the range of savings under development, they would then introduce those that they felt were right.
- The proposals included consideration from a top-down review of 150 suppliers that the Council used to negotiate costs, to potentially change payment terms to access early payment discounts that might have been on offer, to review processes, to realise more efficiencies and to encourage more local suppliers, with the Council being very keen to encourage local suppliers to provide more services. The Council were not going to make the mistakes of any past contracts and would work to be better at negotiating contracts, any costs involved in these and to make savings by being more proactive and making better efficiencies.

The Chair requested that the Committee put forward any further questions or feedback that it had by Friday 29 January 2021, so that these could be incorporated into the 'Budget Framework 2021/22 and Medium-Term Financial Strategy 2021/22 to 2024/25' report due to be presented at Cabinet on 15 February 2021. The Chair also asked that any non-Committee Members email either herself or the Clerk if they had any other questions or matters to raise, to ensure a response could be provided.

The Council's Director of Strategy and Participation observed that whilst it was difficult to get into the detail of some of the questions, given their breadth the questions raised highlighted some areas of concern, which could be captured within the Cabinet report and could be explored further by way of the Committee's 2021/22 Work Programme. Standard Budget Monitoring reports would also be presented to the Committee throughout the year and the Committee would be able to refer back to the discussions at this meeting to delve further into any issues.

The Chair thanked all Members and officers for their attendance and declared the meeting closed at 21:31.

# Addendum- Questions for Extraordinary Overview and Scrutiny Committee - 26 January 2021

# **General Questions relating to the Budget and the Proposals**

Ī

• This report does not cover proposals that will impact the HRA or capital. Will this Committee get an opportunity to comment on these?

Ш

• The report says that £19.3m needs to be saved over the Medium Term Financial Strategy. This report identifies £4.8m amount of savings. Where will the remaining £15m come from?

Ш

• Am I right that the Table at 2.2 of the report does not add up if you tie it up with Appendix 1 - the savings don't total 2998 - they are 2748, which means the total is 4833 not 5083?

<u>IV</u>

 The report says that 'the budget consultation with residents and organisations within the Borough is live until 31 January 2021'. How does the consultation fit in with the savings and growth proposals?

# Care and Support

٧

- In the first section of Appendix 1 in relation to Care and Support, the table says 'The work undertaken by and investment in Care and Support services will result in a reduction in the amount of growth required from 2022-23'-can you explain this in more detail please? This implies that there are no savings to be made, just reductions in growth?
- We are unsure as to the totality of movement in the social care budgets. Could we please have some clarification?
- Paragraph 3.4 of the report says that £7.9m of additional funding has been included in the MTFS for Care & Support services in 2021-22 and the report makes a growth request of £3.4m is in addition to this. So that's more than £10m invested into this budget – is this with the hope of achieving savings?
- How will the additional growth request of £3.4m in 2021-22 £3m affect reserves?

V١

 Most of the investment in Care and Support will be in disability services; however, there is not much detail on what this investment will go towards and achieve? Could you please explain this?

# **Education, Youth and Children**

VII

 We presumed these Fixed Penalty Charges relate to pupil absences - is this correct?

- In Appendix 1, under FNP income, what is the assumption that £50k can be achieved in 2022-23 based on, and why does it drastically reduce to £15k in 2023-24?
- In terms of Fixed Penalty Notices, how can you predict who will/will not be absent?
- It is not explained how Fixed Penalty Notices can be increased from 2022-23. Is there a change in the law or will something else change?

#### VIII

- It is not clear which staffing costs can still be transferred to the DSG. If this
  reduction to money for schools is justified, why has it not been transferred in
  the past?
- In Appendix 1, why has no saving been identified under 'Staffing-reduce/move to DSG' in the year 2022-23?

# IX

How are you going to line up schools to make these savings?

# **Community Solutions**

# **Community Hubs**

# Χ

- 3.8 looks like building on volunteer work for the Community Hubs. As good
  as it is where this can be done, there can be sustainability difficulties and
  then training costs. If it is about building transfers, there appears to be
  doubt that current organisations would welcome that responsibility.
- Children's Centres- Building Transfers: This seems a relatively small saving if you consider staff salaries, insurance and maintenance of the buildings.
- Do we actually have voluntary bodies that are interested in taking on these buildings and costs?
- What are the potential risks around the lack of control and influence on their use? Do the savings outweigh the risks?
- One of these sites also houses one of the few libraries left in the Borough.
   This area is also one of our regeneration areas that will mean and expansion of the young population in the area. Will this Library provision be lost?

# **Temporary Accommodation**

# ΧI

- I believe that 3.9 and TA and moving on from social care needs a bit more explanation if we are to test the robustness of the proposals.
- In 3.9 of the report, is the £750k also included in the figures relating to adult social care, such as the £2m in disabilities?

#### XII

- What is the £30k saving identified in Appendix 1 in relation to John Smith House retention?
- We have retained John Smith House only to leave it empty to maximise income opportunities – explain?

#### XIII

• In Appendix 1, what is the £37k 'management spans of control' saving?

## XIV

• In Appendix 1, under Homelessness Prevention, is the £280k an assumption of growth? If so, based on what?

#### **Contact Centre Restructure**

#### ΧV

 A customer experience team is definitely needed. But is this replacing the saving from the elevate restructure or is it something completely different?

# **Barking Market**

# XVI

- How realistic is it that an extra day for Barking Market would generate extra
  money over the medium and long term? The reason for asking this is, is
  that it could be that the same total consumer spending takes place over the
  extra number of days. While individual businesses might rent for an extra
  day at first, that could fall away if overall income increases are not
  sustainable. There would have to be extra money spent from the same
  population.
- More detailed research might indicate that extra income is sustainable. Has there been any analysis of this?
- Are there any additional costs to the Council in adding an extra day for Barking Market, for example cleaning? Are the figures shown in the table net rather than gross figures?
- Why does the £80,000 in 2021-22 identified drop to £20,000 in 2022-23?

#### **Parking**

#### XVII

- The indication is that extra money is to be spent on increased enforcement. Is the legal situation still that parking revenue has to be spent on parking issues and enforcement? If that is so, how will this raise a net income generation of £400,000?
- Can we get assurance that the policies in place that will lead to the predicted additional on street and CCTV PCN income do not contravene the law?
- What are the additional PCN income predictions based on and are they reasonable?
- Why is the additional PCN and permit income forecasted to fall in the year after 2021-22?

### **Additional Fine Revenue**

#### XVIII

 I would hope that some of the money made here will be redirected into communication and education. I would rather it didn't happen in the first place.

# **Policy and Participation**

# XIX

• £100,000 is a big sum to save from Participatory City/Everyone Everyday. It might be entirely possible, but it means that the current spending that goes towards Everyone Everyday must be large. What is the current total spending? The saving is due in 2023-24. Can that be brought forward if the saving potential is so great?

#### XX

- Is the 2023/24 soil importation scheme £500k figure, a net figure, rather than a gross figure?
  - Is the £500k in relation to soil importation a prudent estimate? What is this based on?

# **Inclusive Growth**

# XXI

- What are the consequences for the current Barking Foyer tenants in moving to LHA rates under the Universal Credit?
- One problem of Temporary Accommodation rates for those not on Universal Credit is that it can be a big blow for the working poor. This is recognised in the report. Is it possible to charge different rents to different people? If not, what are the alternative options to help the non-UC tenants?
- The non-benefit numbers in TA appear to have grown over the last few years, probably due to increasing market rents and rents that are linked to the market rents. Is this growth true? What is the current breakdown of numbers?
- If we cannot get this £200k back in rent, could this end up being a £200k cost to the Council?

#### XXII

• In relation to the proposal regarding the economic development team, there will be costs associated with this team when it is set-up but these do not appear in future years – why is this?

# **Legal Services**

#### XXIII

- Are the Legal Services costs with the external legal firm fixed or variable? If variable will the fixed cost of an extra employee necessarily bring in the saving? Is the potential work there? Will a growth in work be beyond one person? What are the current costs of the external legal firm?
- Is the work that will be carried out by the post mentioned in 3.20 of the report currently provided by an external party? And is the £40k a net figure?

#### Finance and Legal

#### XXIV

 Does the post mentioned in 3.20 come under the Counter Fraud service review within the Finance department? It is not at all clear how the funding of another post will bring in a net income
of £249k. How reliable is this estimate? Is there enough Counter Fraud to
produce this?

#### **Core Services**

# XXV

 There is a £150k predicted growth as a result of the transformation review structure changes - what is this based on?

#### **XXVI**

- In relation to the potential savings on Roycraft House, are these net costs after taking account of costs in some of the work being carried out elsewhere, particularly those involving public interactions?
- How much does the HRA still pay to the costs of Roycraft House? Is the figure net of any savings due to the HRA?
- In relation to the closure of Roycraft House and dispersed working, is it a little early to judge how many staff will ultimately want to remain working from home and Hub working is still being worked out so is this a realistic saving? How confident that we can make it work in 21/22?

#### **XXVII**

• In 3.22 of the report, what does ERP stand for?

#### XXVIII

- In relation to the Human Resources and Organisational Development service restructure, why is there a £594k growth in 2021/22 and a £762k saving in 2023/24?
- Will there be a project plan for the Workforce and OD proposal, and can we scrutinise this at a later stage?

# XXIX

 3.23 mentions remote working; however, the report does not talk about the increased costs relating to these such as general IT costs, cyber security costs etc.?

# **Contract Management Savings**

# XXX

 It is not clear where and how these savings will be made. I am worried that savings here could mean we are at risk of making the mistake of entering into contacts which in the long run will not be to our advantage. The ELWA contract being an example of this. This page is intentionally left blank

# MINUTES OF OVERVIEW AND SCRUTINY COMMITTEE

Wednesday, 3 February 2021 (7:00 - 9:22 pm)

**Present:** Cllr Jane Jones (Chair), Cllr Dorothy Akwaboah (Deputy Chair), Cllr Toni Bankole, Cllr Donna Lumsden, Cllr Olawale Martins, Cllr Simon Perry, Cllr Ingrid Robinson, Cllr Paul Robinson and Cllr Phil Waker

Also Present: Cllr Saima Ashraf, Cllr Margaret Mullane and Cllr Maureen Worby

#### 42. Declaration of Members' Interests

There were no declarations of interest.

# 43. Minutes - 6 January 2021

The minutes of the meeting held on 6 January 2021 were confirmed as a correct record.

# 44. Report requested by recommendation 7 of A2020 Scrutiny Review

The Chair stated that this report had been deferred at the last meeting due to limitations on time and thanked the Head of Performance and Intelligence, Commissioning (HPIC) for her patience with this and returning to present the report.

The HPIC delivered a presentation on the Children's Social Care Workflow, which covered the following areas:

- Children's social care contact and referral flow chart (year to date as at end of October 2020/2021):
- Section 47 and assessment outcome chart (year to date as at end of October 2020/2021);
- Initial Child Protection Conference and child protection chart (year to date as at end of October 2020/2021);
- Children in need chart (year to date as at end of October 2020/2021);
- Looked after children flow chart (year to date as at end of October 2020/2021); and
- Care leaver flow chart (year to date as at end of October 2020/2021).

In response to questions, the HPIC:

Explained the differences between the risk thresholds involved in deciding
whether a child should be looked after by the local authority, placed on a
child protection plan, placed on a child in need plan or supported via the
early help function. The HPIC confirmed that in each of these
circumstances, the child could be stepped up or down, depending on the
level of risk they faced, following the initial intervention by social care; and

• Stated that a very small number of looked after young people returned to their family home when they became care leavers; however, this would be following an assessment, regulations, and a plan in place. She added that the Council had embarked upon a specialist intervention service, the 'lasting links' project, which would work with care leavers to support them with keeping their family links by reconnecting them to their culture and heritage, and community, where possible. She confirmed that between the ages of 18 and 25, the care leaver could live in semi-independent accommodation or with foster carers. Research she had carried out recently showed that a large proportion of the Council's care leavers chose to live in the Borough.

In response to comments that there had been reports of anti-social behaviour in the vicinity of a minority of premises accommodating care leavers, the Council's Commissioning Director (CD) stated that there were a number of semi-independent and supported provisions operating in the Borough which were independent of the Council, some of which were used by the Council, but others which were not. These provisions accommodated young people from across London and the South East of England predominantly, but not exclusively, and they were unregulated, leading to some incidences of anti-social behaviour around these provisions. The Council was supporting these providers to alleviate these issues, even though it had no legal obligation to do so. Other local authorities were also facing this issue and there was currently a national movement to lobby the Government to bring these providers under Ofsted regulation. The outcome of this lobbying was yet to be seen, but if successful, it would very much help these challenges to be overcome.

The Chair stated that the Borough's population was growing, and the Council was undertaking a large amount of regeneration to provide more and better housing. The Covid-19 pandemic had also had an impact on demand, and furthermore, the Committee had heard during its scrutiny review on Ambition 2020 that increasingly, families with complex needs were coming into the Borough from other areas, putting pressure on its services and budgets. She asked how the Council was managing this increasing and changing demand currently and going forward. The HPIC stated the number of children open to social care now was the highest it had ever been since the Council was required to record social care data and detailed the patterns the Council was seeing in demand since the lockdown began. The Council had enhanced capacity across teams, with additional service managers, for example. However, whilst these measurers demonstrated the Council's commitment in addressing the issue, continuing this level of investment was not possible, and therefore more spending was not a long-term solution to addressing the rising demand. The CD stated that the Council was now starting to consider how to step down these additional arrangements, as the current growth in capacity was not sustainable due to the significant financial pressures on the Council. He assured the Committee that this would be done in managed steps and at the appropriate time. He concluded that the challenge the Council faced in commissioning resources going forward was understanding the full impact of the pandemic on families in terms of their long term socio-economic needs, which was complex. The Council had started to build this picture; however, it was very early days as the pandemic was not over, and this work would take time.

In response to a question regarding the deletion of personal records, the CD stated that every piece of information that came into the service was kept within

the Council's social care IT system and removed in line with specific legislation which stipulated how long certain categories of information could be kept, for example.

The Chair thanked the Cabinet Member for Social Care and Health Integration, the HPIC and CD for the presentation, their time and attendance.

# 45. Response Times and Clear Up Rates with the Borough Commander

Superintendent (Supt) Parker, representing the Borough Command Unit (BCU) which provided policing across the boroughs of Barking and Dagenham, Redbridge and Havering on behalf of the Metropolitan Police Service, delivered a presentation on 'response times and clear up rates', which covered the following areas:

- Immediate & Significant (I&S) grade Calls: Barking and Dagenham Demand;
- I & S Calls: Borough Command Unit Target Time;
- Missing Persons;
- Total Notifiable Offences; and
- Sanctions Detections.

The Cabinet Member for Community Safety and Enforcement thanked the BCU staff for their hard work in keeping the community safe since the start of the lockdown that was imposed due to the Covid-19 pandemic in March last year. She acknowledged the work that had been undertaken to get the Borough's average response times to the current position. However, she felt that there was still further work to do, as from a resident perspective, certain types of crime such as drug dealing on the streets, were not always being addressed. She added that whilst the BCU was right in allocating a high level of resources to combat individuals who were orchestrating these crimes, it was important to address criminals lower down in the hierarchy so that the public felt safe. In response, Supt Parker stated that the BCU had made significant improvements to address this issue, resulting in 359 people being charged/ processed in relation to "possession with intent to supply" offences, which was an improvement from last year's figure of 245. Furthermore, a 'drugs focussed' desk had been introduced, which was providing immediate investigative support to officers when they made arrests.

In response to a question regarding the link between increases in the number of missing people and the Covid-19 lockdown, Supt Parker stated that anecdotal evidence suggested that during the start of the lockdown, people were reporting their household members as missing, for example, after an argument. Whilst this had reduced to a large extent, the overall number of missing people reported across the BCU was one of the highest across the Met Police. He stated that it was difficult to point to a specific reason behind this, although a potential reason could relate to the way these reports were being graded by the Met.

The Cabinet Member for Social Care and Health Integration stated that the missing people figures referred to during the presentation were not ones she was familiar with. She stated that a possible explanation for the disparity was that perhaps the Police's figures included young people who were placed within the Borough, but were under the care of another local authority, who had gone

missing. Supt Parker clarified that the figure referred to during his presentation included missing children and adults and welcomed the opportunity to meet with the Cabinet Member outside of the meeting to understand the figures referred to and report this back to this Committee at a future date.

In response to a question, Supt Parker stated that the BCU provided a service across Barking and Dagenham, Redbridge and Havering and therefore did not have data which showed whether the levels of crime were in proportion to the three individual boroughs' populations. Resource allocation was based on demand levels which were determined through the number of calls coming into the BCU.

The Chair asked whether it could be concluded from the information that was presented that Barking and Dagenham needed more Police resources allocated to it because, whilst its crime figures were in between those of Redbridge and Havering, its response times were the lowest of the three boroughs. Supt Parker stated that he had carried out some work to establish why this was, which involved analysing levels of demand, the number of officers allocated, and the geography of the Borough, which had shown that:

- Barking and Dagenham used to share an inspector with another patrol base. This had been addressed as of 14 December 2020, as he had secured five new inspector posts, who were aligned to each of the Borough's response teams;
- The number of officers allocated to the Borough had been increased to teams of over 30 in recognition of the fact that the geography of the Borough was a factor in meeting response times, as the patrol base was in an awkward location; and
- The number of response drivers had been increased too, in recognition of the fact that getting from one side of the Borough to the other could be challenging. The BCU now had its own driving instructor, which made it one of only two in the Met Police to have this arrangement.

In response to a question, Supt Parker stated that the Met had a criterion that allowed it to categorise a crime as 'detected'. The phrase 'sanctioned detections' referred to cases where there was an outcome of the crime being dealt with, for example, a charge, a fixed penalty notice being issued, the perpetrator having to take part in a form of restorative justice, or a community caution being issued. He interpreted the relevant statistics referred to within the presentation as meaning that more crimes had been solved in Barking and Dagenham than the other two boroughs in the period in question.

Supt Parker then delivered a presentation on "Engagement on East Area BCU" on behalf of Supt Long, the Safer Neighbourhood Supt (who was unable to join the meeting).

The Chair stated that the presentation did not specifically mention the Lesbian, Gay, Bisexual and Transgender (LGBT) group, which was a particularly important group in the context of this Borough. Supt Parker stated that as he had delivered the presentation on behalf of Supt Long, he could not provide the specific details around how the BCU engaged with the LGBT community; however, he was confident that mechanisms were in place and he confirmed that across the BCU and amongst its senior leadership team, this group was regularly discussed and

considered. In response to further comments, the Cabinet Member for Enforcement and Community Safety stated that in light of the delay in commencing the Stephen Port murder victims' inquests, she felt it was necessary that Supt Long attend a future meeting of this Committee to deliver a report on this issue alone so it could be given the time and attention it deserved. In response to a question, it was confirmed that the presentation was a general representation of how effective engagement was across the Borough and because of this, it did not reflect areas or wards which were an exception and had good levels of representation within their community engagement groups. In response to a comment by a Member, Supt Parker stated that he would be happy to check with Supt Long the extent to which the Independent Advisory Group within a specific ward was being utilised for engagement purposes.

Members referred to an occasion recently where the only way to access a ward panel meeting was via a BT call, which they felt was limiting in terms of accessibility and engagement. They encouraged the BCU to use a variety to virtual platforms during the lockdown to engage with communities to open up these opportunities to a wider group of people. The Chair, however, acknowledged the difficulty the BCU faced when choosing which virtual platforms to use, as certain platforms would inevitably be preferred by some groups, and not by others.

The Chair confirmed that the Committee would like to see, in approximately six months' time, the Borough's response time figures to establish whether there had been any improvement, a report on any further work undertaken to understand the potential reasons for the Borough's high missing people figures, and a report on how the BCU engaged specifically with those who were LGBT.

The Chair thanked Supt Parker for his time in updating the Committee on the Borough's response times and engagement review work.

#### 46. Predictive Analytics; Approach to Ethics & Transparency

The Cabinet Member for Community Leadership and Engagement introduced the item, stating that the Council was leading the way within local government in demonstrating the importance of being ethical and transparent with residents' data. The Council had received awards for its innovative approaches to using data and technology to support residents and enhance services. She referred to the 'Borough Data Explorer' and the success of the Council and the 'BD Can' network in ensuring vulnerable residents across the Borough were supported in a timely fashion to get through the Covid-19 lockdown that was announced in March 2020, which was largely down to the Council's effective use of data.

The Council's Head of Insight and Innovation (HII) and Manager of Insight and Innovation (MII) delivered a presentation on the Council's approach to ethics and transparency in relation to predictive analytics (the use of data to help identify future outcomes and deliver services), which covered the following areas:

- The reasons for bringing this issue before the Committee;
- Explanation of 'OneView', the Council's predictive analytics tool;
- What does OneView do and what benefits has it brought to the Council?
- How OneView had supported the Council's response to the Covid-19 pandemic;

- The value OneView has added to staff and residents:
- How the Council ensures that its use of data is ethical and transparent;
- The potential controversy surrounding predictive analytics tools and the perceptions held around these compared to the reality;
- Summary of Information Ethics & Transparency Charter;
- Why outcomes matter;
- Independent Research undertaken by the Ada Lovelace Institute Key Findings to be shared next month; and
- Moving forward.

The HII was asked whether residents received opportunities to review the data held by the Council to ensure that it was correct and confirm their agreement to the Council continuing to hold data on them. The HII explained that the data used in predictive analytics was already held by the Council on various systems, such as those used by social workers and housing officers. When these officers took case notes, for example, they obtain residents' consent to holding and utilising their data, and many of the privacy notices used in these processes explained the legal reasons for doing so, as well as the Council's duty of care in maintaining personal data. Therefore, predictive analytics work did not involve additional GDPR implications, as the Council would have already adhered to GDPR as a part of normal service delivery. He confirmed that a resident could make a subject access request to check what data the Council held on them.

In response to a question, the HII confirmed that testing to ensure the data held by the Council was protected was part of the Council's usual corporate IT security testing.

The Chair thanked the Cabinet Member, HII and the MII for the presentation, time and attendance.

#### 47. Work Programme

The Chair informed the Committee of the following changes made to the Work Programme since the last meeting, which was noted by the Committee:

• Due to the Assembly meeting needing to be moved to 3 March 2021 (for reasons relating to the setting of the GLA precept for Council Tax and its impact on the Council), the Overview and Scrutiny Committee scheduled for the same date had been cancelled. The agenda items that were scheduled for this meeting, namely the General Progress Update on the Recommendations arising from Key Line of Enquiry 4 of the Scrutiny Review into 4 Ambition 2020, and the report on the Impact of the change to Reside's Eligibility Threshold, would now be presented to the Committee at its meeting on 9 June 2021.

#### OVERVIEW AND SCRUTINY COMMITTEE

#### 31 March 2021

Title: Continuity and recovery in schools during COVID-19 – Interim report

Report of the Cabinet Member for Educational Attainment and School Improvement

Open Report

For Information

Wards Affected: None

Key Decision: No

Report Author:

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# **Summary**

This report provides an interim update on work undertaken by schools, in close partnership with the Council's Public Health, Health and Safety, HR, and Education teams, to support continuity and recovery during COVID-19. Please note that some further updates may be provided verbally at the meeting given the continuing and evolving COVID-19 context.

The Borough's schools have worked tirelessly over the past 11 months to stay open safely. On 23 March 2020, the schools, Additionally Resourced Provisions (ARPs), and special schools closed to most pupils, remaining open for vulnerable pupils and Critical Workers' children. Most Primary schools re-opened more widely to priority groups across a three-week period from 1 June 2020. Schools were required to re-open fully from September 2020.

During the Autumn term 2020, the COVID-19 context became increasingly challenging for schools, owing to rises in positive cases across the Borough and in schools. Nationally, a second lockdown followed in November 2020, followed by a third lockdown from January 2021.

Schools, in partnership with the Council, have been focusing on the following areas in particular: tracking and supporting vulnerable pupils; supporting pupils' and school staff mental health and wellbeing, supporting remote learning in schools, the recovery of provision for pupils with Special Educational Needs and/or Disabilities (SEND); supporting access to IT for pupils that require this; Free School Meals; responding to a rise in Elective Home Education and supporting children and families in the Early Years.

For most pupils, there has been, at most, a total of one full term of face-to-face learning over the past 12-months – for many it has been less than that. There is still much that we do not know about the impact of COVID-19 on children and young people of different ages. Schools' efforts to maintain contact and provide quality learning are remarkable but

no one would argue that it is a proper substitute for being in school each day. For the youngest pupils, they may have spent nearly a quarter of their lives under COVID-19 restrictions at a crucial time – time which cannot be replaced in terms of their lost growth and development. At the other end of the age range, many young people have had the opportunity to take examinations in A Levels and GCSEs removed. It is unlikely that catch-up sessions during the holidays and after schools' hours will replace the learning that has been missed during the past 12 months.

There is also likely to be an accompanying impact upon pupils' physical and mental health and wellbeing.

Research has shown that areas of disadvantage are more likely to be adversely affected by the pandemic. As one of London's most deprived boroughs, Barking and Dagenham is likely to face adverse impacts on educational outcomes for its young people. Given the multiple lockdowns and ongoing disruption to face-to-face learning, these impacts may be seen for several years to come.

Despite the challenges of the past 11 months and the undoubted damage to children's education and wellbeing, there have been important positive developments and learning which will last beyond the pandemic. These include strong partnership working with schools, including through virtual means; developments in remote learning; responding to Black Lives Matter; supporting pupils' mental health and wellbeing; and 'Step Up, Stay Safe', a partnership programme launched successfully in 2020, which focuses on helping to keep children safe from exploitation.

# Recommendation(s)

The Overview and Scrutiny Committee is recommended to note this report.

# Reason(s)

It is timely for the Overview and Scrutiny Committee to receive an update on work being undertaken by schools, supported by Public Health, Health and Safety, HR, and the Education Team, to help mitigate the ongoing impact of COVID-19 on pupils and their families.

#### 1. Introduction

1.1. There is still much that we do not know about the impact of COVID-19 on children and young people of different ages. At the time of preparation of this report, schools were still closed to most pupils for the second time within a year. Schools' efforts to maintain contact and provide quality learning are remarkable but no one would argue it is a proper substitute for being in school each day. For the youngest pupils they may have spent nearly a quarter of their lives under COVID-19 restrictions at a crucial time – time which cannot be replaced in terms of their lost growth and development. At the other end of the age range, many young people have had the opportunity to take examinations in A Levels and GCSEs removed. Since the March 2020 lockdown, pupils have seen major disruption to learning outside of the core curriculum; it is likely that a narrower curriculum will contribute to a reduction in learning and development, including for early years pupils.

# 2. Background

- 2.1 Following the Prime Minister's announcement of the closure of schools on 23 March 2020 for most pupils, schools, ARPs, which provide specialist education for pupils with SEND in mainstream schools, and Special schools remained open for vulnerable pupils (Children and young people assessed as being 'in need' under Section 17 of the Children Act 1989, having an Education Health and Care plan, or having been identified as vulnerable by educational providers or local authorities) and the children of critical workers.
- 2.2 Most Primary phase schools re-opened more widely to priority year groups over a three-week period from 1 June 2020, with most schools re-opening to some priority year groups by the end of the week commencing 8 June 2020. Despite initial closure from 23 March 2020, Early Years settings saw a sharp increase in attendance in Nursery, Reception, and Year 1 pupils from 2 June 2020. Across this period there was close partnership working between the Council's Public Health, Health and Safety, HR, and Education teams.
- 2.3 During the Autumn term 2020, the COVID-19 context for schools became increasingly challenging owing to rises in positive COVID-19 cases across the Borough and in schools. This was felt most sharply in December 2020 where a total of 458 school-related cases were reported. As of 22 December 2020, 58 out of the Borough's 60 schools had reported positive COVID-19 cases, with 5,723 pupils self-isolating at the highest point (9 December 2020). Despite this, schools showed remarkable resilience throughout the period, with only one full school closure for a number of days owing to an outbreak.
- 2.4 The Director of Education has met weekly with Primary and Secondary headteachers since the beginning of the first lockdown in March 2020 to address priorities, challenges, and concerns. This has been supported by the Director of Public Health.
- 2.5 For most pupils, there has been, at most, a total of one full term of face-to-face learning over the past 12-months for many it has been less than that. The disruption and loss of learning during this period is likely to have a lasting impact on most pupils' educational outcomes. There is also likely to be an accompanying impact upon pupils' physical and mental health and wellbeing. Any plans for recovery need to be thought through over the medium to long term and must support pupils' wellbeing alongside their academic needs.

#### 3. Supporting schools to safely remain open

- 3.1. Since the Summer term 2020, the Education team, Public Health, Health and Safety, and HR teams have worked with schools to put in place risk assessments for schools' re-opening. These are updated in light of new national guidance as required and will be further reviewed before any wider re-opening from March 2021.
- 3.2. Individual risk assessments have also been developed for school staff and pupils where appropriate.
- 3.3. From September 2020, the focus of schools was to welcome back safely as many pupils as possible, whilst putting in place plans for remote working and to support the recovery of provision for pupils with Special Education Needs and/or Disabilities

(SEND). During term time, the Education team worked in partnership with all schools in the Borough to track vulnerable pupils and broker support for them and their families.

3.4. Schools have engaged with the Director of Public Health for Barking and Dagenham as a specific point of contact and advice for dealing with positive cases of COVID-19. Schools have been providing data to the Education team including on staffing, positive COVID-19 cases in staff and pupils, and the total number of pupils self-isolating owing to COVID-19.

# 4. Tracking and brokering support for vulnerable pupils

- 4.1. Schools, in partnership with the local authority, have been able to work quickly and effectively to identify and support vulnerable pupils. As of 29 January 2021, 2,642 vulnerable pupils had been identified through weekly trackers provided by schools to the local authority.
- 4.2. Since Autumn 2020, the Education team have worked with schools to encourage vulnerable pupils back to education settings where there is concern about the pupils' home settings and/or their engagement with home learning.
- 4.3. The arrangements for tracking the welfare of vulnerable pupils have been recognised as a strength from the Summer term 2020. Building on this model and learning from previous arrangements, the Education team has organised three staff called 'Education Inclusion Partners' to work with clusters of schools in the Borough in the North, East, and West.
- 4.4. The new arrangements for tracking and brokering support (Figure 1) has led to the creation of new multi-agency partnership meetings, including the following:

Vulnerable Pupils' Hot Clinics allow professionals to refer to a multi-disciplinary team of professionals from Children's Social Care, the Youth at Risk Matrix (YARM), North East London Foundation Trust (NELFT), and Youth Offending Service (YOS).

Team Around the School (TAS) pilot model: TAS operates at three of the Borough's Primary schools – Richard Alibon, Monteagle, and Thomas Arnold. TAS brings together professionals from Education, Social Care, Early Help, and Health. TAS aims to reduce exclusions and support children who have been identified as an increasing risk.

**Team Around the Area (TAA)** brings professionals together from across Education, Children's Social Care, the

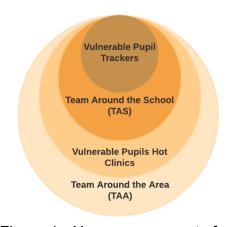


Figure 1 - New arrangements for tracking and brokering support

YARM and Police to share local information about the clusters of schools.

# 5. Mental health and wellbeing support for pupils

- 5.1. Teachers and schools have worked extremely hard to keep schools open during the COVID-19 pandemic and have responded to emerging concerns about individual pupils quickly and effectively. However, children and young people in the Borough are facing traumatic experiences including bereavement, self-isolation, a loss of routine, uncertainty about their futures, and a breakdown of formal support mechanisms.
- 5.2. Young volunteers from Barking and Dagenham surveyed young people from the borough, Havering and Redbridge in July 2020. From the 1,239 responses: 1 in 4 young people worried about their mental health during lockdown and 1 in 3 young people worried about their physical health, family, and friendships during lockdown.
- 5.3. Since the Summer term 2020, Children's and Adolescents Mental Health Services (CAMHS) have been delivering virtual weekly Hot Clinics for school staff. Staff refer pupils whose emotional wellbeing they are concerned about and who are not already receiving CAMHS support. The Hot Clinics have been well received by schools.
- 5.4. The Education team has supported schools in Barking and Dagenham to enrol in Thrive training. Thrive training gives parents, carers, teaching staff, youth workers, and medical experts an integrated approach to understand children's behaviour.
- 5.5. During the Summer term 2020, 58 staff in 18 schools participated in Thrive online training courses and 31 schools took out annual Thrive membership with the local authority's reduced cost offer. Two schools have become Thrive Ambassadors. Schools have reported that Thrive has been important to managing increased mental health issues and trauma amongst children.
- 5.6. Thrive London, in partnership with the Education team, have been able to plan 'Bounce Forward', a 6-week resilience programme for parents and carers to help them to support their children and themselves during challenging times. The programme has 250 spaces and is being promoted with the Borough's schools.

# 6. Mental health and wellbeing support for teaching staff

- 6.1. Many headteachers and school staff have worked throughout the holidays to ensure that schools remained open for vulnerable and Key Worker pupils in line with Department for Education (DfE) guidance.
- 6.2. To support staff, the DfE launched a fund to support how schools (staff and pupils) respond to the emotional impact of the COVID-19 pandemic. Locally, 16 Primary schools, 3 Secondary schools, and staff from Trewern Outdoor Education Centre have taken part in 'Wellbeing for Education' training funded from this.

# 7. Remote learning and a blended curriculum

7.1. In the Summer of 2020, the Council's Education team along with BDSIP, developed a framework for remote learning and a blended curriculum. This was designed to support

schools in the requirement to deliver effective remote teaching and learning, accessible to as many pupils as possible. The document had three key principles:

- i) Digital learning does not need to be device dependent: push emails with links, YouTube channels, and common school formats (ParentPay and SMS) help ease access for mobiles and tablets.
- ii) Teaching digitally does not need to be onerous: schools may use their own equipment to make content which can be delivered from any setting, including at home.
- iii) A blended approach to learning can support all learners: schools can choose between 'live' learning on platforms such as Microsoft Teams or Zoom and prerecorded modelling and short clips that are content specific.
- 7.2. Throughout the Autumn term 2020, schools practised, developed and refined their remote learning offer as classes and bubbles were required to self-isolate. In some cases, this allowed teachers who were self-isolating to continue to deliver their lessons from home. This put schools in a better position to provide remote learning for all from January 2021.

#### 8. Recovery of provision for pupils with SEND

- 8.1. The local authority and school leaders, with support from a seconded Ofsted inspector, developed a framework called the 'Recovering SEND Provision September 2021'. This has three priorities:
  - i) Early individual reviews
  - ii) A support strategy in case of a second lockdown or need for self-isolation
  - iii) Getting therapies in place
- 8.2. During the Summer term of 2020, the Education team worked in partnership with schools to ensure that pupils with Education, Health and Care (EHC) plans and those with additional needs were encouraged to attend their school where individual risk assessments determined it was safe to do so. By 8 June 2020, 82 pupils with SEND attended the Borough's ARPs (approximately 1 in 5).
- 8.3. Since the Autumn term of 2020, the Education team have been supporting weekly network meetings with Special Educational Needs Coordinators (SENcos). The meetings are supported by a range of professionals from Health, the EHC team, and Educational Psychologists. The Education team, supported by partners in Health, contributes to weekly surgeries with good examples of what Speech and Language teams are doing to support ARPs.
- 8.4. Partners in Health have created an offer of virtual training to support schools, ARPs, and Special schools to restore therapies. This includes support for Speech and Language therapy, social skills, and improving vocabulary.

#### 9. Educational outcomes and attainment

9.1. Research has shown that areas of disadvantage are more likely to be adversely affected by the COVID-19 pandemic. Nationally, research from the Sutton Trust found that 19% of parents stated that their children do not have access to a sufficient number of devices. This increased to 35% for households with the lowest income and only 11%

for the highest. As one of London's most deprived boroughs, Barking and Dagenham is highly likely to face adverse impacts on educational outcomes for its young people. Given the multiple lockdowns and ongoing disruption of face-to-face learning, it is likely that these impacts will be seen for several years to come.

- 9.2. Sir Kevan Collins, former National Strategy lead, Director for Children's Services and Chief Executive of Tower Hamlets and Head of the National Education Endowment Foundation, has just been appointed as the Government's Education Recovery Commissioner. He has years of experience of working in Education and championing pupils in disadvantaged areas. We are hopeful that his leadership and experience will drive a serious long-term approach to supporting school leaders' work to help pupils catch up and thrive. This approach needs to go well beyond the rhetoric of Summer schools and longer school days, which are unlikely to have an impact in recovering lost learning from COVID-19.
- 9.3. In June 2020, the Government announced a £650 million grant to support pupils in Primary and Secondary schools to tackle the impact of lost teaching time.

#### 10. Testing

- 10.1. Since the start of the Spring term 2021, the Council has worked with schools to ensure that all staff are able to receive a regular COVID-19 test. Polymerase Chain Reaction (PCR) testing for staff began on 2 January 2021, with 5288 staff taking a test with 286 positive results returned approximately 1 in 20. This continued on a weekly basis throughout January 2021 until the government strategy of lateral flow testing for both primary and secondary staff was introduced.
- 10.2. In addition, a programme of twice weekly Lateral Flow Testing (LFT) takes place in two of the Borough's Special schools Trinity and Riverside Bridge. This was instigated by the Council, supported by the Director of Public Health, in order to help protect some of our most vulnerable students and to help keep provisions open. This programme has been warmly welcomed by both schools.
- 10.3. Testing in schools has played a critical role in supporting the reduction of transmission in the Borough. It has contributed to the Borough's high levels of testing and has helped identify many asymptomatic cases.

#### 11. Access to IT

- 11.1. Schools have worked extremely hard to provide their pupils with access to appropriate devices and sufficient data. The local authority and Barking and Dagenham School Improvement Partnership (BDSIP) have supported these efforts through the DfE's data offer (free data for pupils without WiFi in the home, in years 3-11).
- 11.2. The local authority has taken additional steps to engage internet providers, such as TalkTalk, in discussions about providing free data for disadvantaged families.
- 11.3. The government has provided 3491 devices for schools to distribute to vulnerable pupils. However, we know that despite this many pupils still do not have adequate access. In January 2021, headteachers estimated that around 8,000 pupils (20%) in the

Borough do not have sufficient access to an appropriate device and around 4,000 (10%) do not have sufficient broadband.

# 12. Free school meals (FSM)

- 12.1. Throughout the three lockdowns, schools have needed to ensure that children who are eligible for FSMs receive a hamper or a voucher. Working with their providers, many supplied good quality hampers to families, including on occasion, delivering them by hand.
- 12.2. In the first lockdown, BD Together delivered 17,000 hampers.
- 12.3. In the current, third lockdown (January 2021), Government funding is moving more towards vouchers, with hampers as an option.

## 13. Continuation of Early Years' Service and Portage

- 13.1. From March 2020, Early Years settings were asked to close but remained open for vulnerable pupils and children of Key Workers. Concerns were raised by the local authority about the likely impact of closure on children's early development owing to the disparity between home learning and the oversight of education in high-quality early year settings. From 2 June 2020, Early Years settings were encouraged to welcome back children who normally access childcare.
- 13.2. Following the wider re-opening of Early Years settings and schools from September 2020, attendance has remained consistently high, slightly below attendance levels from 2019. At times, attendance has fallen due to the numbers of staff testing positive for COVID-19 in December 2020. From January 2021, attendance has remained low, at approximately 60% of capacity. There has been particularly low attendance in school nursery classes and pre-schools. Day nursery attendance remains buoyant.
- 13.3. The DfE has confirmed that the Early Years Dedicated Schools Grant will be paid on expected attendance rather than actual attendance. There is a minimum funding guarantee of 85% for local authorities. However, there are concerns that a 15% decrease in funding could impact upon the delivery of places.
- 13.4. Without the oversight of face-to-face learning for all pupils, the Early Years team have created a webpage which brings together good practice resources to help parents and carers support their child's learning at home. This has over 20 unique activities. Similarly, the Early Years Advisory Team have developed a range of online 'bitesize' training sessions for providers using a YouTube channel and ran over 35 managers' meetings and information sessions via Microsoft Teams. The Portage Service have developed over 170 individual videos modelling activities for children. The service introduced its own YouTube channel and Facebook page to teach parents and carers new skills to further enrich their child's development.

#### 14. Elective Home Education (EHE)

14.1. In response to a government 'Call for Evidence' in Summer 2020, the local authority raised that Elective Home Education was likely to be a challenge from September. This was mirrored in other borough's concerns. 14.2. There was a sharp increase in new referrals from September 2020, starting with the week commencing 4 September 2020 – with 27 new EHE cases. The number of new cases remained above 20 a week until the week commencing 25 September 2020. Current numbers are around double those of a year ago. It will be an ongoing challenge to monitor provision and encourage families to take up a school place so that over time numbers reduce.

# 15. Section II - Learning and Legacy

15.1 Despite the challenges of the pandemic and the undoubted damage to children's education and wellbeing, there have been some important positive developments and learning which will last beyond the pandemic. Set out below are some of the programmes, projects, and innovations which schools and Council colleagues are working on together.

# 16. Partnership working with schools, including virtual meetings

- 16.1. Since March 2020, all partnership meetings with schools have been held virtually. Virtual partnership meetings have been heralded as a success: reducing travel time, increasing attendance, and most of all reducing the risk of transmitting COVID-19. Headteachers' meetings with the Commissioning Director of Education have been a focal point for the ongoing management of the COVID-19 pandemic.
- 16.2. Representation of schools at Council panels, meetings, and boards has grown with regular multi-agency and multi-disciplinary groups including representatives from the Borough's schools.

### 17. Remote learning

17.1. Even in the first six weeks of Spring 2021 during the third lockdown, much has been learned. Schools have refined their remote learning offer drawing on feedback from teachers, pupils, and parents. Most are offering a mix of live sessions, recorded, and posted clips, and, particularly for younger pupils, some paper-based work. All schools track attendance and engagement and follow up with families where children and young people do not appear to be either registering or taking part in the learning. Headteachers are already seeing the potential of developments for home learning – and providing wider opportunities for pupils who miss lessons to access materials and catch up.

# 18. Anti-Racist Education – Responding to Black Lives Matter (BLM)

- 18.1. Following the Black Lives Matter movement in 2020, workstreams have been prioritised about race and discrimination. There are three main strands of work which will involve schools:
  - Creative cultural education in schools
  - Incorporating young people's voices
  - Partnership work with BDSIP
- 18.2. There is an emphasis in the Cultural Education Partnership (CEP), a partnership between the Borough's schools, Arts organisations, Cultural services, and Children's services, about giving children and young people opportunities to experience great art

and creativity. Young people from diverse ethnic backgrounds must be able to see themselves reflected in the artists they work with and in these experiences. The November 2020 CEP 'SlowCo' (a conference over a longer number of days) delivered a discussion session with a panel (comprising Early years and primary and secondary school representatives) and cultural organisations about Black Lives Matter. Many local schools and settings have been reinforcing an anti-racism perspective in the curriculum for some time.

- 18.3. In response to the BLM movement, the BAD Youth Forum held discussions about their experiences as residents and whilst at school. They shared a range of experiences and knowledge about the topics of racism, unconscious bias and racial inequality. The Forum linked with the Black Lives Matter Barking and Dagenham group and invited them to a session. Both groups discussed their issues and what they had planned for the future. Forum members were also invited to a workshop by BLM Barking and Dagenham members.
- 18.4. BDSIP have had discussions with the BAMEed Teachers Network, the Black Curriculum, local Headteachers, and a Professor of Educational Leadership and Social Justice. There are plans under development to facilitate school-led work around the following proposed areas: leadership of cultural change, staff recruitment and progression, behaviour and inclusion, and curriculum and inclusive teaching. A conference with schools is planned and it is anticipated that this will be followed by more in-depth training for school staff and school-led workstreams.

#### 19. Pupils' mental health & wellbeing

19.1. In November 2020, the government made a commitment to funding holiday activities and food for children in receipt of Free School Meals. This will fund local authorities with a total of £220 million for provision during Easter, Summer, and Christmas 2021. This will provide a significant opportunity for the local authority to support disadvantaged pupils, including around their wellbeing. The local authority is developing the strategy for how this will be delivered.

# 20. The 'Step Up, Stay Safe' programme

- 20.1. 'Step Up, Stay Safe' is a multi-disciplinary partnership programme which responded to several instances of serious youth violence that took place over the year of 2018. The approach is led by partners from across Children's Social Care, Community Safety, Education, and the Youth Offending Service and includes schools and community organisations.
- 20.2. The programme has been supported by the launch of the local authority's 'Lost Hours' campaign, which focused on community safety in the hours of 3-7pm. This has already received over 35,000 views on the Council's social media platforms.
- 20.3. The programme is being further developed with the introduction of new projects. The next phase of the 'Lost Hours' campaign is focusing on schools and will work closely with our wider partners in the Borough.

Public Background Papers Used in the Preparation of the Report: None

List of appendices: None

#### **OVERVIEW AND SCRUTINY COMMITTEE**

#### 31 March 2021

Title: Supporting older residents during the pandemic and beyond

Report of the Director of People and Resilience

Open Report

Wards Affected: All

Report Author:
Thomas Stansfeld, Lead Commissioner for Older People
Louise Hider-Davies, Head of Adult Commissioning

For Information

Key Decision: No

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Accountable Director: Chris Bush, Commissioning Director, Care and Support

**Accountable Strategic Leadership Director:** Elaine Allegretti – Director of People and Resilience

# **Summary:**

The Overview and Scrutiny Committee has asked for an item to be presented to the Committee on the support available to older residents to reduce isolation and on discharge from hospital. This report focuses on the support that is currently available during the Covid-19 pandemic as well as our future plans.

# Recommendation(s)

The Overview and Scrutiny Committee is recommended to note the report and the actions taken to support our older population.

# Reason(s)

Our older population makes up the main cohort of vulnerable adults in normal times, and this vulnerability has only increased during COVID-19 when many normal social support structures have been disrupted. This is especially true for those at risk of isolation and loneliness and those who are discharged from hospital and unable to access the support of friends or family due to the pandemic.

This report sets out the steps that have been taken to care for this cohort over the last 10-12 months as well as our future plans for further work and improvements.

#### 1. Introduction

1.1. Older adults (age 65+) make up 13% of the population in Barking and Dagenham and 49% of the total number of residents who are known to Adults' Care and Support. The ongoing COVID-19 pandemic has been particularly difficult for our vulnerable, older residents, particularly as the social infrastructure that our residents

rely on has reduced during the lockdowns. This report seeks to outline the steps that the Council has taken to support our older adult population over the last 10-12 months. This has included the community-based networks to reduce loneliness, isolation and vulnerability created by initiatives such as BDCAN and Community Solutions, as well as support provided more formally through our adult social care provision. Our voluntary sector, care homes and home care market have supported the hospital discharges of older adults throughout the pandemic and supported the NHS at times of immense pressures. The Council has worked to support providers to be able to provide this support to the system.

- 1.2. Key lessons were learnt about supporting our older adult population in the first wave of the pandemic and the Council commissioned a report from Healthwatch Barking and Dagenham which highlighted where improvements were required. This included support for visiting in our care homes and better communications with families and friends of those who are living in care settings in the Borough.
- 1.3. This report informed the creation of our winter plan, which was presented to Health and Wellbeing Board and the Health Scrutiny Committee in December 2020, where we outlined the actions that ourselves and our partners in health and social care would be taking to support our residents throughout the 2020/21 Winter period.

# 2. Discharges

2.1 Throughout the COVID-19 pandemic, there has been a focus on protecting the NHS from becoming overwhelmed. At a local level this has translated into all partners working together to ensure that patients can be discharged as soon as they are medically fit to do so. We have supported our providers throughout the pandemic to be able to support this level of activity. Importantly, this has meant operating in as COVID-19 secure way as possible to prevent transmission to our vulnerable, older residents. At the start of the second wave in September and October 2020, there were a number of changes made to the discharge process compared to the first wave which sought to better support the social care system and our residents.

#### Discharges to care homes

- 2.2 The 2020-21 winter plan outlines the steps that are being taken to support our care homes with discharges from hospitals over winter. A cornerstone of this is the agreement from Barking, Havering and Redbridge University Hospitals NHS Trust (BHRUT) to not discharge any patient to a care home without a COVID test result. Additionally, the Department of Health and Social Care (DHSC) and the Care Quality Commission (CQC) have asked for Local Authorities to nominate care homes to act as designated settings to accept COVID+ patients in order that transmission of COVID-19 can be minimised to vulnerable residents in care homes.
- 2.3 We have worked with our colleagues across BHR to identify these settings. The settings identified are in Havering and Redbridge and account for more than 35 beds for positive patients to be discharged to. Extra protection has been put in place around these care homes such as a CQC inspection and extra support from North East London NHS Foundation Trust (NELFT). Essentially it means that positive residents are cared for in these homes for 14 days and then once their infectious period ends, they are moved to their long-term care home.

2.4 The local authority took on the lead role for brokering all nursing home placements in Barking and Dagenham from November 2020, taking over from the Clinical Commissioning Group (CCG) who had been brokering all of these placements from March 2020. This move has ensured that the local authority has been working with families and residents to have more choice and control over their nursing home placement and have been placed more locally, more often. This has also enabled the Council to better manage the fee rates across the social care marketplace.

## Discharges to an individual's own home

- 2.5 In the main, most older residents who require care and support in their own home receive it via two routes:
  - 1) Using a direct payment to source their own care, normally as an employer of a **Personal Assistant** (PA).
  - 2) Asking the local authority to arrange their care, via a managed personal budget, from a **homecare agency**.
- Where an individual is discharged from hospital, they will either return back to the support of their PA or homecare agency (with potentially more or longer calls if their care needs have increased). If they have not received support in their home before but require it following a spell in hospital, they will receive a service called crisis intervention. This is a short-term service that follows discharge from hospital. It is intended to stabilise the situation of the individual in order that a social care assessment can be undertaken to form a reasonable view of the individual's long-term future care needs. This is provided by the Borough's framework of homecare agencies, of which there are currently 14.
- 2.7 All support provided by homecare agencies and Personal Assistants has continued as usual throughout the pandemic, with no issues with availability for residents. Some agencies found it difficult to staff different teams (one for Covid negative residents and one for Covid positive) and therefore we worked with one homecare agency to take all positive discharges from hospital for 14 days, along the same lines as our designated care home model. This has worked well, helping prevent transmission and supporting our framework providers to continue to staff their teams and deliver calls to vulnerable older residents.
- 2.8 For those older residents who did not need onward care, the British Red Cross Home, Settle and Support service commissioned by the local authority and the CCG has continued to support residents on their arrival home from hospital. The service primarily supports residents who live on their own and a large proportion of the people accessing the service have been 70-89 years old. The main goals of the service are to help people to feel more safe and secure when they get home from hospital, reduce their anxiety, and increase their ability to manage day to day things when they get home. The British Red Cross staff and volunteers have picked up medication, delivered shopping and signposted residents to onward services delivered by BDCAN, Age UK and Reconnections (see below). The service has helped residents feel safe when they get home and has often been delivered remotely or in a COVID-19 secure way, again to reduce the risk of transmission.

#### **Next steps**

- 2.9 We are participating in a number of pilots currently to explore ways in which we can improve discharge for older people in Barking and Dagenham or enable older people to live independently at home for as long as possible.
- 2.10 One such pilot is called Discharge to Assess or D2A. A review of patients discharged into nursing homes has shown that around 23% of people assessed post-discharge had some rehabilitation potential. Havering and the CCG, in discussion with the London Borough of Barking and Dagenham, are in the process of piloting a new service in which therapists will be allocated to nursing homes to provide therapy with the intention for the individuals to return home after 6 weeks. Should the pilot be successful we will explore the option of taking this forward in Barking and Dagenham. Our default position will always be to support residents to return back to their own homes rather than entering nursing homes for a long-term period.
- 2.11 Another pilot that we are undertaking is called 'Home First'. This is a pilot that started at the end of last year between the local authority, BHRUT, NELFT and three of our local homecare agencies. The aim of the pilot is to assess discharged residents, primarily older people, in their own homes, rather than the hospital and looks to improve resident health and social care outcomes by ensuring that a more realistic assessment of an individual's needs takes place in their home environment. The pilot will take place for 3 months and the outcomes of this pilot will inform our next steps. We are keen that this becomes our 'new way' of operating with community discharges, with all partners working to achieve the best outcomes for discharged residents in Barking and Dagenham.
- 2.12 Alongside the pilots, we are also looking at how we structure our staff to ensure that we have as many social care staff within the community, rather than the current hospital discharge model which is hospital-focused. Additionally, we will be working with the British Red Cross to undertake a resident experience survey, building on the work of Healthwatch earlier in the year, to understand how we can improve the discharge experience for residents to both care homes and back to their own homes.
- 2.13 Finally, we will also be undertaking some analysis on the sustainability of providers as well as working to analyse the needs of individuals who are being discharged from hospital, particularly thinking about the effects of Long Covid, to ensure that the services we commission meet their needs.

# 3. Supporting providers who support Older Adults

- 3.1 The Council has been supporting all of our older adult providers throughout the pandemic through our Provider Quality and Public Health teams. The teams have answered queries in relation to infection control, outbreak management, staffing, vaccines, and other general COVID-19 related issues. This support has been available 7 days a week and has been very positively received by the provider market.
- 3.2 Our adult social care market has received in excess of £2.5 million of funding to support with infection control support and the increased demands of testing. This

funding has been used to ensure that staff are able to be paid their full wages when they are required to self-isolate, to support staff to not use public transport to get to work and enable care homes and home care agencies to have staff who work solely with COVID-19 positive patients. The funding has also been used to enable COVID-19 secure visiting and increase the ability of the homes to carry out lateral flow testing.

- 3.3 In addition to this, our provider market was supported with a 10% uplift in payments to help support the increased cost of managing COVID-19 from April to August 2020. Barking and Dagenham took the decision to help providers when other local boroughs did not, and this has led to a buoyant marketplace in comparison to other areas.
- 3.4 In our Winter plan, we outline provisions being made to ensure that all providers have access to appropriate PPE. Most providers such as home care agencies and care homes can access these through a central government portal. However, we have worked with the Independent Living Agency to set up a distribution centre for PPE for our Personal Assistant market and we will continue to provide PPE to our care homes in the event of an emergency.
- 3.5 Care home staff are now given coronavirus tests every week and residents monthly. Retesting of care home staff and residents was launched on 6 July 2020 in addition to intensive testing in any care home facing an outbreak, or at increased risk of an outbreak. At a minimum, staff are being tested for coronavirus weekly, while residents will receive a test every 28 days to identify anyone with the virus and reduce transmission. Staff in care homes are tested 2 times a week with lateral flow testing devices.
- 3.6 Our extra care and supported living settings are also carrying out COVID-19 testing on staff and residents regularly.
- 3.7 Our homecare providers are also tested weekly, with each carer receiving 4 home test kits every 28 days. The enhanced testing for our older adult provider market has been key to reducing infection risk for some of our most vulnerable older residents. This continues to be expanded with more lateral flow testing centres in the Borough to support increased community testing.
- 3.8 Our care homes and home care providers have also been supported with expert Infection Prevention and Control (IPC) advice from our Public Health team, and more recently from IPC teams at NELFT and North East London. This support was only available from December 2020 when issues with capacity and recruitment were raised by the Health and Wellbeing Board.
- 3.9 We recognise that we must our do our utmost to protect our residents from infection and believe that the range of support we have offered has helped towards that aim. More recently we have been able to roll out COVID-19 vaccines to our residents. Over 84% of our care home residents have been vaccinated (all those who were eligible or consented) and our primary care network has offered the vaccine to all of the over 80's within Barking and Dagenham (at time of publishing). Roll out continues at a pace and is a result of close partnership working across the whole of health and social care.

3.10 It is well known that COVID-19 has had a big effect on care homes, with all of our older adult homes dealing with at least one outbreak. This demonstrates the need for the support that our care homes have required throughout the pandemic and the importance of protecting our most vulnerable residents from infection.

# 4. Reducing loneliness and isolation

- 4.1 COVID-19 has also had an impact on the support networks of our residents. Care home residents have not been able to see their families and friends in the same way for the majority of 2020 and now into 2021. We know that this is not just relevant to those in care settings and is impacting on the mental health and wellbeing of our residents, both in and outside of care homes.
- 4.2 Public Health has, and continues to, support our care homes with guidance on visiting and COVID-19 secure visiting as well as infection control. Currently, due to lockdown, visiting is severely restricted with only window visits allowed, or allowed in visiting pods or where there is a substantial screen between the resident and their visitor. During the summer when national restrictions were eased, care homes were allowing visiting in a COVID-19 safe manner. This meant visits in gardens, well ventilated indoor rooms with appropriate social distancing and any gifts or packages being brought into the homes being disinfected.
- 4.3 Many care homes used their IPC funding to deliver COVID-19 secure visiting with extra handwashing stations outside for visitors and shelters and outdoor furniture for garden visits. This was key to reducing the isolation that many residents were feeling due to the first lockdown.
- 4.4 The Council's Events team has also created events and activities for adult social care settings to partake in virtually, including the Winter Warmer programme which was a series of activities that can be carried out in the absence of in-person workshops with Grape Arts. These sought to provide a sense of normality and activity level for adults in care during lockdown.

# Care technology

- 4.5 To help further mitigate visiting limitations within care settings, Care and Support Commissioning, working with the CCG and NHSX, have deployed a series of digital innovations within Care Homes including Facebook Portal and Apple iPads. These devices are primarily intended to support video-chat between residents to family and friends, but also interface with other digital solutions to assess the wellbeing of residents through vital signs observations.
- 4.6 In the community we have been supporting our vulnerable residents through the continued provision of Breezie, which aims to help isolated residents to get online. This project has recently been expanded to accommodate more users and support other initiatives such as Reconnections (see below) to adapt and maintain service delivery despite the ongoing Covid-19 restrictions.
- 4.7 A key feature of the Breezie service is the ability to remotely add or 'push' content to multiple devices. This has provided the Council with an additional channel of communication to Breezie users to notify them of important information throughout the pandemic and promote thematic content to increase user engagement.

4.8 It should be noted that we are looking to transform our future care technology offer in Barking and Dagenham and a report was presented to Cabinet on 15 February 2021 (minute 85 refers), outlining our plans for a new care technology service, putting technology at the heart of Care and Support in the Borough.

#### Reconnections

- 4.9 Reconnections have also been actively supporting older residents in the Borough since January 2020. Reconnections is a two-year pilot in Barking and Dagenham and Havering, joint funded by Independent Age, the two local authorities and the CCGs. Reconnections is a service that supports over-65s in rediscovering their love of life in the communities where they live. They introduce friendly local volunteers to lonely older residents and invite them into local activities, gatherings and events ranging from regular chats over coffee to bucket-list experiences that provide meaningful social connections that help break the cycle of isolation and loneliness.
- 4.10 Although the pilot's first year ran during the pandemic, they reconfigured their service in order to provide support to older people in a COVID-19 secure way. This included weekly phone calls with a volunteer and support to residents to access and use digital technology to connect with loved ones, undertake shopping and listen to their favourite music. They also encouraged wellbeing walks, step challenges and dog walks. They did virtual coffee mornings, online cook-alongs and friendly postcards sent through the post. Volunteers supported 90 residents and the pilot has received high rates of satisfaction so far. The pilot will run for another year and all partners have agreed to commit funding for a further year from January 2022 to give the pilot more time to embed and work through the longer-term plans for the service.

# 5. Community support

- 5.1 Alongside the initiatives outlined above, the Council is continuing to work with community organisations to ensure that all residents receive the support they need.
- 5.2 In March we established a network of support for COVID-19 which comprised four main elements:
  - Barking & Dagenham Citizens Alliance Network (BDCAN) social support coordinated by an alliance of voluntary and faith organisations
  - Specialist Support Hub anyone who received adult social care services or who has been (or may in future be) identified as extremely vulnerable by the NHS and 'shielding'
  - Community Solutions front door support on issues ranging from homelessness, debt advice, benefits support, job support and community food clubs
  - Central Food Hub operated through Community Solutions, from London East, centre of procurement and delivery of food to vulnerable residents through BDCAN, ILA, DABD and food clubs.
- 5.3 Since November 2020, the Food Network (part of BD Collective), led by Humdum Food Bank are leading on the coordination of support to residents who might need help with some essential food shopping, a friendly phone call or picking up

medicine. Kingsley Hall, Powerhouse Church and Al Madina Mosque remain core partners. Together, they will continue to liaise with and link other providers who are supporting residents with practical emotional and well-being support. The BD-Connect group, which brings together BDCAN partners alongside Council officers, continues to provide a coordinating space to support this. The Food Network and groups will continue to be in regular contact with Council officers, ensuring that connections can be made to other services and support e.g. into the HAM Hub or with food clubs.

- 5.4 Since April 2020, the Intake Team has continued to provide a single point of access and contact for anyone in urgent need of help or who was previously shielding.
- 5.5 To date, the team has made approaching 20,000 calls. The team continue to prioritise contact to vulnerable shielding residents:
  - Responding to Clinically Extremely Vulnerable (CEV) people, many of which are older people, who register nationally for support;
  - Proactive contact calls to those most at risk or that needed help before these include people who received welfare checks or were connected for emergency food access; and
  - Responding to CEV people who contact Intake directly for help e.g. because they are struggling to access supermarket online slots and need assistance to do so.
- 5.6 The ILA a community partner with whom we have a long-standing relationship have provided the main support to residents with social care needs who needed extra help day-to-day with medication pick-ups and food deliveries.
- 5.7 Social Prescribing Link workers have been working with vulnerable adults throughout the pandemic when identified by GPs. Social Prescribers have also worked with Age UK and Reconnections as well as wider BDCAN partners to link people into befriending and support services as well as providing a range of virtual programmes through the 'Young at Heart' programme including physical activity and community sessions, such as coffee mornings, quizzes, knit and knatter, 'back in the day when we were young' sessions and arts and crafts.

#### Leisure and exercise provision

- 5.8 We also know that there are a number of older people who rely on informal support networks through exercise classes and our Leisure Centres, particularly using the Active Age over 60's membership which enables the off-peak use of gyms in the Borough. The Active Age offer will be available again once Leisure Centres reopen as per the pandemic roadmap.
- 5.9 For the 'Young at Heart' offer, which is the community-based exercise classes and social groups, a number of these classes have been delivered online during the pandemic. Sessions have seen a cumulative attendance of 508 and members have also been receiving weekly check-in phone calls, with 4,068 of these calls being made. Buildings are currently being scoped out to safely resume the face-to-face exercise classes and a survey has been sent to members to find out if they have any concerns and which groups they would like to see returning.

#### **Next steps**

- 5.10 COVID-19 has reinforced the importance of relationships and collaborative work with communities. To tackle some of the most pressing issues we face such as debt, societal isolation and neglect, we need to draw on the resources, skills and networks of the social sector in its widest sense.
- 5.11 Community Solutions, together with the social sector, BD Collective and services, is coordinating activity to further align and focus our joint efforts to tackle these issues by working with sector partners around their offers and how we can work together to support residents. The Council and VCSE held a joint meeting on 23 September 2020 to set out a vision and plans for this work focused initially around reimagining adult social care and children and families. Networks for both have been set up. The network has met on several occasions to refine its focus and work towards a joint plan focused around design, test and spread of innovations that make it easier for residents to find the help that they need and to make providing help more fulfilling.
- 5.12 Work is also ongoing to look at a new Community Hubs model in the Borough and the offer that these will provide to older, and particularly isolated, residents.

# 6. Implications

#### 6.1 Finance Comments

Completed by: Murad Khan (Group Accountant)

There are no direct financial implications coming from this report, however over the past year LBBD has passported over £4m of additional funding to care homes and care providers in the form of grants such as the Infection Prevention Control fund, Contract Uplifts of approx. 4% and a further 10% temporary uplift during the initial lockdown.

We continue to work very closely with the service and commissioners to ensure value for money and proper scrutiny of the budgets. Adults Care and Support has been able to contain the additional costs of the pandemic within their existing budget envelope and are currently reporting a £1.7m underspend for this financial year.

# 6.2 **Legal Comments**

Completed by: Lindsey Marks, Deputy Head of Legal

There are no legal implications arising from this report.

Public Background Papers Used in the Preparation of the Report: None

List of appendices: None



# AGENDA ITEM 7

# **Overview and Scrutiny Committee: Work Programme 2020/21**

Officers must ensure reports are cleared by the relevant internal board and include legal and financial implications at least

Meeting	Agenda Items	Officer(s)	Cabinet Member/ Presenter	CSG Deadline	Governance Service's Deadline
12 May	Progress update on recommendations 3, 4 and 5 of the Improving Household Waste, Recycling and Street Cleansing Scrutiny Review	Lisa Keating and Andy Opie	Cllr Ghani and Cllr Mullane	8 April	10am, Friday 30 April
	Work Programme	Masuma Ahmed			
First meeting of 2021/22 - 9 June 2021	Air Quality: i. Update on implementation of the Air Quality Action Plan ii. Report requested by recommendation 22 of A2020 Scrutiny Review and update on recommendation made at 9 Sept 2020 meeting	Chris Banks/ Neil Pearce Graeme Cooke	Cllr Mullane Cllr Geddes	13 May	10am, Friday 28 May
	Report requested by recommendation 13 of A2020 Scrutiny Review – Impact of change to Reside's eligibility threshold	Kristian Melgaard	Cllr Geddes		

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General progress update regarding A2020 Scrutiny Recommendations – KLOE 4	Graeme Cooke Mark Tyson	Cllr Geddes	
Work Programme	Masuma Ahmed		