



Police Committee

Date: FRIDAY, 23 MAY 2014
Time: 11.00 am
Venue: COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

Members: Deputy Henry Pollard (Chairman)
Deputy Douglas Barrow (Deputy Chairman)
Mark Boleat
Simon Duckworth
Lucy Frew
Alderman Alison Gowman
Deputy Keith Knowles
Alderman Ian Luder
Vivienne Littlechild
Helen Marshall
Deputy Joyce Nash
Don Randall
Deputy Richard Regan

Enquiries: Katie Odling
tel. no.: 020 7332 3414
katie.odling@cityoflondon.gov.uk

Lunch will be served in the Guildhall Club at 1pm

John Barradell
Town Clerk and Chief Executive

AGENDA

Part 1 - Public Agenda

1. **APOLOGIES**
2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

For Decision
3. **APPOINTMENT OF COMMITTEE**
To receive the Order of the Court of Common Council, appointing the Committee and approving its Terms of Reference.

For Information
(Pages 1 - 2)
4. **ELECTION OF CHAIRMAN**
To elect a Chairman for the ensuing year in accordance with Standing Order 29.

For Decision
5. **ELECTION OF DEPUTY CHAIRMAN**
To elect a Deputy Chairman for the ensuing year in accordance with Standing Order 30.

For Decision
6. **MINUTES**
To agree the public minutes and summary of the meeting held on 3 April 2014.

For Decision
(Pages 3 - 10)
7. **OUTSTANDING REFERENCES**
Report of the Town Clerk.

For Information
(Pages 11 - 12)
8. **APPOINTMENT OF REPRESENTATIVES TO SUB COMMITTEES**
Report of the Town Clerk.

For Decision
(Pages 13 - 16)
9. **SPECIAL INTEREST AREA SCHEME 2014-15**
Joint report of the Town Clerk and Commissioner of Police.

For Decision
10. **INDEPENDENT CUSTODY VISITING SCHEME ANNUAL REPORT**
Report of the Town Clerk.

For Information
(Pages 17 - 30)

11. **STANDARD ITEM ON THE SPECIAL INTEREST AREA SCHEME**

a) Stonewall Review Update (Pages 31 - 36)

Report of the Commissioner of Police.

b) Any Other Special Interest Area Updates

12. **CITY OF LONDON POLICE- 175 YEARS UPDATE**

Report of the Commissioner of Police.

For Information
(Pages 37 - 44)

13. **CITY OF LONDON POLICE ANNUAL REPORT 2013-14**

Report of the Commissioner of Police.

The Annual Report will be circulated separately.

For Decision
(Pages 45 - 48)

14. **HOMELESSNESS STRATEGY**

Report of the Director of Community and Children's Services.

For Information
(Pages 49 - 96)

15. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

16. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

17. **EXCLUSION OF THE PUBLIC**

MOTION - That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part I of the Schedule 12A of the Local Government Act.

For Decision

Part 2 - Non-Public Agenda

18. **NON-PUBLIC MINUTES**

To agree the non-public minutes of the meeting held 3 April 2014.

For Decision
(Pages 97 - 100)

19. **ECONOMIC CRIME DIRECTORATE- QUARTERLY UPDATE**

Report of the Commissioner of Police.

For Information
(Pages 101 - 114)

20. **CITY OF LONDON POLICE INFORMATION TECHNOLOGY MODERNISATION –
STRUCTURE CHANGE**

Report of the Commissioner of Police.

For Decision
(Pages 115 - 130)

21. **AUTHORITY TO START WORK (GATEWAY 5) - MOBILE WORKING SERVICES**

Report of the Commissioner of Police.

For Decision
(Pages 131 - 146)

22. **COMMISSIONER'S UPDATES**

Commissioner to be heard.

For Decision

23. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE
COMMITTEE**

For Decision

24. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND
WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED WHILST THE
PUBLIC ARE EXCLUDED**

For Decision

WOOLF, Mayor

RESOLVED: That the Court of Common Council holden in the Guildhall of the City of London on Thursday 1st May 2014, doth hereby appoint the following Committee until the first meeting of the Court in April, 2015.

POLICE COMMITTEE

1. **Constitution**

A non-ward committee consisting of:

- 11 Members elected by the Court of Common Council including:
 - a minimum of one Member who has fewer than five years' service on the Court at the time of his/her appointment; and,
 - a minimum of two Members whose primary residence is in the City of London;
- 2 external members (i.e. non-Members of the Court of Common Council) appointed in accordance with the terms of the Police Committee Membership Scheme

2. **Quorum**

The quorum consists of any five Members.

3. **Membership 2014/15**

- 5 (3) Douglas Barrow, Deputy for three years
- 10 (3) Mark John Boleat, for three years
- 9 (3) James Henry George Pollard, Deputy, for three years
- 13 (3) Simon D'Olier Duckworth, M.A., D.L.
- 13 (3) Ian David Luder, B.Sc.(Econ.), C.B.E., Alderman
- 9 (3) Joyce Carruthers Nash, O.B.E., Deputy
- 6 (2) Alison Jane Gowman, Alderman
- 3 (2) Vivienne Littlechild, J.P.
- 1 (1) Lucy Roseanne Frew
- 21 (2) Stanley Keith Knowles, M.B.E., Deputy
- 6 (2) Richard David Regan, Deputy

Together with two non-City of London Corporation Members:-

Don Randall MBE (*appointed for a four year term to expire in May 2015*)

Helen Marshall (*appointed for a four year term to expire in May 2017*)

4. **Terms of Reference**

To be responsible for:

- a) securing an efficient and effective police service in both the City of London and nationally, and, where so designated by the Home Office, nationally, and holding the Commissioner to account for the exercise of his/her functions and those persons under his/her direction and control;
- b) agreeing, each year, the objectives in the Policing Plan, which shall have regard to the views of local people, the views of the Commissioner and the Strategic Policing Requirement;
- c) any powers and duties vested in the Court of Common Council as police authority for the City of London by virtue of the City of London Police Act 1839, the Police and Criminal Evidence Act 1984, the Police Acts 1996 (as amended) and 1997, the Criminal Justice and Police Act 2001, the Police Reform Act 2002, the Police Reform and Social Responsibility Act 2011 and any other Act or Acts, Statutory Instruments, Orders in Council, Rules or byelaws etc from time to time in force, save the appointment of the Commissioner of Police which by virtue of Section 3 of the City of London Police Act 1839 remains the responsibility of the Common Council;
- d) making recommendations to the Court of Common Council regarding the appointment of the Commissioner of the City of London Police;
- e) the handling of complaints and the maintenance of standards across the Force;
- f) monitoring of performance against the City of London Policing Plan;
- g) appointing such sub-committees as are considered necessary for the better performance of its duties including an Economic Crime Board, a Performance and Resource Management Sub Committee and a Professional Standards and Integrity Sub Committee.

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POLICE COMMITTEE **Thursday, 3 April 2014**

Minutes of the meeting of the Police Committee held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Thursday, 3 April 2014 at 11.30 am

Present

Members:

Deputy Douglas Barrow (Deputy Chairman)
Brian Harris
Deputy Keith Knowles
Alderman Ian Luder
Vivienne Littlechild
Deputy Joyce Nash
Don Randall

Officers:

John Barradell	- Town Clerk's Department
Alex Orme	- Town Clerk's Department
Xanthe Couture	- Town Clerk's Department
Katie Odling	- Town Clerk's Department
Damola Olojo	- Town Clerk's Department
Graham Bell	- Chief Information Officer
Suzanne Jones	- Chamberlain's Department
Steve Telling	- Chamberlain's Department
Liz Constance	- Chamberlain's Department

City of London Police:

Adrian Leppard	- Commissioner
Ian Dyson	- Assistant Commissioner
Eric Nisbett	- Director of Corporate Services
Hayley Williams	- Chief of Staff

1. APOLOGIES

Apologies for absence were received from the Chairman Deputy Henry Pollard, Mark Boleat, Simon Duckworth, Alderman Alison Gowman and Helen Marshall. From the City of London Police apologies were received from Commander Steve Head.

The Deputy Chairman welcomed Inspector James Wileman of the State of Jersey Police to the meeting who was attending as an observer whilst seconded to the City of London Police.

The Deputy Chairman took the opportunity to thank Xanthe Couture of the Town Clerk's Department for her service to the Committee and its Sub Committees over the past year. He also welcomed Katie Odling of the Town

Clerk's Department who would be serving as the Clerk to the Committee and its three Sub Committees going forward.

2. MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA

There were no declarations of interest.

3. MINUTES

1a. The public minutes and summary of the meeting held on 28th February 2014 were approved as a correct record.

Matters Arising

Lift at Bishopgate Police Station – The Deputy Chairman informed Members that the lift had now been repaired and was now in working order.

Item 9 – Corporate Governance – Scheme of Delegations and Standing Orders
The Deputy Chairman remarked that there were concerns within the Force over existing pay scales and recruiting candidates to specialised posts and he would undertake to speak to the Chairman of Policy and Resources on the matter. It was also an issue that was seen to be affecting recruitment to other areas of the Corporation such as IT.

Item 10 – Barbican Highwalk CCTV
Members and officers discussed the update that had been circulated to Members on the matter by the Town Clerk. A Member remarked that the area in question was a public footpath and the installation of CCTV could assist in positively identifying individuals in instances of criminal offences. The Police stated they would support the installation of CCTV and Members were reassured that work was being done in this area and a report would be brought back to the Committee on the matter in the future.

Item 10 – Barbican event cancellation
The Commander of Operations informed Members that the event had been rescheduled, subject to the necessary risk assessment and approvals for temporary events, and a further meeting with the Town Clerk would take place. Members raised concerned that Barbican residents had not been adequately informed about the event cancellation and also the subsequent concert which took place, the Commander of Operations advised that due to the nature of the concert the Police had also received no advance notice.

2a. The public minutes and summary of the Performance Management and Resource Sub (Police) Committee meeting held on the 26th February 2014 were received.

Matters Arising

Item 14 – Charity collectors – The Deputy Chairman updated the Committee on the City's policy and processes on instances of aggressive street charity collectors, which had been raised at the last meeting of Performance and Resource Management Sub Committee. Members agreed the City's policy and monitoring in this area was sufficient and the Commander of Operations advised the number of complaints received were low, and it was not an issue of concern for which more action taken by the City was required.

3a. The public minutes and summary of the Economic Crime Board meeting held in the 28th February 2014 were received.

Matters Arising

The Deputy Chairman informed Members that given the increasing work of the Economic Crime Board, at the next Police Committee meeting the Sub Committee would be recommended to hold four meetings a year instead of three.

4. OUTSTANDING REFERENCES

The Committee received a report of the Town Clerk which updated Members on the progress of outstanding reports and actions to be taken.

RESOLVED – That the report be received and its contents noted.

5. STANDARD ITEM ON THE SPECIAL INTEREST AREA SCHEME

1a. Community Engagement Update

The Committee received a report of the Commissioner of Police which updated Members on recent community engagement activities, community priorities and forthcoming events.

The Deputy Chairman advised that the Chairman of Policy had offered the expertise of the Department of Economic Development to support the Police's work in undertaking surveys of the business community.

With regard to supporting beggars to gain assistance, the Deputy Chairman queried that an information card produced by the City's Department of Community and Children's Services, which provided contact details for support services, be recirculated to new Members of the Court of Common Council.

The Commissioner asked Members whether the Community Engagement Update would be more effective and informative if received as a quarterly report to the Committee, and this would provide the opportunity to include updates on the meetings the Force held across the City's wards in a more appropriate timescale. Members agreed with this proposal and it was resolved the report would be received at every other meeting of the Committee, and this process would be reviewed at the meeting in April 2015.

RESOLVED – That the report be noted and its contents received.

2a. Equality Diversity and Human Rights (EDHR) Update

The Committee received an update from the Assistant Commissioner on the Force's work in Equality, Diversity and Human Rights (EDHR) areas.

The Assistant Commissioner noted that the future report would be brought to the Committee which outlined a full evaluation of the Disability Equality Standard.

The results of the Force Equality Survey were discussed, and the Assistant Commissioner stated the survey results provided insight into what measures the Force could be implementing to improve equalities within the workplace. A Stonewall Equality Index delivery plan would be included as part of a future EDHR update. This would include costs of implementing Stonewall Index measures that would be defined at the next Force Quality Service/EDHR Board meeting attended by the Police Committee Equality, Diversity and Human Rights Lead Member.

There was also work underway within the Force to re-launch the LGBT support group, for which a volunteer had come forward.

A Member queried the support and services available for Force staff that may have mental health concerns and the Assistant Commissioner replied that the Occupational Health Service gathered information on trends and staff numbers affected by mental health issues and provided support in this area. Members requested a monitoring report on the numbers of Force staff who had mental health and stress issues, and it was noted the Director of Corporate Services would produce updates in these areas received in the HR Monitoring Report at the next Performance and Resource Sub Committee.

RESOLVED – That the report be received and its contents noted.

3a. Any Other Special Interest Area Updates

There were no updates.

6. ACCOMMODATION PROGRAMME UPDATE

The Committee received a report of the Chamberlain which informed Members that the Accommodation programme was making good progress.

The Deputy Chairman queried the progress being made regarding plans for the firing range and the Commissioner advised that the matter was under discussion and all options were being considered, such as collaboration within other forces and other suppliers, and possible outcomes could include that the Firearms range would be a bespoke or revenue costed service.

Members remarked that the delivery of Wood Street required a strong team of consultants to ensure that it was developed to ensure the best operational use was achieved whilst remaining with the parameters of the English Heritage Schedule. The Commissioner informed Members that at this stage it was likely that Wood Street would support and house the custody unit.

RESOLVED – That the report be received and its contents noted.

7. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions.

8. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

The following urgent items of business were raised –

Commendation ceremonies

The Deputy Chairman remarked that the Force commendation ceremonies were the highlight of the year and gave Members the opportunity to learn of the accomplishments of Force officers and civilian staff and strongly encouraged Members to attend future ceremonies as they arose.

The Deputy Chairman requested that citations made regarding the officers presented at the most recent commendation ceremony be circulated to Members and the Town Clerk undertook to do so.

Force mobile working

A Member queried if the Force could, when possible, arrange a demonstration of the mobile working IT tools officers would be using to a future meeting of the Committee, such as mobile printers.

9. **EXCLUSION OF THE PUBLIC**

RESOLVED – That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of the Schedule 12A of the Local Government Act.

Item No.	Exempt Paragraphs
10a)	3 & 7
10b)	3
10c)	7
11	7
12	3
13	3
14	3
15	7

10. **NON-PUBLIC MINUTES**

1a. **The non-public minutes of the meeting held on the 28th February 2014 were approved as a correct record.**

- 2a. **The non-public minutes of the Performance and Resource Management Sub (Police) Committee held on the 26th February 2014 were received.**
- 3a. **The non-public minutes of the Economic Crime Board meeting held on 28th February 2014 were received.**
11. **LICENSING AND NIGHT TIME ECONOMY UPDATE**
The Committee received a report of the Commissioner which provided an overview of the Force's response and capability in policing the night time economy.
12. **COMBINED OPTIONS APPRAISAL (GATEWAYS 3/4) MOBILE WORKING SERVICES: OPERATIONAL PLATFORM**
The Committee considered a report of the Commissioner of Police which sought approval to proceed with the preferred vendor for the design and planning phase for Force mobile working.
13. **CITY OF LONDON POLICE - IT MODERNISATION SUMMARY AND UPDATE**
The Committee receive a report of the Commissioner of Police which provided Members with an update and overview of the Force IT Modernisation Programme.
14. **OPTIONS APPRAISAL (GATEWAY 3) KNOW AND ACTION FRAUD PROJECT**
The Committee considered a report of the Commissioner of Police which sought approval for several aspects of the Know and Action Fraud transfer agreement.
15. **COMMISSIONER'S UPDATES**
The Commissioner of Police was heard concerning on-going and successful operations undertaken by the City of London Police.
16. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
There were no questions.
17. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**
There were no items of urgent business.

The meeting ended at 12.55 pm

Chairman

Contact Officer: Xanthe Couture
tel. no.: 020 7332 3113
xanthe.couture@cityoflondon.gov.uk

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**POLICE COMMITTEE
23 MAY 2014**

OUTSTANDING REFERENCES

Meeting Date & Reference	Action	Owner	Status
4/04/14 Item 3.a) Barbican Highwalk CCTV	Project Gateway report to be considered on CCTV upgrade	Commissioner of Police / Town Clerk	<i>In progress</i> Subject to Gateway timelines, TBC
4/04/14 Item 5.b) EDHR Update	Stonewall Equality Index delivery plan	Commissioner of Police	<i>In progress</i> 4 July 2014
4/04/2014 Item 11 Licensing and Night Time Economy Update	Update on potential levies licensed premises would be required to pay according to rateable value	Town Clerk	<i>In progress</i>
6/12/2013 Item 11 Police Property Act Fund	A report be presented to the Committee to review the current process and arrangements for management of this fund.	Town Clerk	<i>In progress</i> 4 July 2014
6/12/2013 Item 3 Public Minutes, Matters Arising	Police Committee Workshops	Town Clerk	<i>In progress</i> Action Fraud Workshop, 17 th June 9:00am-11:00am Police Budget Workshop, 30 th September 10:00am – 12:00pm

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Committee: Police Committee	Date: 23 May 2014
Subject: Appointment of the Sub-Committees, Economic Crime Board and Committee Representatives	Public
Report of: Town Clerk	For Decision

Summary

This report recommends that your Committee makes a number of internal and external appointments for 2014/15.

Recommendation:

That,

- i. consideration be given to the appointment, composition and terms of reference of the following for the ensuing year:
 - Economic Crime Board (see paragraphs 6 – 8);
 - Performance and Resource Management Sub Committee (see paragraphs 9 – 11); and,
 - Professional Standards and Integrity Sub Committee (see paragraphs 12 – 14);

- ii. consideration be given to the Chairman of the two Sub-Committees and Economic Crime Board;

- iii. meetings be agreed as follows:-
 - 8 times a year for the Police Committee;
 - increase from 3 to 4 times a year for Economic Crime Board to accommodate business;
 - Quarterly meetings for the two Sub-Committees; and

- iv) the appointment of representatives to the various internal and external bodies be agreed (see paragraph 15).

Main Report

SUB COMMITTEES

1. This report considers the appointment, terms of reference and composition of the Police Committee and its Board and Sub Committees.

2. The Police Committee is also asked to confirm its frequency of meetings. Following the review in 2010 the Committee agreed to meet 8 times a year

(roughly every six weeks) and there is no recommendation to change this as this meeting cycle has proven adequate.

3. The Police Committee has the following groups under it :-
 - a. the Economic Crime Board
 - b. the Performance and Resource Management Sub Committee
 - c. the Professional Standards and Integrity Sub Committee.
4. Each of these has 5 members of the Committee with an additional co-opted Member to be agreed by the Members of each of the Sub-Committees. The Professional Standards and Integrity Sub-Committee and the Economic Crime Board will confirm the Member that they wish to co-opt, at their respective first meeting. The co-optee on the Performance and Resources Management Sub-Committee is agreed by the Audit & Risk Management Committee.
5. Last year, the Chairman of the two Sub-Committees and the Economic Crime Board were elected by the Grand committee and it is proposed that this should be repeated at the next meeting on May 23rd. The rationale for this proposal is that Chairmen of the Sub-Committees and the Board each lead on an important area of Committee business, and there is benefit in deciding on who those Lead Members will be without needing to wait for the subsequent meeting of the Sub-Committee.
6. Members have been asked to inform the Town Clerk's Office if they wish to serve on any of the Board or Sub-Committees in advance. Members of course have an opportunity to put their names forward at the meeting itself, if they have done so already.

Economic Crime Board

7. The creation of an **Economic Crime Board** was agreed at the meeting in January 2012. Its terms of reference are:

To be responsible for:

- a. *Overseeing the force's national responsibilities for economic crime and fraud having regard to the strategic policing requirement in this area;*
- b. *monitoring government, and other external agencies' policies and actions relating to economic crime; and,*
- c. *Making recommendations to the Police Committee in matters relating to economic crime.*

8. The Board's membership in 2013/14 was as follows:-

Simon Duckworth (Chairman)
Mark Boleat
Brian Harris

*Helen Marshall
Alderman Neil Redcliffe (co-opted)
Deputy Richard Regan*

9. It is proposed that the Board should increase its meeting to four times a year to accommodate business. The next meeting of the Board will be held on 5 September 2014. The 2015 dates will be confirmed in due course.

Performance and Resource Management Sub-Committee

10. The Performance and Resource Management Sub-Committee was established in 2009 and reviewed in January 2012. Its terms of reference are as follows:

To be responsible for:

- a. overseeing the monitoring of performance against the City of London Policing Plan;*
- b. overseeing the Force's resource management in order to maximise the efficient and effective use of resources to deliver its strategic priorities;*
- c. making recommendations to the Police Committee to change procedures, where necessary, to bring about improvements in performance;*
- d. monitoring government, policing bodies and other external agencies' policies and actions relating to police performance and advising the Police Committee or Commissioner as appropriate; and,*
- e. any other matter referred to it by the Police Committee.*

11. The Sub-Committee's membership in 2013/14 was as follows:-

*Deputy Douglas Barrow (Chairman)
Alderman Alison Gowman
Deputy Keith Knowles
Alderman Ian Luder
Kenneth Ludlam (co-opted Member from the Audit and Risk Management Committee)
Don Randall*

12. The Sub Committee will continue to meet 4 times a year and the dates of future meetings in 2014 and 2015 are 28 May, 24 September and 19 November 2014 and 18 March, 30 June and 8 December 2015.

Professional Standards and Integrity Sub-Committee

13. The Professional Standards and Integrity Sub-Committee's terms of reference are as follows:-

To be responsible for:

- a. overseeing the handling of complaints and the maintenance of standards across the force, where necessary recommending changes in procedures and performance to the Police Committee;*
- b. monitoring the Police Committee's work in respect of conduct and appeals proceedings; and,*
- c. monitoring government, police authorities and other external agencies' policies and actions relating to professional standards and advising the Police Committee or Commissioner as appropriate.*

14. The Membership in 2012/13 was as follows:-

*Deputy Joyce Nash (Chairman)
Alderman Alison Gowman
Vivienne Littlechild
Helen Marshall
Deputy Richard Regan
Dhruv Patel (co-opted)*

15. In 2014 and 2015, the Sub Committee will meet on 2 September and 21 November 2014 and 6 February, 15 May, 14 September and 20 November 2015.

INTERNAL AND EXTERNAL APPOINTMENTS

16. The Committee also needs to agree the appointment of Members to various internal and external bodies for 2013/14. Last year's appointments were as follows:-

- a) **Streets and Walkways Sub-Committee**
Alderman Alison Gowman
- b) **Safer City Partnership**
Deputy Henry Pollard
- c) **Association of Police and Crime Commissioners (APCC)**
Simon Duckworth

Contact:
Katie Odling
Committee and Member Services Officer
020 7332 3414
katie.odling@cityoflondon.gov.uk

Committee:	Date:	
Police	Friday 23 May 2014	
Subject: Independent Custody Visiting Scheme Annual Report		Public
Report of: Town Clerk		For Information
<u>Summary</u>		
<p>This report completes the requirement to update Members on the progress of the City of London's Independent Custody Visiting (ICV) Scheme, presenting the Panel's Annual Report and informing Members of some of the recent issues raised by the ICV Panel in relation to custody provision in the City. Issues raised at the Panel meetings over the past year include access to the custody suites, the response times for repairs and maintenance work and how best to time their visits.</p> <p>Recommendation: Members are asked to note the contents of this report.</p>		

Main Report

Background

1. The existing Independent Custody Visiting Scheme has been operational, in its current form, since November 2007. As part of the Scheme, Members agreed at your meeting in May 2009 that a regular report would come to Committee on an annual basis, and this report fulfils that requirement.

Visits to the Custody Facilities

2. Members will recall that Custody Visitors make unannounced visits in pairs to custody suites to monitor and report on the treatment and conditions of individual detainees on an entirely independent and confidential basis. They are there to look, listen and report on conditions in custody at the time of their visit, and report what they see through to the Force and the Committee. The City Visitors have all been trained in conjunction with the Independent Custody Visiting Association.
3. The visits take place on a weekly basis for Bishopsgate Police Station and a minimum of quarterly for Snow Hill as agreed in the Scheme. Each visit is recorded by the two visitors who complete a short form covering any issues for

concern following meetings with the detainees. Copies of each completed form are then sent to the Divisional Chief Superintendent, the Scheme's Administrator in the Town Clerk's Office, and the Commander for action if necessary.

4. Meetings of the ICV Panel continue to take place on a quarterly basis and are attended by all Custody Visitors together with representatives from the Town Clerk's Department and the City Police, as well as the Committee's representative Mrs Vivienne Littlechild.
5. The Panel then reviews the record of visits since the last meeting and is able to ask detailed questions of the representatives of the Force with custody responsibilities about any issues which concern them. Finally, the Panel considers more general aspects and the administration of the Scheme such as the visit rota and availability. Your officers would like to record their thanks to Chairman Peter Tihanyi for his contribution to the Scheme over the past year.

Panel issues in 2013/14

6. This year the Panel has produced its fifth Annual Report, which is attached at Appendix A. This reports on the Panel's performance over the last 12 months, provides information about the visits made and issues raised as a result and, finally, sets out the Panel's objectives for 2014/15. Issues raised at the Panel meetings include the following:

- a. **Access to the Custody Suite** – The issue of access to the Custody Suite continued to cause considerable debate. The Visitors were keen to ensure that they that they were not being delayed any further than absolutely necessary so as to maximise the 'surprise' nature of their visits. Consultation with other Forces indicated that immediate access was not in place elsewhere owing to safety concerns. However, the Panel sought clarification about their rights of access and asked for standardisation of the access arrangements.

The Force at the September 2013 Police Committee therefore proposed alternative arrangements for the future access rights for our IC Visitors. The new arrangements are that the visitors will on arrival at the front desk, be let into the station and be allowed to proceed to the area outside the custody suite. This would be without delay, unless unavoidable, due to the front office staff being temporarily unavailable. Front office staff would then contact the Custody Sergeant and let them know that the ICV is on their way to the suite and once the Custody Sergeant has judged it is safe for them to enter, they would be allowed access.

The proposed new arrangements were well-received by Members and the IC Visitors and was adopted as the agreed standard at the ICV panel meeting in November 2013.

- b. **Time Lag for Repairs & Maintenance Work** - The Panel raised a number of concerns about the time taken to institute repairs to the phone service, CCTV and to the cells. These concerns were also raised in the Annual Report for 2012-13. The Force has responded rapidly to many of the

concerns raised by our visitors – quickly rectifying problems with the heating and air-conditioning systems, the CCTV system, the detainee’s consultation telephone and the Medical Examiners chair. The Force is embarking on a review of the current CCTV contract to improve the service provided. The Force will continually review the arrangements to try to maintain the improvement in response times. .

- c. **Healthcare Provision** – the Panel continues to take a great interest in the way healthcare is provided and will continue monitor the arrangements in the coming year.
- d. **Custody Usage** – the Panel receives regular data from the Force on the usage of the Custody Suites and compares this against the timing of their visits on a regular basis so as to ensure that the timing of future visits better reflects the usage of the Custody Suites. The Panel has therefore tried to ensure that the spread of visits are appropriate to the volume of usage at particular times. The analysis shows that the timing of visits reflects the level of Custody Usage. As agreed last year, the Panel began undertaking visits during the Midnight to 6am slot to ensure 24 hour coverage. One visit was undertaken during this slot in 2013-14. The Panel will continue to undertake two to three visits annually - during the Midnight to 6 am slot in 2014-15.
- e. **Coverage for Major Events** – Following the Olympics and Paralympic games, Visitors agreed to undertake a greater number of visits during future major events, when appropriate. There was no need to increase the number of custody visits to cover for major events in 2013-14.
- f. **Police Accommodation Review** – The Panel has been kept up to date with the review and the proposals for a new custody facility. They welcome the Force’s offer to the Panel to help shape the new facilities.

Legal Implications

- 7. In accordance with Section 51 of the Police Reform Act (2002), the City Corporation is required to have in place an Independent Visitors Scheme.

Community Strategy & Other Significant Implications

- 8. The ICV Scheme supports the ‘safer and stronger’ aspect of the sustainable Community Strategy.

Conclusion

- 9. The Independent Custody Visiting Scheme is now well established and the Panel is pleased to present its annual report to the Police Committee. Further updates on this Scheme will continue to be provided to Members on an annual basis.

Contact:

Alex Orme
alex.orme@cityoflondon.gov.uk
020 7332 1397

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City of London

Independent Custody Visiting Scheme

Annual Report

May 2014

Foreword

The City of London Independent Custody Visiting scheme has successfully completed another year. The scheme has seen some personnel changes during the year. We welcomed Alex Orme as the Scheme Administrator and said good bye to Deputy Joyce Nash who had been our Panel Member from the Police Committee since the ICV Panel's inception. We welcomed Vivienne Littlechild in her place.

There have been a number of volunteers leaving the scheme this year. I would like to thank Barbara Gough, Claire Sharples and Nigel Common for their significant contribution in help ensure detainees are treated fairly and appropriately. We have been fortunate to recruit 3 new ICV members and the Panel therefore continues to operate at full strength.

The City Police Force main custody suite is located at Bishopsgate Police Station. The second custody suite at Snow Hill Police Station remains operational, but is only used as an overflow facility. Due to a number of unproductive visits to Snow Hill, the Police Committee agreed to remove the 2010 Police Committee target of visiting Snow Hill at least four times a year in 2013-14 and it was agreed not to have these visits included in the rota. However, the trigger mechanism which notifies the System Administrator when the custody suite is actually in use - will remain in place, so the ICV's can continue to visit detainees at Snow Hill, when appropriate.

This year, we achieved over 85% of the scheduled visits to the Bishopsgate custody suite and have tried to ensure that our visits corresponded with peak periods. The ICV Panel has been monitoring the times of all visits made alongside the level of usage of the Custody Suites. We have also attempted to spread our visits over the whole week (24 hours/7 days a week) and undertaking a number of visits between midnight and 6am is one of our key targets for 2014/15.

We have been kept up to date about the police accommodation review and the proposed plans for a new custody facility. We welcome the Force's offer for us to help shape these new facilities.

Many thanks to my fellow custody volunteers for their hard work this year and I would also like to thank the City of London police officers for enabling us to successfully carry out our responsibilities in 2013-2014.

Peter Tihanyi
Chairman
ICV Panel

Welcome to the 2013-14 annual report of the City of London Independent Custody Visiting Scheme.

The Court of Common Council, as the police authority for the Square Mile, has a responsibility for securing an efficient and effective police service in the City of London and holding the Commissioner of the City of London Police to account. Under paragraph 51 of the Police Reform Act 2002, the City of London is required to have in place an Independent Visitors Scheme.

Independent custody visiting schemes have been around since the 1980s following the Lord Scarman Report and became mandatory in 2003. The Scarman Report recommended a system of independent unannounced inspection of detention arrangements in police stations by local community members. Custody Visiting Panels remain a vital important means

of securing police accountability for the local communities they serve.

City Visitors are volunteers who give up their free time to provide independent scrutiny of the treatment of those held in police detention and the conditions in which they are held. They play a vital role in bringing together police and communities closer together and enhancing public perception of police procedures and practice in relation to custody.

We would like to thank all the City's Visitors for their commitment to the Scheme. The Police Committee fully appreciates their hard work and dedication to the Scheme and the contribution this makes to the overall confidence the community has in the City of London Police.

Henry Pollard
Chairman
Police Committee

Vivienne Littlechild
ICV Panel Member
Police Committee

Introduction

THE CITY OF LONDON INDEPENDENT CUSTODY VISITING SCHEME (ICV SCHEME)

The purpose of this report is to give an account of the work of the City of London ICV Scheme in the period 1 April 2013 to 31 March 2014. It aims to:

- report on the Panel's performance;
- provide the local community and the Police Committee with information about the visits made and what they have revealed about the treatment of detainees;
- set out issues and concerns that the visits have raised; and,
- set out the objectives for the 2014/15.

The City of London Corporation, in its role as the police authority for the City of London, has a statutory duty to have in place an independent custody visiting scheme. The operation of the Scheme is the responsibility of the Police Committee.

Independent custody visiting is governed by a range of legislation and guidance including the Police and Criminal Evidence Act (PACE) 1984 and Home Office Codes of Practice and National Standards.

Independent Custody Visitors (ICVs) are members of the local residential and business community who volunteer to visit police stations unannounced to check on the treatment and welfare of people held in police custody. They must:

- be over 18;
- be independent from the police force and the police authority; and,
- have no direct involvement in the criminal justice system.

The City of London ICV Panel currently consists of 10 visitors who visit the custody suites at Bishopsgate Police station once a week and at Snow Hill, where the custody suite is used as an overflow for Bishopsgate, at least 4 times a year. A member of the Police Committee attends the quarterly Panel meetings and, in addition, representatives of the Force attend for part of the Panel meetings so that any queries or problems that have arisen out of custody visits can be addressed. The meetings are supported by staff from the Town Clerk's department.

THE ROLE OF INDEPENDENT CUSTODY VISITORS

Visits are always made in pairs, and are unannounced. The objective of all visitors is to monitor and report on the treatment and conditions of individual detainees and to check that their rights and entitlements have been upheld.

During their visit, ICVs are escorted by a custody officer or gaoler at all times. Every detainee being held is offered the opportunity to speak with the custody visitors, but may choose not to. Visit interviews are carried out within sight, but out of hearing, of the escorting officer. Strict rules of confidentiality apply so that detainees are identified by their custody numbers only, and the details of what visitors see and hear are treated as confidential. ICVs are not concerned with any alleged offence and maintain their independence and impartiality at all times. They do not provide advice to detainees; they are there to look, listen and report on conditions in custody at the time of their visit.

After every visit, custody visitors fill out a report form recording details of the visit. The

information about the visit in the form includes details of problems that were resolved immediately and those that required further action. Copies of the reports are provided for the Commander of Operations, the appropriate Chief Superintendent, and the Scheme Administrator on behalf of the Police Committee. The ICV Panel will follow up and discuss at the next review meeting any concerns that cannot be resolved during visits. If necessary, more serious issues can be highlighted directly to the Police Committee.

PANEL MEETINGS

The quarterly Panel meetings allow Visitors to discuss each visit and any issues that have arisen. In addition, short update or information sessions are often included on each agenda so that Visitors are kept up to date with any national developments concerning the custody environment. Topics discussed this year included:

NHS Commissioning of Police Related Healthcare – The Government has proposed the transfer of commissioning responsibility for Police Related Healthcare from the Home Office to the NHS from 2015 onwards. The NHS National Commissioning Board (NCB) will become responsible for healthcare provision in Police Custody Centres.

The NHS Commissioners will work in partnership with local Forces to ensure the requirements of the Police, NHS and, most importantly, service users are met. They will also ensure that robust Healthcare Pathways are in place to tackle the underlying physical and mental health issues that can contribute to individuals offending patterns. A key objective of these changes is to reduce levels of re-offending through better and improved engagement with health services (primarily drugs, alcohol and mental health).

This year, the Panel has kept a close watching brief with regard to these developments. They want to ensure that there is no deterioration in the quality of the service delivered and that the service becomes more targeted to meet the needs of the detainees. Visitors are satisfied with the current health care provision provided to the detainees.

Training – the Panel is keen to ensure that it receives training and keeps up-to-date with custody issues and has undertaken a variety of training and learning exercises over the year, including learning about the changes to the provision of health care for police custody centres and an explanation of the use of restraint by Police Officers. Further training sessions are being arranged for this year.

Custody visit throughputs – The Panel has tried to ensure that the spread of visits are appropriate to the volume of usage at particular times. They have monitored the times of all visits made alongside the level of usage of the Custody Suites. The analysis shows that the timing of visits reflects the level of Custody Usage.

As agreed last year, the Panel began undertaking visits during the Midnight to 6am slot to ensure 24 hour coverage. One visit was undertaken during this slot in 2013-14. The Panel will continue to undertake two to three visits annually - during the Midnight to 6 am slot.

Access Rights to the Custody Suite – Entrance to the Suite continued to be an issue for the IC Visitors. Visitors would prefer to make unannounced visits. Visitors' previously had to wait at the front desk at Bishopsgate Police Station, until the desk clerk phones the Custody Suite. From there, they are either escorted or go alone to the custody suite. They then have to wait until access is given to them by the custody officers. This issue was raised by the

custody visitors during their interviews for the HMIC/HMIP inspection of custody facilities.

The Force at the September 2013 Police Committee suggested an alternative proposal for the future access rights for our IC Visitors. The new arrangements were that the visitors will on arrival at the front desk, be let into the station and be allowed to proceed to the area outside the custody suite. This would be without delay, unless unavoidable, due to the front office staff being temporarily unavailable. Front office staff will then contact the Custody Sergeant and let them know that the ICV is on their way to the suite and once the Custody Sergeant has judged it is safe for them to enter, they will be allowed access. The proposed new arrangements were well-received by Members and the IC Visitors and was adopted as the agreed standard at the ICV panel meeting in November 2013.

Snow Hill Police Station Custody Suite – Since 2009 the Snow Hill custody suite has only been used for ‘bail back’ and occasionally as an overspill facility for Bishopsgate, resulting in a large number of unproductive visits. As a result it was agreed by the Police Committee at its meeting in May 2010 that a mechanism be introduced to trigger visits in place of scheduled visits. The aim of using the trigger was to match visits to when the custody suite was actually in use. The trigger mechanism however has not worked effectively - between 2011-13, the visitors were only able to visit twice and in each of these cases there were empty cells.

Representations were made by Vivienne Littlechild (the Police Committee ICV SIA representative) to the October 2013 Police Committee to remove the 2010 Police Committee target of visiting Snow Hill at least four times a year in 2013-14 and it was agreed not to include Snow Hill visits in future rotas. However, the trigger mechanism remains in place.

Coverage for Major Events – The Panel agreed to increase the number of custody visits undertaken during the Olympic and Paralympic Games. A trigger mechanism, similar to that already in place at Snow Hill, was agreed where the Force notified the Corporation if any marked increase in custody requirements did occur. From 2012-13, the ICV Panel agreed to introduce the system for increasing coverage for other future events when it was appropriate. There was no need to increase the number of custody visits to cover for major events in 2013-14.

In addition to the points above the Panel have raised a number of other issues with the Custody Manager

1) **Time lag for Repairs & Maintenance** - The Panel raised a number of concerns about the time taken to institute repairs to the phone service, CCTV and to the cells. These concerns were also raised in the Annual Report for 2012-13. The Force has responded rapidly to many of the concerns raised by our visitors – quickly rectifying problems with the heating and air-conditioning systems, the CCTV system, the detainee’s consultation telephone and the Medical Examiners chair. The Force is embarking on a review of the current CCTV contract to improve the service provided.

Outcome – The Force will continually review the arrangements to try to maintain the improvement in response times.

2) **Future Custody Suite arrangements** – The Panel has discussed the implications of the Police Accommodation Review on the future Custody arrangements. They have offered to provide input into the shaping of the new custody service.

Outcome – The Force plan to draw on the Panel’s knowledge and experience to help shape the design of the new custody suites.

Visit Statistics

During 2013/14 a total of 45 visits were undertaken. The following tables look at the nature of these visits in greater detail.

NO OF VISITS

Station	Target No of Visits	Achieved	% of Target
Bishopsgate	52	45	86
Snow Hill	0	0	0
Total	52	45	86

DAYS OF VISITS

	No of Visits	%
Monday	7	16
Tuesday	8	18
Wednesday	5	11
Thursday	7	16
Friday	9	20
Saturday	7	16
Sunday	2	4
Total	45	

TIME OF VISITS

	Bishopsgate	Snow Hill
00.01 – 06.00	1	0
06.00 - 12.00	29	0
12.01 – 18.00	7	0
18.01 – 00.00	8	0

DAYS OF VISITS / TIMES – COMBINED

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
00.01 – 06.00	1						
06.00 -12.00	4	5	2	3	7	7	1
12.01 – 18.00	2			3	2		
18.01 – 00.00		3	3	1			1

NO OF DETAINEES VISITED

	Total number of detainees in Suite at time of visit	No of detainees offered visit	No. of detainees accepted visit
Bishopsgate Q1	42	34	29
Bishopsgate Q2	41	33	30
Bishopsgate Q3	18	10	6
Bishopsgate Q4	48	19	18
Snow Hill Q1	0	0	0
Snow Hill Q2	0	0	0
Snow Hill Q3	0	0	0
Snow Hill Q4	0	0	0
Total	149	96	83

ISSUES AND CONCERNS ARISING FROM VISITS

This list of issues and concerns reflects the range of issues that have been raised by detainees in the City of London in the last year and, in addition, other issues which have been reported by ICV Panels elsewhere for which there has been a nil return in the City of London.

	Bishopsgate	Snow Hill
No of Total Visits	45	0
Report Form with no matters requiring a police response	25	0
Comments individual officers - Positive	0	0
Comments individual officers – negative	0	0
Infrastructure / furnishings / fittings/out of service	16	0
Cleaning, tidiness and general hygiene - positive	17	0
Cleaning, tidiness and general hygiene - negative	0	0
FME Service and FME room	2	0
Perceived risk to detainees?	0	0
Procedures not followed	0	0
Rights and entitlements seemingly delayed	1	0
Periodic checks (15, 30 minutes) not maintained	0	0
Personal hygiene requests– (showers, washing etc)	0	0
Requests for food and drink	0	0
Temperature and availability of blankets	2	0
Requests for literature	0	0
Requests for phonecalls	0	0
Other	1	0

2014/15

The City of London ICV Panel wants to ensure that it meets its objectives in scrutinising the custody arrangements in the City of London. It has set itself the following targets for 2014/15:

- to increase the number of visits to at least 95% of target;
- to continue to promote and raise awareness of the work of the ICV Panel;
- to continue with refresher training
- to continue to undertake two or three visits per year between the hours of midnight and 6 am.

- to ensure that the ICV membership is representative of the communities it serves

Conclusion

The City of London ICV Scheme provides an independent check on the treatment of detained persons. Through the dedication of the volunteer visitors, an appropriate level of scrutiny of the Force is achieved on which the Police Committee and the community can rely.

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Committee(s): Police	Date(s): 23 rd May 2014
Subject: Stonewall Review Update	Public
Report of: Commissioner of Police Pol 39/14	For Information
<p style="text-align: center;"><u>Summary</u></p> <p>At your April meeting the Assistant Commissioner undertook to provide Members with a written update on the Stonewall Equality Index review. A meeting was held on 27th February 2014 between the relationship manager from Stonewall and the Force EDHR Manager to provide feedback. The review highlighted areas of work that require action in relation to all the Protected characteristics and particularly in relation to the Lesbian, Gay, Bi-sexual and Transgender (LGBT) workforce.</p> <p>The review findings highlight areas for further work in:</p> <ul style="list-style-type: none"> • Policy- reviewing all policies in line with new legislation and particularly employment policies. • Training- making better use of the Force intranet as a tool to deliver training and ensuring appropriate guidance and literature is available; and introducing a mentoring scheme. • Improved monitoring & data capture of sexual orientation. • Supplier Policy- Stonewall suggest that the Force requires any suppliers or companies it has contracts with to monitor sexual orientation and other protected characteristics within their organisation and provide appropriate EDHR training (including LGBT) for their staff. <p>These are expanded in the review findings below, and the consequential actions will be monitored by the Quality of Service/Equality Diversity and Human Rights (QoS/EDHR) Board, upon which the Committee is represented by the lead member for equality and Diversity.</p> <p>Recommendations Members are asked to receive this report and note its contents</p>	

Main Report

Background

1. At your April meeting the Assistant Commissioner undertook to provide Members with a written update on the Stonewall Equality Index review of the Force. A meeting was held on 27th February 2014 between the relationship manager from Stonewall and the Force to give feedback on issues identified and the Force's support for its LGBT workforce.

Current Position

2. Many of the areas are not confined to groups who identify solely with one protected characteristic. As a result the findings will be adapted to incorporate how we interact with staff from all protected characteristics. These are expanded in the review findings below, and the consequential actions will be monitored by the QoS/ EDHR Board, upon which the Committee is represented by the lead member for equality and Diversity.

Review Findings

Policies

3. Current Force policies have not all been updated to reflect new legislation. Core policies should be reviewed, updated and brought in line with best practice examples that Stonewall can offer from across various public sector organisations. To add value to the process EDHR staff & staff networks need to be involved in such policy reviews.
4. The Force was advised to check all employment policies in light of the legislative changes in relation to gay marriage changes to keep up to date with legislation and that reference should be made to LGBT specific issues within relevant policies, such as paternity/maternity support leave, adoption leave, bereavement/compassionate leave, carer's leave and the bullying and harassment policy.

Actions to Date

5. A number of policies have already been reviewed and this area of work is being led by the Assistant Commissioner through the Directorate Commanders.
6. HR is currently reviewing all their policies and will involve members of the EDHR team, LGBT support network and the Independent Advisory Group (IAG) in their consultation. Additional information will be provided through Stonewall's database of best practice.

Training

7. Recommendations made around training were to make better use of the intranet to highlight the issues around bullying and harassment in the workplace, and on-line training on the subject. There are training packages at no cost through the National Centre for Applied Learning Techniques (NCALT). The recent EDHR survey has highlighted the various channels staff use to report bullying and harassment, however levels of reporting vary and the Force needs to consider how to improve confidence in reporting.
8. Appropriate literature on diversity issues should be made available for all new staff as part of the induction process and for existing staff to pick up and use when they require information. It is suggested that this should be supplemented by a guide for line managers on managing diverse groups of staff. An example of a guide used by Hertfordshire NHS Partnership has been provided to assist in developing a City of London Police guide.
9. Any training the Force delivers should incorporate how we deal with language, stereotype and assumptions. The training should support staff to challenge inappropriate behaviour and it was strongly recommended that unconscious bias training is delivered across all levels of staff.

Actions to Date

10. An EDHR section on the intranet is being created in the next quarter through which information can be provided to staff. This can also incorporate EDHR news stories from across the country as a means of highlighting issues through providing real life examples.

11. Learning and Development are reviewing the sergeants and inspectors training on diversity and its various strands to ensure supervisors have the relevant skills and knowledge to deal with diversity issues.
12. The Staff Support Networks working with the EDHR Unit to produce a guide available to all staff on the help and support available through the various support networks including the LGBT network.
13. A new mentoring scheme has been launched recently (published on force intranet 7th May). The scheme has been set up to ensure that mentors and mentees are matched up based on their preferred preferences. There is also a detailed application form in place to ensure all relevant skills and knowledge is captured when looking at potential mentors. This will provide a great opportunity for officers from diverse communities including the LGBT community to be mentored by someone who has a good understanding of their needs.

Monitoring

14. The review suggested that monitoring and data capture of sexual orientation needs to take place at all stages of the employment relationship to ensure that potential issues of disproportionality can be identified and addressed early. This can lead to an increase in staff confidence in the Forces commitment to EDHR, which in turn can lead to improved levels of disclosure of sexual orientation.
15. It was also recommended that sexual orientation data is more routinely collected across service departments. Victims of crime satisfaction should capture sexual orientation to identify how the CoLP deals with LGBT victims and if there is any in disproportionality in satisfaction rates.

Actions to Date

16. HR is reviewing historical data to identify any disproportionality and a method of collecting additional information at various stages of the employee relationship, including promotion and selection. This covers all the protected characteristics.

Supplier Policy

17. Supplier policy is an area where many organisations perform poorly. Stonewall suggest that the Force requires any suppliers or companies it has contracts with to monitor sexual orientation and other protected characteristics within their organisation and provide appropriate EDHR training (including LGBT) for their staff. In addition they should inform the Force of any EDHR related complaints both internal and external against their organisation. It would be expected that if they were found to be in breach of any of these that the Force should at the very least remind them of their contractual obligations and request they take remedial action. The procurement requirements contained within the Public Sector Equality Duty cannot be delegated to the supplier by the public body and in the case of the City of London Police is shared with the City of London through the CLPS framework.
18. Stonewall has identified that Norfolk and Suffolk forces perform well in this area. Examples of their procurement documentation have been provided to the EDHR Manager who is currently working with the City of London central procurement service (CLPS) on a review of sustainable procurement which also is addressing equalities in procurement.

Actions to Date

19. The Forces EDHR manager is working closely with the City of London Corporation to ensure that all suppliers meet the required standards. Documentation has been obtained from Norfolk and Suffolk Police forces on best practice. This information is being utilised manager to review our procurement services

Conclusion

20. The Force is fully committed to advancing EDHR issues throughout the Force with Chief Officer and Police Committee oversight provided through QoS/EDHR Board. Using feedback from external benchmarking exercises through organisations such as Stonewall the Force will continue to identify areas that can be prioritised and actioned. This will allow the Force to adopt best practice and in doing so move towards best practice and look at specific areas of the EDHR agenda in more detail.

Contact:

T/Supt Tony Cairney

T/ Head of Strategic Development

020 7601 2098

Tony.cairney@cityoflondon.police.uk

Committee(s): Police	Date(s): 23 rd May 2014
Subject: City of London Police- 175 Years	Public
Report of: Commissioner of Police Pol 35/14	For Information

Summary

Members will be aware that it is the Force's 175th Anniversary this year, taking 1839 as the key date when the existence of the Force was enshrined in legislation.

After appraisal of a number of options including those put forward by the Chairman and Deputy Chairman, the Chief Officer Team decided to progress two main options.

1. Making the 175th Anniversary the theme of the Force Awards Ceremony in June 2014.
2. Having a formal entry in the Lord Mayor's show in November 2014.

Both of these options have been progressed, the first by an internal Event Committee and the second by liaison with the Pageant Master and submission of a formal plan to the Lord Mayor's office (See Appendices A and B).

Both options include a look back in time at the rich history and culture of the Force as well as being forward looking to the future.

The cost of the Lord Mayor Show entry has yet to be refined and presented to the Chief Officer Team and a further update will follow to your Committee.

Recommendations

It is recommended that Members receive this report and note its' contents.

Main Report

Background

1. Earlier in the year the City of London Police Chief Officer Group considered a number of options in order to mark the 175 year anniversary of the City of London Police (taking 1839 as the start date when the existence of the Force was enshrined in legislation)¹. The matter had also been noted and raised with the Commissioner by Alderman Gowman and the Remembrancer's office of the City of London Corporation. After careful appraisal of a number of options, including those put forward by the Chairman and the Deputy Chairman and taking a number of political and financial considerations into account, the Chief Officer team elected to progress two of the proposals.
 - 1) To mark the 175 Year anniversary by making it the theme of the Force Awards Ceremony in June 2014.
 - 2) To have a formal City of London Police entry in the Lord Mayor's Show in November 2014.

Current Position

2. In relation to the Force Awards Ceremony, the arrangements for this event are fast taking shape and are being managed by a Force Event Committee chaired by Det. Supt Paul Barnard. In addition to rewarding and recognising staff, the key theme of the event will be to take a look back in time over 175 years at the Force through the ages and key policing events. There will also be historical artefacts and memorabilia on display and a celebratory coin has been commissioned for sale. Each coin will be uniquely numbered from 1-175 and the coins numbered one and one hundred and seventy five will be auctioned at the event.
3. With regard to the entry for the Lord Mayor's Show in November, Supt Norma Collicott was tasked and has been leading on liaison with the Pageant Master in putting together a plan for the Force's entry. The plan was submitted to the Lord Mayor's office on Friday

¹ <http://www.cityoflondon.gov.uk/things-to-do/visiting-the-city/archives-and-city-history/london-metropolitan-archives/Documents/visitor-information/43-records-of-city-of-london-police-officers.pdf>

2nd May. Good feedback has been received from the Pageant Master and the detail is being refined. Highlights include historic motorcycles and a Ford Anglia as well as officers in the uniform through the ages, both historic and modern. Specialist policing functions such as Cycle patrol and Dogs with handlers will also feature along with the Volunteer Police Cadets. A visual representation of the entry is at Appendix A with a fuller description of the detail of the entry at Appendix B.

Financial Implications

4. The Force Awards is a mainly self financing event through ticket sales and Supt Collicott is undertaking a costing exercise on the Lord Mayor Show entry prior to presenting this to the Chief Officer Team with a view to funding this. A further update will be brought to your Committee at a future date.

Consultation

5. A copy of this report was sent to the Remembrancer's Department who made no additional comment.

Conclusion

6. The Force is proud of its history and this year gives an excellent opportunity to celebrate and mark 175 years of the existence of the Force and its service to the City community. This report is submitted to Members for information.

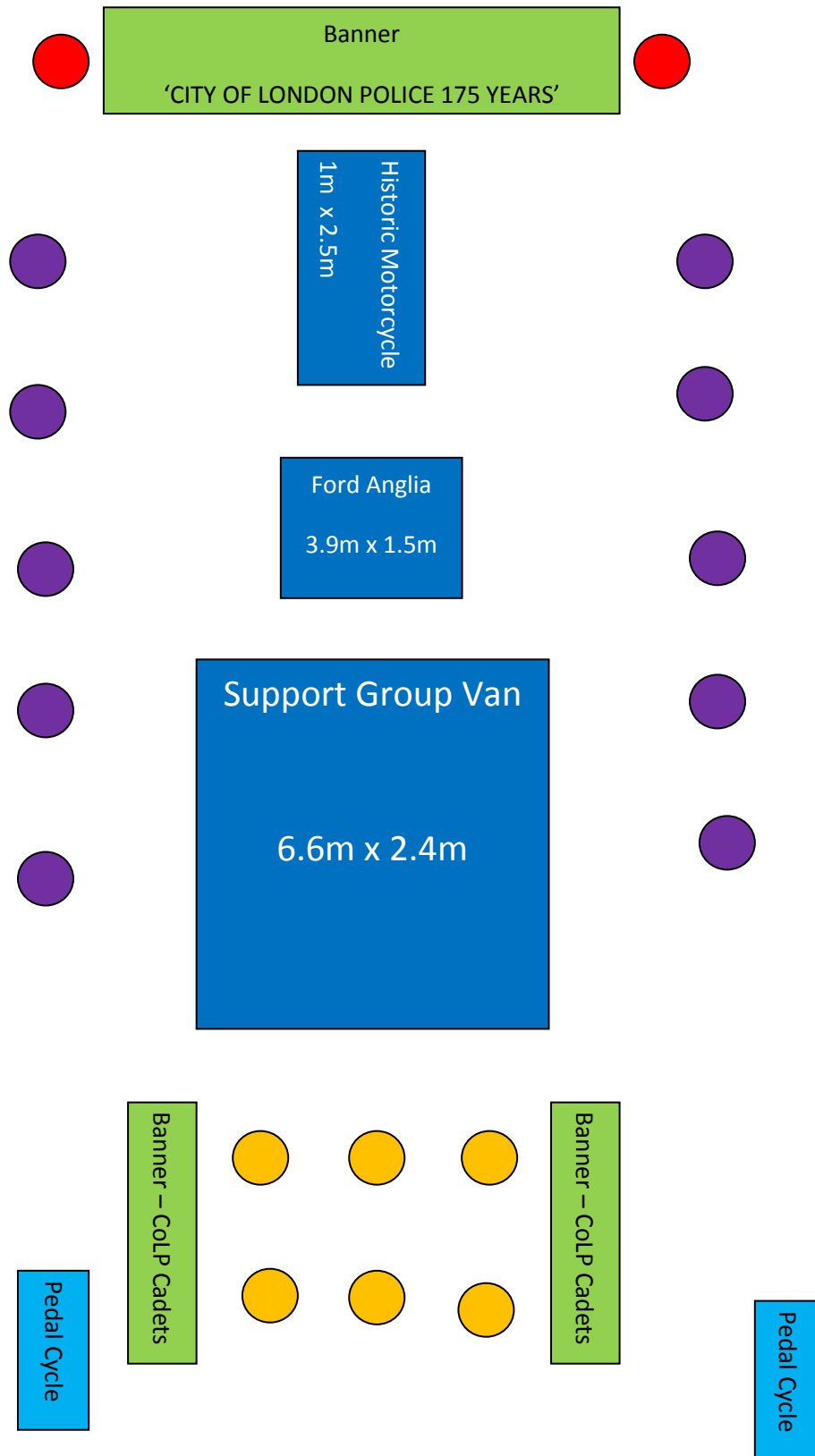
Contact:

Adrian Leppard
Commissioner
020 7601 2780

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City of London Police – Lord Mayor’s Show 2014

Preliminary Design Submission



Pedestrian (Various uniforms – Historic & Modern)		
Motor Vehicle		
Pedal Cycle		
Banner		

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Lord Mayor Show 2014

City of London Police 175 years Celebration

The City of London entry into this year's Lord Mayors Show would be a celebration of 175 years of policing in the City. The main theme would be the changes in Policing within the City throughout the 175 years. Starting with the historical 1800's at the front moving back through to modern policing to the rear of the procession area we are allocated.

At the front we would look to have officers or staff members wearing the historic uniforms we will using from our museum, and they would walk alongside a 1960's Ford Anglia police car and a Triumph police motorcycle from the same era that we are hiring especially for the show. This would be closely followed by one of our new blue Mercedes public order carriers. The carrier would also have banners and flags attached relaying the messages that our corporate communications team are devising.

Walking alongside this vehicle would be serving police officers wearing the different uniforms and kit we use today. Examples of this would be an officer in public order kit, a patrol officer, an officer in number one uniform, search officer, firearms officer etc, plus 2 dog handlers with friendly small dogs. This will display the present day uniform and diversity within. We would then have officers from our Central Intelligence and Economic Crime Directorates carrying flags and banners displaying various corporate messages walking in amongst uniform officers. They would be closely followed by officers wearing our new uniforms to show the future of policing in the City of London, and our Cadet Drill Squad marching with their colours at the rear with our own Drill Sergeant (in drill uniform) presiding over the marching of everyone involved.

2 to 4 cycle officers would patrol towards the rear on the outside to keep the shape of the area we are allocated, plus it will show the City of London's commitment to improving our carbon footprint by policing on cycles. The remainder of the cadets, in uniform, who are not in the drill squad and staff members/volunteers wearing a fleece top, tracksuit or similar with a crest or logo on to walk alongside and potentially hand out commemorative items to the spectators. This is being explored for its legality. These would be handed to

cadets/staff/volunteers from the public order carrier for them to pass out as we walk along.

All vehicles would be driven by police drivers and all involved would be from within the City of London Police.

The force are also looking to have a page within the official show programme which could give more information and advice around the specialist services the City of London Police provide.

Committee(s): Police	Date(s): 23 th May 2014
Subject: City of London Police Annual Report 2013-14	Public
Report of: Commissioner of Police Pol 37/14	For Decision

Summary

The draft Annual Report, representing the achievements of the City of London Police for the past financial year, is submitted to the Committee for approval. The report contains information on crime, financial and staff statistics, as well as a summary of the year under key headings.

It is requested that any comments on and/or changes to the report be sent via the Town Clerk's Department to the Force's Public Relations Manager by Monday 2nd June 2014.

RECOMMENDATIONS

It is recommended that the contents of the draft Annual Report be noted, and that any comments upon them be forwarded as indicated above.

Main Report

Background

1. The Annual Report, serves as the vehicle for the Commissioner of Police and the Police Committee to reflect upon what has been achieved in the past financial year and to report on crime, resources and financial statistics. It will be officially published during July after it has been presented to the Court of Common Council.

Current Position

2. The report follows a simple, easy to read but corporate design which looks professional but not overly glossy. The copy has been broken down into four main areas with corresponding sub categories which include more detail – Transformation and a new way of working, Building Trust and Confidence, Operational Success and the work of the National Lead Force.

Transformation highlights the work post City First Change Programme to show how the force is changing the way it works in terms of the culture, equipping itself with the most appropriate tools for the job, agile working, the working environment and updated IT platforms.

Building Trust and Confidence – the policing service generally has come under some flak and public confidence in the police has fallen as a result. This section shows what the force has been doing to instil trust and confidence in its communities through integrity, engagement, increasing satisfaction levels and delivering results.

Operational Success – this section deals with how the force is working and performing against its priorities and includes operational highlights such as Op Rico, work we've done around our road safety targets, and achievement through professionalism and dedication.

Leading the Police Service Fight against Economic Crime - including the work of the fraud teams, the sponsored units (and their highlights), Action Fraud, combating fraud through the use of intelligence and combating fraud through training and development.

3. The report also contains statistical information, highlights of the year and forewords by both the Chairman and the Commissioner.
4. No new photography has been especially commissioned for this report, which has relied on images taken previously and throughout the year.

5. It is recommended that the Annual Report be printed in full colour, A4 in size and printed on matt-silk finished, recycled paper. The report will be available upon request in different languages, Braille and large type formats, and this will be stipulated at the back of the report. It will also be available as a PDF download.

Conclusion

6. The Annual Report is a corporate document which provides a record of the Force's achievements in the preceding year as well as providing some signposts towards the future.

Contact:

Tracey Woods

Public Relations Manager

Corporate Communications Dept

020 7601 2285

Tracey.woods@cityoflondon.pnn.police.uk

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Committee(s):	Date(s):
Community and Children’s Services	– For decision 13 June 2014
Health and Wellbeing Board	– For information 30 May 2014
City of London Police Committee	– For information 23 May 2014
Port Health and Environmental Services Committee	– For information 13 May 2014
Subject:	Public
Homelessness Strategy 2014–2019	
Report of:	For Decision
Director of Community and Children’s Services	
Summary	
<p>This report seeks approval from Members for the Homelessness Strategy 2014–2019.</p> <p>The Homelessness Act 2002 requires the City of London to review homelessness in its area and develop a local strategy every five years. This report introduces to Members the third City of London Homelessness Strategy developed in response to this legislative requirement.</p> <p>The strategy identifies five strategic priorities developed through consultation with Members, external and internal stakeholders, and users of homeless services in the City or supported by the City. These are:</p> <ul style="list-style-type: none"> • preventing homelessness • ending rough sleeping • increasing the supply of and access to accommodation • delivering outstanding integrated services • improving the health and wellbeing of homeless people. <p>For each priority the strategy identifies what will be done to address the key challenges of that priority. The nature and complexity of homelessness is such that delivery of this strategy will require the commitment, response and resources of a number of partner agencies and City of London services – including policing, health providers, environmental services, voluntary sector providers and a range of services within the Department of Community and Children’s Services.</p> <p>A separate action plan will be developed to support the implementation of the approved Homelessness Strategy and monitor its progress. This action plan will be refreshed annually.</p>	

Recommendation(s)

Members are asked to:

- approve the Homelessness Strategy.

Main Report

Background

1. The Homelessness Act 2002 requires local authorities to review and renew their homelessness strategy every five years. The purpose of this strategy is to set out the City of London's priorities. These will govern a framework within which the City and its partners can deliver better outcomes for individuals who are homeless or at risk of homelessness.
2. The City of London's Homelessness Strategy 2014–2019 has been developed to replace the previous strategy approved by Grand Committee in 2008. It also replaces and incorporates the previous Rough Sleeping Strategy. The strategy sits alongside the Housing Strategy, Housing Allocations Policy and Health and Wellbeing Strategy in setting out the City of London's comprehensive response to homelessness.
3. The City's Homelessness Strategy will govern our approach for five years. However, in a period of emerging policies and economic change, it is vital that it remains responsive. For that reason it will be underpinned by a separate action plan that will be refreshed annually. This is currently being developed.

Current Position

4. The incidence of homelessness in the City of London is atypical in that there are relatively high levels of rough sleeping, but low levels of statutory homelessness (applications from families and individuals seeking local authority support under the provisions of the Housing Act 1996).
5. Across 2012–2013 284 people were recorded sleeping on the streets of the Square Mile of whom 112 (39 per cent) were seen rough sleeping for the first time. In the same year, the City took 37 applications from households who were homeless or at risk of homelessness and accepted a duty to house 20. A further 70 households were given housing advice to prevent or end homelessness.
6. Rough sleeping and wider homelessness are increasing across London. In 2012–2013 rough sleeping in the capital rose by 13 per cent: in the same period the City of London experienced an increase of 14 per cent.

7. There is a commitment at a national, regional and sub-regional level to tackle homelessness. This commitment is echoed in the City of London and articulated through its achievements, Homelessness Strategy and delivery of services.
8. Since the last Homelessness Strategy the City of London has increased opportunities to find homes in the private rented sector, helped families at risk of homelessness through its Troubled Families Project, supported innovative partnership projects to tackle rough sleeping such as pan-London Personalisation and the Lodge, and recommissioned independent advice for City residents and workers in need of support.

Proposals

9. A draft City of London Homelessness Strategy has been prepared for Members' consideration (see Appendix 1). It was developed through consultation with key stakeholders, including Members, teams across the Department of Community and Children's Services, Built Environment, the Community Safety Partnership, the City of London Police Service, health providers, voluntary sector services, neighbouring boroughs and those who have experienced homelessness and those who remain homeless in the City.
10. The strategy also draws on the successes, learning and changing environment that have been experienced within and beyond the City since the last strategy was produced. It highlights the five priorities:
 - preventing homelessness
 - ending rough sleeping
 - increasing supply of and access to accommodation
 - delivering outstanding integrated services
 - improving the health and wellbeing of homeless people.
11. Under each priority, the strategy states 'we will'. The 'we' does not refer to the City alone. It is instead a reference to the broad range of partners – City services, outreach services, health services, the City of London Police, businesses and others – who have a role in delivering better outcomes for those who are homeless or at risk of homelessness.
12. Where the City is responsible, it will lead on the delivery of actions, and where partners are responsible, the City will work to co-ordinate and support delivery where necessary. The City will lead on monitoring the implementation of this strategy and reporting its progress.
13. The City will develop the action plan that supports this strategy and that delivers the commitments made under each priority. Many of the actions will replicate the commitments set out in the strategy but will provide greater detail of the lead, timescales and measurable outcomes. Further detailed actions will be a product of initial actions to review process and services. Others will respond to emerging trends or changes in resources or legislation.

14. The action plan will be refreshed annually. Its delivery will be monitored by the leadership team of the City's Department of Community and Children's Services, and reported to its Grand Committee.
15. The development of the strategy has been subject to an Equalities Impact Assessment which is attached as Appendix 2. Where target equality groups are over-represented in homelessness it is believed that the implementation of the Homelessness Strategy will benefit these groups positively. The City of London uses a range of specialist support agencies to meet the needs of equalities groups such as those from particular migrant communities or the lesbian, gay, bisexual and transgender community. It is acknowledged that the collection of monitoring information could be improved.

Corporate and Strategic Implications

16. The City's Corporate Strategy seeks a world class City which supports our communities through the appropriate provision of housing, and supports a safer and stronger City through supporting community cohesion. This Homelessness Strategy supports the delivery of that vision, the delivery of the Corporate Plan that underpins it, and the City's drive to deliver high-quality, accessible and responsive services benefiting its communities, neighbours, London and the nation.
17. The City's Homelessness Strategy sits alongside other Community and Children's Services strategies including the Housing Strategy, Housing Allocations Policy and the Health and Wellbeing Strategy.

Other Implications

18. Homelessness is driven by a number of factors. Most of these are beyond the control of the City of London or any local authority. As such the demand and implications for services can be hard to predict.
19. Rough sleeping, in particular, requires the input of a range of partner organisations from within and outside the City. The co-operation of City of London Adult Social Care, the police, health, Built Environment and housing services is necessary for the delivery of the Homelessness Strategy. Therefore the strategy has implications for the resources of these teams and organisations, and calls upon them will need to be negotiated and agreed.
20. The Comptroller and City Solicitor has been consulted and has no additional comment. There are no additional financial or HR implications arising from this report.

Conclusion

21. The City of London Homelessness Strategy 2014–2019 sets out a five-year vision to deliver better outcomes for those who are homeless and those at risk of becoming so. Through broad consultation it has identified the City’s strategic priorities for tackling homelessness, the outcomes sought in relation to those priorities and the actions to deliver them. Its approval by Members will give direction to the range of partners necessary for its delivery and to secure its implementation.

Appendices

- Appendix 1 – Draft City of London Homelessness Strategy 2014–2019
- Appendix 2 – Equalities Impact Assessment

Simon Cribbens

Policy Development Manager – Housing and Social Care

T: 020 7332 1210

E: simon.cribbens@cityoflondon.gov.uk

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The City of London Corporation Homelessness Strategy

2014–2019

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The City of London Corporation Homelessness Strategy

2014–2019

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1. Introduction

Homelessness presents most obviously in the City of London among those seen sleeping rough on the streets or in the doorways of the Square Mile. However, homelessness is wider than rough sleeping, and includes those hidden from view who may sleep on a friend's sofa or in a squat. It can also include those who have a roof over their head, but one under which it is not safe to remain, or those who occupy a home that is unsuitable due to severe overcrowding.

Homelessness is experienced by single people, couples and families with children. It can be a consequence of personal circumstances such as ill health and family breakdown, or wider issues such as unemployment and housing shortage.

Being without a home can have significant negative impacts on employment, education, health and wellbeing. In its worst manifestation – rough sleeping – homelessness can result in lasting damage to physical and mental health, and premature death. Homelessness can also have significant costs to society and the public purse.

The City of London Corporation ('the City') is committed to tackling homelessness. This commitment is articulated below in the five strategic priorities that will drive our response and services over the coming years. These are:

- preventing homelessness
- ending rough sleeping
- increasing supply of and access to accommodation
- delivering outstanding integrated services, and
- improving the health and wellbeing of homeless people.

In pursuing these priorities the City will continue to find innovative and practical ways to help those who are at risk of homelessness or find themselves without a home. Integral to this approach is the strength of the partnerships within the City itself, and with our statutory and voluntary sector partners. This Homelessness Strategy sets out a framework within which those partnerships can continue to thrive in order to deliver better outcomes for individuals, and more efficient and effective services.

The City's Homelessness Strategy will govern our approach for five years. However, in a period of emerging policies and economic change, it is vital that it remains responsive. For that reason it will be underpinned by a separate action plan that will be refreshed annually.

2. Strategic context

National context

The current Government has set out a clear commitment to tackling homelessness. In its housing strategy, *Laying the foundations: A housing strategy for England* (November 2011), the Government states:

...tackling homelessness is a key priority for the Government. We recognise that this will be a demanding task over the next few years, as the legacy of the recession continues to bite. We know that statutory homelessness

acceptances are rising and there are signs that rough sleeping is increasing in key areas such as London.

The pressure recognised in this strategy underpinned the publication of the first report of the ministerial working group on preventing and tackling homelessness – *Vision to end rough sleeping* – and the follow-up policy paper – *Making every contact count: A joint approach to preventing homelessness*.¹ The latter sets out ten local challenges to local authorities and their partners to:

- adopt a corporate commitment to prevent homelessness which has buy-in across all local authority services
- actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs
- offer a housing options prevention service to all clients, including written advice
- adopt a No Second Night Out model or an effective local alternative
- have housing pathways agreed or in development with each key partner and client group that include appropriate accommodation and support
- develop a suitable private rented sector offer for all client groups, including advice and support to both client and landlord
- actively engage in preventing mortgage repossessions, including through the Mortgage Rescue Scheme
- have a homelessness strategy which sets out a proactive approach to preventing homelessness and is reviewed annually to be responsive to emerging needs
- not place any young person aged 16 or 17 in bed and breakfast accommodation, and
- not place any families in bed and breakfast accommodation unless in an emergency and for no longer than six weeks.

In meeting these challenges it is the Government's intention that local authorities should deliver 'Gold Standard' services to those who are homeless or at risk of homelessness.

The Government's policy ambitions are set out in a context of legislative change and significant financial pressure in the public sector. The Localism Act 2011 introduced a number of freedoms and flexibilities with the potential to significantly change local approaches to tackling homelessness and meeting housing need. These include the power for local authorities to fully discharge their duty to secure accommodation for homeless households through an offer of suitable accommodation in the private rented sector. It also introduced the freedom for an authority to decide whether to continue operating an open housing register or introduce local eligibility criteria to determine who qualifies for social housing.

Alongside these reforms, the Government is also undertaking a radical reform of the welfare system. The reforms, aimed at creating a fairer system that better incentivises work, have – among other changes – introduced caps on the total amount of benefit payable to households. In London this change may restrict access to the private rented sector for larger households in housing need.

¹ www.gov.uk/government/publications/making-every-contact-count-a-joint-approach-to-preventing-homelessness

Regional context

The Mayor of London's *London Housing Strategy* (February 2010) sets out his regional priorities and policies for housing in the capital.² The housing policies and strategies for local authorities in London are required to be in 'general conformity' with the Mayor's strategy. The Mayor has since published a revised draft, *Homes for London: The Draft London Housing Strategy 2013*, for consultation with the public.³ Both documents set out clearly the Mayor's commitments to tackling homelessness and ending rough sleeping in the capital.

The Mayor has set out his support for the Government's social housing reform agenda. He recognises that the reform will give local authorities far more say over how and to whom their social housing is allocated and will give greater flexibility in how they prevent and deal with homelessness. His strategy also recognises the importance of the private rented sector in providing for households in housing need, including those who are homeless. However, his draft strategy expects a balanced approach, which provides opportunity for homeless households in both the private and the social sector. He is also committed to increasing the number of affordable homes to buy and to rent, in order to tackle growing waiting lists, homelessness and overcrowding.

In his first term, the Mayor committed to end rough sleeping by the end of 2012. Significant progress was made towards this target, including within the City. However, his ambition that no one should live on the streets, and that no one arriving new to the streets should spend more than one night out, has not been fully met. Despite this, the Mayor has made clear that his commitment to end rough sleeping remains. This was supported by the establishment of the Mayor's Rough Sleeping Group in 2013, a strategic grouping of mainly central London authorities, of which the City is a core member.

City context

The City's Corporate Strategy seeks a world class City which supports our communities through the appropriate provision of housing, and supports a safer and stronger City through supporting community cohesion. This strategy supports the delivery of that vision, the delivery of the Corporate Plan that underpins it, and the City's drive to deliver high-quality, accessible and responsive services benefiting its communities, neighbours, London and the nation.

The City's Homelessness Strategy sits alongside the Housing Strategy and Housing Allocations Policy. The Housing Strategy includes within its strategic aims a commitment to:

- increase the supply of homes
- make better use of existing homes
- prevent homelessness
- address the impact of welfare reform
- improve access to support, and
- reduce rough sleeping.

² www.london.gov.uk/sites/default/files/archives/uploads-Housing_Strategy_Final_Feb10.pdf

³ www.london.gov.uk/priorities/housing-land/consultations/draft-london-housing-strategy

As such, the Housing Strategy is critical to the delivery of the priorities set out within this strategy. However, the nature of homelessness and rough sleeping in the City means that this strategy cannot be delivered in isolation of the City's wider role and strategic priorities. Therefore it integrates with, and supports the delivery of, a number of the City's strategies and policies, including:

- **City Together Strategy: The heart of a world class city 2008–2014**, which identifies the challenge of supporting our communities, including those experiencing homelessness and rough sleeping
- **Corporate Plan 2013-17**, in which responding to the implications of welfare reform, the Localism Act, and NHS and public health reforms is a key priority
- **Department of Community and Children's Services Business Plan**, in which protecting and safeguarding vulnerable people through better prevention and early intervention is a priority
- **Joint Health and Wellbeing Strategy**, in which improving the health and wellbeing of those who are homeless and sleeping rough is identified as a priority, and which sets out plans to reduce health inequalities between local communities, and
- **Safer City Partnership Plan 2013-16**, which sets out the City's response to domestic abuse, a significant cause of homelessness, and anti-social behaviour.

In addition to ensuring that the cross-cutting approach to preventing and tackling homelessness and rough sleeping is reflected in its key strategic documents, the City has also established a Rough Sleeping Strategy Group to ensure the delivery and responsiveness of these commitments. The group brings together key internal and external partners including Adult Social Care, the City's outreach provider, the City of London Police, local clergy and health partners. The People Division of the Department of Community and Children's Services uses its Senior Management Team meetings to provide a multidisciplinary approach to tackle specific complex cases. Oversight of this work and the wider approach to homelessness is provided by the City's Community and Children's Services Grand Committee.

3. Background, housing need and homelessness in the City

Place and population

The City of London is both the historical and the geographical heart of the capital, bordered by seven central London boroughs. At just one square mile in size it is the world's leading international financial centre, with more than 6,000 businesses, and is also an important visitor destination and transport hub.

The number of people usually resident in the City is around 7,400, with an additional 1,400 people who have a second home in the City but live elsewhere. Over the last decade, population growth has been slow, but it is projected to accelerate and reach 9,190 by 2021.

The City has 4,390 households and large numbers of people of working age. Compared with Greater London there is a greater proportion of people aged between 25 and 69 and fewer young people aged below 18 years. Only 10 per cent of households have children, compared with around 30 per cent for London and the

rest of the country. Average household size is small, and many people (56 per cent) live alone.

The City's population is predominantly white (79 per cent), with the second largest ethnic group being Asian (13 per cent). This group – which includes Indian, Bangladeshi and Chinese populations – has grown over the past decade. The City has a relatively small black population compared with the London-wide population and England and Wales.

This resident population is dwarfed by the City's daytime working population which, at more than 383,000, is some 50 times larger than the resident one. This is projected to grow to 428,000 by 2026.

Housing need

The housing market within the City reflects its unique size and economy and the mobility of some sectors of the population. A large private rented sector provides homes to about 34 per cent of City households; around 19 per cent of households live in social rented housing, and 42 per cent of homes are owner-occupied. As with much of central London and beyond, demand for housing in all tenures outstrips supply. Prices are among the highest in the capital and are increasing faster than wage growth. Private sector rent levels in the City are beyond the reach of any households on benefits.

Demand for the City's social housing is high, with more than 1,000 households on the housing register (waiting list). Overcrowding is a challenge for the City, with around one in three of all households within its boundaries living in accommodation lacking one or more rooms. Of those households on the City's housing register, 326 are overcrowded. In addition to the impacts that overcrowding can have on health and child development, it can also trigger homelessness. It is an issue that also has a disproportionate impact on black and minority ethnic households.

Homelessness

Its location, size, population and boundaries inform the nature of the City's homelessness challenge. Homelessness and housing needs arise among the City's resident population and its working population. Many who are already homeless, particularly those who sleep rough, come to the City's streets drawn by the busy transport hubs or quieter nighttime environment of the non-residential areas.

The most harmful and most obvious manifestation of homelessness is rough sleeping. However, local authorities also assist households who are homeless (but not street homeless) or who are threatened with homelessness. Some may apply for assistance and in certain circumstances a local authority will have a legal duty to secure accommodation for them. Others at risk of homelessness, or dealing with issues that can easily lead to homelessness, will often seek housing advice from independent agencies as well as the City's services.

Homeless households

The City's Housing Needs and Homelessness services provide advice and assistance to those in housing need, and undertake formal assessments of homelessness

applications to determine whether the City must provide assistance under current legislation.

In 2012/13 the City took 37 applications from households who were homeless or at risk of homelessness. The number of applications has increased in the last two years and is set to continue at this level in 2013/14. The majority of those who approach the City for assistance have a local connection based on employment rather than residency. Of those who applied for assistance in 2012/13, 20 were both homeless and in priority need, and the City accepted a duty to secure settled accommodation.

The City also provided temporary accommodation to 25 households who were either homeless applicants pending a decision on their case, or those whom the City had a duty to house and who were awaiting an offer of settled accommodation. The City is rarely able to provide temporary accommodation within its boundaries, but the majority of temporary accommodation stays are less than six months in duration.

Advice services commissioned by the City provided assistance to 19 people at risk of homelessness in 2012/13. The most common issue they dealt with was rent arrears in both social and private rented sector housing. In addition, the City's Housing Needs and Homelessness teams provided advice and assistance to prevent or end the homelessness of a further 51 households.

Rough sleeping

The rough sleeping population is often very transient, and therefore levels of rough sleeping in the City cannot be separated from trends and issues experienced in London as a whole.

In the last four years, the number of rough sleepers seen in the capital has increased dramatically, from 3,472 in 2008/09 to 6,473 in 2012/13.⁴ During this period both the number and proportion of rough sleepers from Central and Eastern Europe have increased dramatically, and Central and Eastern European nationals now account for more than a quarter of those seen on the streets.

Over the course of 2012/13, outreach teams recorded a total of 284 people sleeping rough in the City – the sixth highest total in the capital.⁵ Of these people, 112 (39 per cent) were new to the streets of London, another 112 (39 per cent) were longer-term rough sleepers who had been seen both in the reported year and in the year before, and 60 (21 per cent) were those who had returned to the streets after a period away. Of those who were new to the streets, 50 per cent were seen just once. The vast majority of those met were male (94 per cent), and 85 per cent were aged between 25 and 55 years. In line with the regional trend, the City has experienced a growth in rough sleepers from European countries (other than the UK), with Central and Eastern European nationals accounting for 28 per cent of those seen on the streets.

4. Progress since the last strategy

⁴ www.broadwaylondon.org/CHAIN/Reports/S2h2013/Street-to-Home-report-2012_20132.pdf

⁵ www.broadwaylondon.org/CHAIN/Reports/S2h2013/Street-to-Home-report-2012_20132.pdf

Much has been achieved since the publication of the City's last homelessness strategy, including:

- enhanced private rented sector opportunities for families and single people through the City Rent Deposit Scheme, Real Lettings⁶ and the East London Housing Partnership's Single Homelessness Project⁷
- the development and expansion (in partnership with Broadway) of the Personalised Budget project, which has succeeded in bringing 20 of the City's most entrenched long-term rough sleepers off the streets
- the development (in partnership with St Mungo's) of The Lodge – an innovative accommodation scheme designed to meet the needs of London's most entrenched rough sleepers
- accommodating 657 people who slept rough in the City and reconnecting a further 267 to advice and services in their home area over the last five years
- moving from having London's third highest annual rough sleeping count in 2007/08 to the sixth highest in 2012/13
- supporting Broadway to deliver an innovative programme of week-long 'pop-up hubs' to provide rapid intervention and support for those sleeping rough in the City which have succeeded in accommodating 25 people
- joint work to design out rough sleeping hotspots and areas that are inaccessible to support workers
- delivery of a Troubled Families project to support households in need of support, including those at risk of eviction
- development of processes and guidance to support care leavers establishing a tenancy
- meeting the City's duty to provide temporary accommodation without placing any young people into bed and breakfast accommodation, and ensuring that no family placed in bed and breakfast accommodation spends more than six weeks in this emergency accommodation
- recommissioning independent advice services for City residents and workers, and
- expanding tenancy support provision to vulnerable households in City of London housing.

5. Developing this strategy

This strategy has been developed through consultation with key stakeholders, including those who have experienced homelessness and those who remain homeless in the City. Others consulted include the following.

Internal:

- Members of the Court of Common Council of the City of London Corporation
- Adult Social Care
- Built Environment
- Children's Social Care
- City of London Police
- Community Safety Partnership
- Early Years and Education
- Housing
- Public Health

⁶ For information on Real Lettings, see www.reallettings.com/

⁷ For information on the Single Homelessness Project, see www.lbbd.gov.uk/elhp/pdf/SHP-Plan.pdf

- Substance Misuse Partnership

External:

- Broadway
- East London NHS Foundation Trust
- London Borough of Tower Hamlets
- London Probation Trust
- Pathway Homeless Team, Royal London Hospital
- Providence Row
- Providence Row Housing Association
- Toynbee Hall
- Westminster City Council

The strategy also draws on the successes, learning and changing environment that have been experienced within and beyond the City since the last strategy was produced.

This process has identified five key priorities, set out in the section below. For each priority, we set out the issues and challenges the City experiences, what the implementation of this strategy will achieve in addressing that priority, and what will be done to secure those achievements.

No homelessness strategy can be delivered by one organisation. Where under each priority the strategy states 'we will', the 'we' does not refer to the City alone. It is instead a reference to the broad range of partners – City services, outreach services, health services, the City of London Police, businesses and others – who have a role in delivering better outcomes for those who are homeless or at risk of homelessness. Where the City is responsible, it will lead on the delivery of actions, and where partners are responsible, the City will work to co-ordinate and support delivery where necessary. The City will lead on monitoring the implementation of this strategy and reporting its progress (see section 7).

6. Priorities

Priority 1: Preventing homelessness

Why this is a priority:

Homelessness has significant social and financial costs. For families and individuals, homelessness impacts on health, wellbeing, education and employment – impacts that can have lasting consequences for individuals and society. The cost of homelessness to the public purse is also considerable. For the City, providing temporary accommodation and support to homeless families dislocated from their community and support networks can be very costly. Where those who have been helped off the City's streets return to rough sleeping, this places further burdens on outreach services and the resources of partners such as mental health services and the police. Therefore preventing homelessness is a key priority.

Homelessness prevention ranges from early identification and intervention to crisis responses. Identifying those at risk can be challenging, as they may not approach specialist services or recognise the potential to lose their home. For that reason it is

imperative that services across the City are able to identify risk and respond or signpost appropriately as early as possible.

Key challenges:

- In 2012/13, 110 people approached the City for housing advice and support.
- The most common reason for loss of last settled address for households making homeless applications to the City is that family or friends are no longer willing or able to accommodate.
- Some 21 per cent of rough sleepers met in the City in 2012/13 had returned to the streets after a period away.
- A total of 65 City tenants were affected by changes that reduced their welfare benefits – changes that may also impact on some low income workers in the Square Mile.

What we will achieve:

The City will maximise the potential to prevent homelessness by:

- delivering accessible services
- providing effective housing advice and information, and
- supporting people to stay in their homes.

What we will do:

Accessible services

We will:

- review access routes and referral mechanisms to the City's Housing Needs and Homelessness services to ensure that they are clear and customer focused
- provide a free, confidential and independent advice and information service for residents, workers and students in the City who need support with issues such as employment, relationships, benefits and housing, and
- offer phone-based, internet-based and face-to-face housing options advice and homelessness prevention services.

Effective housing advice and information

We will:

- review and improve information on the City's website relating to housing need, housing options and homelessness
- offer tailored support and information to tenants affected by changes to welfare benefits in order to mitigate any negative impacts
- improve recording and data monitoring of housing waiting list and homelessness applicants, and housing advice needs, to inform the design and delivery of services, and
- provide signposting and written advice and assistance to homeless people whom the City does not have a duty to house.

Supporting people to stay in their homes

We will:

- identify vulnerable City tenants at risk of homelessness through joint working between Housing and Adult and Children's Social Care services
- use our Tenancy Support Team to co-ordinate the input and support of services to help to sustain tenancies at risk
- expand the scope of the Tenancy Support Team across landlords and tenures
- develop and promote our Good Neighbour Scheme to provide informal support and earlier opportunities for intervention for City tenants who may be vulnerable
- develop and promote the Befriending Scheme for clients of the City's Adult Social Care services in all tenures to provide informal support and earlier opportunities for intervention
- promote skills and employment as a means to prevent homelessness, sustain housing and increase housing options
- review our protocol for housing management services to ensure that we trigger appropriate interventions and support at the earliest stage for those at risk of eviction
- work with the City's Housing and Adult Social Care Group and Adult Wellbeing Partnership Board to drive continuing integration of services to support vulnerable adults to prevent homelessness and sustain tenancies
- prevent family breakdown and tackle other issues that may result in homelessness through the work of our Children and Families service
- develop a financial inclusion approach for tenants to ensure that they minimise the risk of financial difficulties
- develop a domestic abuse policy to improve multi-agency working and strengthen awareness, responses and support across City services encountering those experiencing domestic abuse
- revise the City's approach to managing anti-social behaviour in its housing to ensure effective intervention to prevent eviction, and
- ensure that there is support for former rough sleepers to help sustain their life away from the streets.

Case study - tenancy sustainment

P fled his home country and arrived in Britain without a legal guardian. P was allocated to the City of London as an unaccompanied minor in need of support. The City was unable to arrange a secure family placement for P, but did arrange specialist accommodation including a two year stay at a foyer for young people.

At the end of this period of care, P was given a tenancy in a City of London property, and provided with support to help establish independence. Support was reduced and finally ended when P appeared fully independent.

P was referred to the City's Tenancy Sustainment Team when rent arrears threatened eviction. The worker supporting P discovered that P's benefits had been stopped and this had led to rent arrears and triggered severe self-neglect. The worker suspected P had underlying mental health issues, which were subsequently diagnosed. Adult Social Care services provided advice and emergency funding.

P engages well with the Tenancy Sustainment Team. They helped P claim benefits for those unable to work and have appealed the sanctions that saw Job Seekers Allowance stopped. They have helped reduce other debts and agreed a payment plan to repay rent arrears and end the risk of eviction. P is engaging with mental health services and now wants to find work.

Priority 2: Ending rough sleeping

Why this is a priority:

Rough sleeping is the most acute and visible form of homelessness, and an issue that remains a challenge within the City of London and beyond. Those who find themselves homeless on the streets are intensely vulnerable to crime, drugs and alcohol and at high risk of physical and mental illness, and premature death. Many people will come to the streets with complex personal issues; some have limited entitlement to services, or a connection to areas far from where they are sleeping rough; and some are resistant to and refuse the support that is available to them. For those who continue to sleep rough, the aim of returning to a stable life in their own home becomes harder to achieve the longer they call the streets their home.

In addition to the impact on individuals, rough sleeping can also have negative impacts on the wider community. The presence of rough sleepers can act to draw others – often the vulnerable – to the streets. For those who live, work or learn in the City, the presence of rough sleepers, beggars and street drinkers can be intimidating, and may undermine their confidence in local support services and the police. Rough sleeping can also impact negatively on specific areas, and may damage business and tourism.

For these reasons the City shares the Mayor of London's ambition to end rough sleeping. It is imperative that a night on the streets does not lead to a lifetime of rough sleeping, and no one should call the streets of the City their home. Ending rough sleeping will require continued partnership and effective collaboration with neighbouring boroughs, voluntary sector providers, health services, the City of

London Police, adult social care services and others. Tackling rough sleeping, especially among those who are entrenched, chaotic or stuck in substance misuse requires more than offering support. Active enforcement, coupled with assertive outreach, is a key factor in reducing numbers by encouraging the take-up of services and accommodation. Within the City there are examples of how such an approach has positively transformed the lives of individuals who had previously spent years sleeping rough.

Key challenges:

- The number of new rough sleepers coming to the streets of London increased by 14 per cent in the last year.
- The success of the City's work with entrenched, older rough sleepers has seen the profile of the rough sleeping population change over recent years to one that is younger.
- Transiency, lack of local connection, accommodation pressures and mainstream models of service delivery make tackling complex and multiple health needs challenging and potentially very costly.
- In the last year, ten people sleeping rough in the City required a Mental Health Act assessment due to concerns about their mental ill health.

What we will achieve:

The City will work in partnership to provide a range of services that:

- deliver a rapid response to those who are new to the streets, to prevent them from spending a second night out
- prevent the return to rough sleeping of those who have been helped to leave the streets
- ensure that no one calls the streets of the Square Mile their home, and
- develop approaches that cut across services, policies and partners to support our vision to end rough sleeping.

What we will do:

No second night out for new rough sleepers

We will:

- provide outreach coverage in the City with the capacity to respond every day of the week
- deliver local responses to prevent new rough sleepers spending a second night on the streets and work proactively and co-operatively with the pan-London No Second Night Out service
- monitor and set targets to increase the proportion of new rough sleepers prevented from spending a second night out
- develop a clear service offer and approach focused on voluntary reconnection for those from European countries, and
- promote the No Second Night Out helpline and StreetLink online reporting tool to provide an opportunity for the public and business to report concerns about rough sleepers.

Preventing return to the streets

We will:

- work with the London-wide rough sleeping Social Impact Bond targeted at those who return frequently to the streets, to secure more sustainable outcomes for that group in the City
- examine the scope of the City's outreach team to provide transitional support to those placed in accommodation who are at risk of eviction or abandonment
- provide tenancy support to rough sleepers housed independently in the City's housing stock, and
- work with our partner services, including local day centres, to ensure that those who have slept rough develop the skills, such as those focused on employment, to sustain life away from the streets.

Ensuring that no one lives on the streets

We will:

- deliver specialist accommodation targeted at the most entrenched rough sleepers
- continue to use personalisation as an approach to help the most entrenched engage with services
- ensure that none of those identified within the 'Rough Sleeping 205' for whom the City is responsible are sleeping rough by the end of 2014, and
- partner with the Home Office and City of London Police to work with those who are not UK nationals who may need regularisation or Home Office enforcement action to resolve their rough sleeping.

Cross-cutting actions

We will:

- undertake a review of the accommodation pathway, including move-on options, available to meet the varying and sometimes complex needs of rough sleepers in the City
- maintain an assertive and consistent approach to outreach working
- review the needs of former rough sleepers in supported living accommodation to ensure that their needs are being met most appropriately
- work with the City's clergy to develop the contribution of churches to tackling rough sleeping and strengthen their links with services
- adopt and develop best practice in police liaison and joint working with City mental health services
- review with the Safer City Partnership the role of, approaches to and use of enforcement action to tackle rough sleeping
- review and develop integrated approaches for rough sleepers needing intervention from substance misuse, mental health or other adult social care services to ensure clarity of processes, responsibilities and roles
- foster and support further innovation in service provision
- discourage and disrupt begging and other behaviours that may sustain people on the streets, and those that cause nuisance

- work with the business and resident community to improve their knowledge of services, provide opportunities to support services, and develop shared solutions to rough sleeping issues, and
- work with the City Health and Wellbeing Board to improve the health of rough sleepers (see priority 5).

Case study - rough sleeping

J first slept rough in the City in 2008. Like many who sleep rough, J's life history is complex and troubled – involving periods of care, self-harm and domestic abuse. J was, and remains, a user of heroin and crack cocaine – begging to provide the £200 a day spent on drugs. J's history of drug use has resulted in serious physical illness including lasting liver damage.

J has been accommodated a number of times. The City provided a home, but arrears, refusal to engage with support, and problematic behaviour led to eviction. J was subsequently provided with specialist accommodation, but refused to live there. J later settled into a hostel for two years, but arrears, refusal to engage with support, and finally an assault led to another eviction

A number of specialist agencies are working in the City and Tower Hamlets to provide support. J is once again in temporary accommodation, is claiming benefits and has been prescribed methadone – all of which has resulted in much reduced drug use and begging. J is awaiting a more settled home.

Priority 3: Increasing supply of and access to accommodation

Why this is a priority:

Accessing accommodation is crucial to both preventing and resolving homelessness, whether through providing a long-term home, or through providing interim or specialist accommodation from where a more lasting solution can be achieved. However, accessing accommodation in the capital can be very difficult, as demand is high, and in many parts of London house prices and private rents are beyond the reach of those on low incomes. Within the City the supply of housing of any tenure is scarce and the ability to increase supply is extremely limited.

To meet its legal duty to house certain homeless households, the City makes use of homes that become available in its stock of affordable social housing. However, the number of vacant properties each year is limited, and those that become available cater for a range of housing needs groups. Where the City is required to provide interim temporary accommodation for a prolonged period pending an offer of a long-term home, this can be costly to the authority and detrimental to the household.

For those seeking move-on from hostels to independent living, or households seeking advice on housing options, the private rented sector (PRS) is the primary offer. For

City services, this inevitably means supporting access to the PRS outside its boundaries.

The localisation of revenue funding for hostels and supported housing to local authorities, and the current funding constraints faced, have resulted in a loss of accommodation available to those with little or no local connection. This impacts particularly on rough sleepers, who are often transient and gravitate to central London areas where they have little connection.

Trends across London would suggest that demand from homeless households for accommodation – whether temporary accommodation, specialist provision (such as hostels and supported housing) or longer-term homes – is rising: latest figures show a 13 per cent rise in the number of households accepted as homeless by local authorities in the capital.⁸ While the City has not experienced the dramatic increases in homelessness that some London boroughs have faced, demand has not diminished and is likely to increase in the future.

Key challenges:

- In 2012/13 the City had 117 properties become available for allocation (of which five were new build).
- The City's size means that there are very limited opportunities to develop additional affordable housing.
- Increasing private sector rents and limits to the Local Housing Allowance payable have resulted in many areas becoming unaffordable to those on benefits.
- Competition for housing in London is great across all tenures and areas.

What we will achieve:

The City will increase the supply of, and access to, accommodation by:

- developing more affordable homes within and outside its boundaries
- making greater use of the PRS to meet housing needs
- investing in specialist provision for rough sleepers, and
- improving access to and increasing the range of suitable temporary accommodation options.

What we will do:

More affordable homes

We will:

- use the City's Section 106 receipts to build additional affordable housing on land available on estates within the Square Mile, and on the City's estates in neighbouring boroughs
- acquire or seek partnership to access land in other boroughs to develop affordable housing schemes, and
- tackle unlawful occupancy within the City's social housing stock to maximise the number of properties available to let.

⁸ www.gov.uk/government/publications/statutory-homelessness-in-england-july-to-september-2013

Greater use of the PRS

We will:

- review the City's Rent Deposit Scheme to explore its potential to support more private sector tenancies
- use the flexibilities granted through the Localism Act 2011 to make greater use of the PRS to meet the City's duty to house some homeless households and develop a protocol to underpin this use, and
- work with partners to increase the PRS opportunities for those in need.

Invest in specialist provision for rough sleepers

We will:

- invest in specialist move-on accommodation targeted at former long-term rough sleepers accommodated in the Lodge project, and
- undertake a review of the accommodation pathway, including move-on options, available to meet the varying needs of rough sleepers in the City.

Access to and range of temporary accommodation

We will:

- undertake a review of temporary accommodation options available and where necessary increase the options available to the City, and
- review procurement processes to ensure timely access to temporary accommodation.

Priority 4: Delivering outstanding integrated services

Why this is a priority:

The risk of or experience of homelessness is traumatic, and can impact on the wellbeing of individuals and families, often dislocating people from support and stability. Many of those whom the City helps have complex needs – whether in terms of their housing, health, lifestyle or personal circumstances. Help for individuals and families may require input from specialist advice agencies, social care teams and outreach workers in addition to the work of the City's homelessness services.

Many of those who approach the City for help will be guided to help themselves, while others will need more intensive support. Given the limited housing supply in the City and the limited local connection of many who are homeless in the Square Mile (particularly those who sleep rough), resolving homelessness will usually require help to access housing outside the City's boundaries or to reconnect to areas where there is entitlement to services.

Preventing homelessness is a priority. To achieve this, it is imperative to identify those at risk of homelessness at the earliest stage in order to provide appropriate support and advice services. This requires professionals across disciplines and organisations to be able to identify the risk of homelessness, and know how best to respond.

Key challenges:

- Those who are homeless or at risk of homelessness may seek help from a range of services and organisations both inside and outside the City.
- Homelessness is not just about accommodation, but frequently takes in a range of complex personal factors and/or wider structural factors such as the economy or service provision.

What we will achieve:

The City will deliver outstanding integrated services by:

- striving for continuous improvement in frontline housing services
- integrating services through improved processes, protocols, communications and information sharing, and
- developing and strengthening effective partnerships within and beyond the City of London.

What we will do:

Continuous improvement

We will:

- review the systems and processes of the Housing Needs and Homelessness team to identify opportunities to improve delivery
- commit to become a Gold Standard⁹ authority and use the resources and tools made available through this scheme to ensure that the City continues to offer excellent housing advice and information to those at risk of homelessness in all tenures
- ensure that the views, experience and suggestions of service users help to shape the services commissioned and delivered by the City
- report the progress of this strategy and issues that emerge to the City of London Adult Wellbeing Board
- use new technology and social media to improve the effectiveness and reach of, and to further develop, City services, and
- learn from the achievements and success of other agencies and local authorities, and share the learning from the City's successes.

Integrating services

We will:

- review and agree the processes and protocols providing access to services delivered to homeless people by City of London partners such as Adult Social Care, the Substance Misuse Partnership and the Safer City Partnership
- make better use of information technology to support service integration and efficiency
- provide a link worker within the Housing Needs team to work with our Children and Families Service to support care leavers housed by the City
- ensure that services working with rough sleepers, people suffering domestic abuse, young people and other risk groups signpost people appropriately to

⁹ www.goldstandard.practitionersupport.org/display/PUBLIC/Public+space+Home

agencies that can help with housing problems or with other issues that put them at risk of homelessness

- promote closer working with health, prison and probation services to prevent homelessness on discharge or release, and
- improve referral processes and information sharing when working with the City of London Police.

Effective partnerships

We will:

- work in partnership with neighbouring boroughs, sub-regional partnerships and the Mayor of London's Rough Sleeping Group to deliver consistent approaches to rough sleeping across borough boundaries and learn from best practice
- actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs to help prevent homelessness
- work with partners in the criminal justice sector through MARAC and MAPPA arrangements to provide appropriate support, including housing, to victims and offenders
- ensure consistent, transparent policies and protocols to foster improved co-operation with partners, and
- maintain the multi-agency Rough Sleeping Strategy Group.

Case study – homeless family

MV and her child approached the City of London for help after fleeing domestic abuse from her home in the homes counties. Originally from Asia, MV had little knowledge of where to get help, but came to the City as she had worked in the Square Mile as a shop worker.

The City's housing needs team recognised the severity of her situation and took a homelessness application. Having placed her and her child in temporary accommodation, the team helped MV sort out problems with her benefits and referred her for support from Asian Women's Aid – a specialist London based agency.

The City assessed MV's homelessness application and accepted a duty to rehouse her. Through their work with a partner organisation, the housing needs team secured MV a home for herself and her child in a private rented sector flat in west London. She has now secured permanent work in the City.

Priority 5: Improving the health and wellbeing of homeless people

Why this is a priority:

All forms of homelessness can lead to poor physical and mental health. However, those who sleep rough are at greatest risk of ill health and premature death. Physical illnesses such as chronic chest conditions, tuberculosis and hepatitis C are more prevalent among rough sleepers, and commonly combine with mental ill health and substance misuse. The experience of central London hospitals is that rough sleepers are more likely to attend emergency services, are more likely to be admitted and will have more health needs. Beyond the disastrous health implications for the individual, rough sleeping costs health services millions of pounds – much of which is preventable.

Despite this, rough sleepers can face barriers to accessing services due to provider attitudes, service models, inability to register with a GP, a lack of knowledge of services, eligibility issues, a lack of continuity of care, and potential cost implications to local health and care services.

Homelessness can also dislocate individuals and families from support networks and services. Placements into temporary accommodation in other local authority areas also risk recipient services such as education or social services being unaware of new households in their area.

Key challenges:

- Rough sleepers access A&E seven times more than the general population.¹⁰
- In 2012/13, 46 per cent of rough sleepers in contact with services in the City had alcohol problems, 30 per cent had drug problems and 45 per cent had mental health problems (with many having more than one of these problems).
- Life expectancy of long-term rough sleepers is just over 40 years.¹¹
- Given its size and local housing costs, the City can only place households into temporary accommodation in other local authority areas, which are often distant from existing support services.

What we will achieve:

The City will improve the health and wellbeing of homeless people by:

- improving access to and delivery of health services, and
- improving communication with local authorities in which temporary accommodation placements are made.

What we will do:

Access and delivery

We will:

- work with partner services for rough sleepers such as Street Med and the mobile 'Find&Treat' tuberculosis service to provide better access to healthcare for City homeless clients

¹⁰ www.homeless.org.uk/sites/default/files/Rough%20Sleepers%20Health%20and%20Healthcare%20Summary.pdf

¹¹ www.londonpathway.org.uk/uploads/BMJ_2012345-e5999.pdf

- include the needs of rough sleepers in the Health and Wellbeing Board's Joint Strategic Needs Assessment and strategy
- improve the integration of services (see priority 4)
- improve the knowledge and practice of frontline services to enable them to identify need and to signpost to specialist health and substance misuse services, and
- use existing services and initiatives to offer public health services such as vaccinations and smoking cessation to rough sleepers.

Communication

We will:

- implement NOTIFY to ensure that people placed out of the City are linked into the appropriate services they require, and
- ensure processes to prevent any hospital discharge to the streets.

Case study - City Bridge Trust

City Bridge Trust is the grant-making arm of Bridge House Estates. It was established to make use of funds surplus to bridge requirements and provides grants totalling around £15m per year towards charitable activity benefitting Greater London. The Trust aims to address disadvantage by supporting charitable activity across Greater London through quality grant-making and related activities.

Through its various programmes the Trust is currently supporting 25 projects working with homeless people with grants totalling over £2.1 million. Projects being supported include:

- *a number of initiatives focussed on supporting those who are homeless and experience mental ill health*
- *support for "Choir with No Name" – which runs choirs for homeless and formerly homeless men and women*
- *structured vocational training and support for young people(16-25) with mental health issues, facing homelessness, to increase their employability*
- *help for homeless families to integrate with each other and the local community through English and advocacy courses and cross-cultural events, and*
- *a horticulture based volunteering programme in the Queen Elizabeth Hall Roof Garden, to promote improved mental health and well-being among homeless people.*

7. Costs and resources

Homelessness can have a lasting negative impact on the wellbeing of individuals and families. There are also a range of financial and societal costs arising from homelessness through:

- failed tenancies
- health and substance misuse problems and increased contact with A&E departments

- involvement with the police and criminal justice system (as both victims and perpetrators of crime)
- prolonged unemployment and costs of welfare benefits and economic inactivity
- disruption to education.

A Government review of evidence of the cost of homelessness estimates of the annual costs to government ranging from £24,000 - £30,000 (gross) per person¹².

Providing services to homeless people carries an economic cost to the City of London. Direct costs incurred from responding to homelessness include staffing to deliver advice and assessments, provision of outreach services, temporary and specialist accommodation, rent deposit payments and police support for targeted operations. For the City of London these amount to £XXX(circa £950k [tbc]). Almost half of this cost is met through Government grants and housing benefit receipts.

Investment in services to prevent homelessness and to support those who are homeless can stem escalating need which could require more costly public services. Research undertaken for the Government on the net financial benefits of the Supporting People programme (housing related support to vulnerable adults) estimated net financial benefits of £3.41 bn per annum for the client groups considered (including homeless families and individuals) against an overall investment of £1.61bn.¹³

The City of London will continue to invest in services over the lifetime of this strategy that deliver lasting outcomes for homeless people. In doing so it will seek to minimise the cost burden to the City and the wider public purse.

8. Implementation and delivery

Each of the priorities of this strategy sets out what we will do to achieve its delivery. As set out in section 5, the 'we' in this context are the range of partners, including the City, key to this delivery.

The City will develop the action plan that supports this strategy and that delivers the commitments made under each priority. Many of the actions will replicate the commitments set out above but will provide greater detail of the lead, timescales and measurable outcomes. Further detailed actions will be a product of initial actions to review process and services. Others will respond to emerging trends or changes in resources or legislation.

The action plan will be refreshed annually. Its delivery will be monitored by the leadership team of the City's Department of Community and Children's Services, and reported to its Grand Committee.

¹² www.gov.uk/government/uploads/system/uploads/attachment_data/file/7596/2200485.pdf

¹³ www.gov.uk/government/uploads/system/uploads/attachment_data/file/16136/1274439.pdf

Glossary of terms

Broadway	Voluntary sector organisation providing services to those who are homeless or at risk of homelessness including street outreach, supported housing and hostels.
Central and Eastern European	Estonia, Latvia, Lithuania, Poland, Czech Republic, Slovakia, Hungary, Slovenia, Romania and Bulgaria
Lodge	Specialist accommodation project for long-term rough sleepers that uses the appearance and approach of a hotel operation to overcome resistance to more traditional hostels
MAPPA	Multi-Agency Public Protection Arrangements that require the police, probation and prison services to work together to protect the public from violent and sexual offenders, and with which local authorities are required to co-operate.
MARAC	Multi-Agency Risk Assessment Conferences that enable organisations such as the police, probation, local authorities, prison services, housing and health services to work together to provide a coordinated and effective safety plan for those individuals at the highest risk of domestic abuse.
No Second Night Out	London-wide project aimed at ensuring that those sleeping rough in London for the first time need not spend a second night on the streets.
NOTIFY	Web-based information and notification system, the primary role of which is to notify relevant services of the placement and movement of statutorily homeless households accommodated by London boroughs in temporary accommodation under homelessness legislation
Outreach	Street-based service commissioned by the City to work with those sleeping rough
Rough Sleeping 205	An initiative that originally identified and sought to end the rough sleeping of the 205 most entrenched and prolific rough sleepers in London through the provision of targeted and enhanced services; this cohort has twice been refreshed, but retains the original '205' name
Section 106	Planning obligations placed on new developments which can, in some circumstances, include the provision of financial contributions to invest in affordable housing
Social Impact Bond	A funding model that attracts investment in public services by offering returns to investors linked to the outcomes achieved

by the service

Statutory homelessness

Homelessness defined within the terms of the homelessness legislation and which determines when local authorities will have a duty to offer accommodation

StreetLink

Internet-based tool to allow the public to alert any local authority in England about a rough sleeper

Street Med

Nurse-led outreach and case management service working to improve access to healthcare for homeless people

Temporary accommodation

Interim accommodation provided by local authorities to homeless households awaiting a decision on their homelessness application, or to those awaiting the allocation of housing

DRAFT



‘You will not get far if you perceive the duty to be over burdensome or take a mechanistic approach....there will be progress if the duty is seen as a way of fundamentally changing the core values and culture of the organisation.....we need and *outcome-oriented approach*’ – CRE Chair 2001

Equality Impact Assessment: Stage 1: Initial Screening Form for Policies or Functions (including new & revised)

A: Summary Details

Directorate: Community and Children's Services

Section: People

Person responsible for the assessment: Simon Cribbens

Contact details: simon.cribbens@cityoflondon.gov.uk

Names of other people participating in review: Jonathan Qureshi

Name of Policy to be assessed: Homelessness Strategy

Is this a new or revised policy: Revised

Date policy scheduled for Committee (if relevant): 13 June 2014

B: Preparation

*It is important to consider all available information that could help determine whether the policy could have any actual or **potential** adverse impact. Please attach examples of available monitoring information, research and consultation reports.*

1. Do you have monitoring data available on the number of people (with protected characteristics*) who are using or are potentially impacted upon by your policy? *Please specify what monitoring information you have available (your monitoring information should be compared to the current available census data or more recent population data if available to see whether a proportionate number of people are taking up your service).*

Statutory homelessness statistics for the UK are published by the government¹. These statistics are drawn from quarterly submissions by each local authority (statutory homelessness returns) which are collated by the Department of Communities and Local Government (DCLG). These returns identify the ethnicity of all those who have made an application to a local authority for help with homelessness or the threat of homelessness. For those applicants who are found to be homeless and for whom an authority accepts a duty to house, the following is reported:

- Age
- Reason for priority
- Reason for loss of home
- Nationality

¹ <https://www.gov.uk/government/collections/homelessness-statistics>

The last available full-year statutory homelessness figures published for the City of London are for 2012-13. These report detailed data for 18 households accepted as homeless by the City during that period, identifying the characteristics below:

Ethnicity	count	%
White	13	72%
Black	3	17%
Asian	2	11%
Mixed	0	0%
other	0	0%
Total	18	100%

Ages of those accepted	count	%
18-24	2	11%
25-44	13	72%
45-59	2	11%
60-64	1	6%
65-74	0	0%
75 & over	0	0%
total	18	100%

Reason for Priority	count	%
Dependent children	3	17%
Physical disability	2	11%
Mental illness or disability	4	22%
Drug dependency	2	11%
other	4	22%
Been in custody	2	11%
fleeing DV	1	6%
total	18	100%

A legal duty to house exists for homeless households who have priority need – as shown above. It should be noted that the reason for priority may not reflect an individual’s circumstances in full. For example, if someone presents with dependent children, but also has underlying mental health issues, the reason for priority will be recorded as “dependent children” as this is the primary priority need. As such the statistics may mask the prevalence of some characteristics.

Rough sleeping statistics are published by the Combined Homeless and Information Network (CHAIN) on the St Mungo’s Broadway website². CHAIN data is based on records of all street contacts with rough sleepers in London. It provides detailed demographic detail for this group including:

- Age

² <http://www.broadwaylondon.org/CHAIN/Reports.html>

- Ethnicity
- Nationality
- Support needs (drugs, mental health, alcohol)
- Gender

CHAIN has published data on rough sleeping in the City of London in 2012-2013. This data shows that 284 people were recorded sleeping rough in the City over the course of that year.

Gender	count	%
Female	18	6%
Male	266	94%

Age	count	%
18-25	14	5%
26-35	75	26%
36-45	92	32%
46-55	72	25%
over 55	31	11%
total	284	100%

Ethnicity	%
White - other	36%
White - Irish	3%
White - British	48%
Refused	0%
Other	1%
Mixed	3%
Black	7%
Asian	2%

Nationality	count	%
UK	158	56%
Central and East Europe	78	27%
Other Europe	29	10%
Africa	6	2%
America	1	0%
Asia	5	2%
Not known	7	2%
Total	284	100%

2. If monitoring has NOT been undertaken, will it be done in the future or do you have access to relevant monitoring data for this area? If not, specify the arrangement you intend to make; if not please give a reason for your decision.

Monitoring draws on the available published (and therefore verified) data. This data does not capture all target equality group characteristics: faith and sexuality is not reported in this data. Collection of additional data can be difficult at the first point of contact when working with people who are rough sleeping or facing homelessness.

The City is working with its homelessness services to explore how this recording can be improved.

A number of vulnerable and target equality groups are over-represented in the City's homeless population. However it is important to note that given the City's relatively low level of statutory homelessness applications and the changing rough sleeping population mean the level of representation of any group or characteristic can fluctuate considerably from year to year.

Statutory homelessness statistics for 2012-2013 show that 19% of those who made a homeless application to the City and 17% of those accepted to be homeless and owed a duty to house were from the black population. This is high compared to the 2.6% black resident population of the Square Mile, the 5% black City workers population³ and the 13.3% black resident population of Greater London⁴. Asian households accounted for 16% of applications made, and 11% of those accepted to be homeless and owed a duty, compared to 12.7% resident population and 12% City workers population.

Men are significantly over-represented in the rough sleeping population – consisting of 94% of those contacted on the City's streets. Mental ill health, physical ill health and substance abuse are more prevalent in the rough sleeping population.

Sexuality and faith are not routinely recorded by CHAIN or for the purpose of statutory homeless reporting. These characteristics can be identified through case work. No applicant approached the City as homeless in 2012-2013 as a result of fleeing abuse or threats of violence based on their sexuality or faith.

The City provides signposting to specialist services such as Stonewall Housing (which is also signposted on the website), the Albert Kennedy Trust and Broken Rainbow. It has also referred individuals to support groups and networks reflecting serving specific cultures and faiths.

3. Please list any consultations that you may have had and/or local/national consultations, research or practical guidance that will assist you in completing this EqIA.

We have reviewed the EqIAs of neighbouring boroughs, which although much larger, have similar characteristics to the City in terms of rough sleeping. In developing the strategy we have also consulted with key internal and external stakeholders, including those who have experienced homelessness. The strategy also draws on the successes, learning and changing environment that have been experienced within and beyond the City since the last strategy was produced.

C: Your Policy or Function

³ JSNA City Supplement-draft (2014)

⁴ <http://www.cityoflondon.gov.uk/services/environment-and-planning/planning/development-and-population-information/demography-and-housing/Documents/census-information-reports-ethnicity.pdf>

1. What is the main purpose of the policy or function?

The Homeless Act 2002 places a duty on local authorities to carry out a review of homelessness in their area and publish a strategy to prevent and respond to homelessness. This is the City of London's third Homelessness Strategy. It sets out the priorities of addressing homelessness, identifies what the City is seeking to achieve, and sets out how it will achieve this. The strategy identifies five key priorities:

1. Preventing homelessness
2. Ending rough sleeping
3. Increasing supply of and access to accommodation
4. Delivering outstanding integrated services
5. Improving the health and wellbeing of homeless people

2 Are there any other objectives of the policy or function, if so what are they?

The strategy sits within the wider objective of the government's commitment to tackling homelessness. The strategy sits alongside the City's broader Housing Strategy and housing allocations scheme.

3 Do any written procedures exist to enable delivery of this policy or function?

The Homelessness Act 2002 and Code of Guidance for Homelessness are the key written procedures governing the statutory homelessness function. The strategy is also supported through guidance from DCLG and Homeless Link in relation to work with rough sleepers. Other supporting documents and procedures include guidance on eligibility, benefits legislation, working with those deemed to have "no recourse to public funds" and housing allocations.

The City Outreach service is delivered in line with the service specification against which it was commissioned.

4 Are there elements of common practice in the service area or function that are **not** clearly defined within the written procedures?

No

5 Who are the main stakeholders of the policy?

There are number of stakeholders to this policy. The main stakeholders are the homeless population of the Square Mile. However, other key stakeholders also include partner agencies as discussed in the strategy. The strategy has been developed through consultation with key stakeholders, including those who have experienced homelessness and those who remain homeless in the City. Others consulted include the following.

Internal:

- Members of the Court of Common Council of the City of London Corporation
- Adult Social Care
- Built Environment
- Children's Social Care
- City of London Police
- Community Safety Partnership
- Early Years and Education
- Housing
- Public Health
- Substance Misuse Partnership

External:

- Broadway
- East London NHS Foundation Trust
- London Borough of Tower Hamlets
- London Probation Trust
- Pathway Homeless Team, Royal London Hospital
- Providence Row
- Providence Row Housing Association
- Toynbee Hall
- Westminster City Council

6 Is the policy associated with any other Corporation policy (s)?

The strategy sits alongside the Housing Strategy and Housing Allocations Policy

It also integrates with, and supports the delivery of, a number of the City's strategies and policies, including:

- **City Together Strategy: The heart of a world class city 2008–2014**, which identifies the challenge of supporting our communities, including those experiencing homelessness and rough sleeping
- **Corporate Plan 2013-17**, in which responding to the implications of welfare reform, the Localism Act, and NHS and public health reforms is a key priority
- **Department of Community and Children's Services Business Plan**, in which protecting and safeguarding vulnerable people through better prevention and early intervention is a priority
- **Joint Health and Wellbeing Strategy**, in which improving the health and wellbeing of those who are homeless and sleeping rough is identified as a priority, and which sets out plans to reduce health inequalities between local communities, and
- **Safer City Partnership Plan 2013-16**, which sets out the City's response to domestic abuse, a significant cause of homelessness, and anti-social behaviour.

- 7 Are there any areas of the service/policy that are governed by discretionary powers? If so, is there clear guidance as to how to exercise these?

There is some discretion within the Homelessness Act to provide interim accommodation or assistance to secure housing for those who are homeless but not in priority need. Changes to legislation also give the City the discretion to discharge its duty to house a homeless household into the private rented sector. Guidelines on the City's approach and the use of such discretion will be developed through the implementation of the homelessness strategy.

- 8 Is the responsibility for the proposed policy or function shared with another department or authority or organisation? If so, what responsibility, and which bodies?

Under each priority, the strategy states 'we will'. The 'we' does not refer to the City alone. It is instead a reference to the broad range of partners – City services, outreach services, health services, the City of London Police, businesses and others – who have a role in delivering better outcomes for those who are homeless or at risk of homelessness. Where the City is responsible, it will lead on the delivery of actions, and where partners are responsible, the City will work to co-ordinate and support delivery where necessary. The City will lead on monitoring the implementation of this strategy and reporting its progress.

The City will develop the action plan that supports this strategy and that delivers the commitments made under each priority. The action plan will be refreshed annually. Its delivery will be monitored by the leadership team of the City's Department of Community and Children's Services, and reported to its Grand Committee

D: The Impact

Assess the potential impact that the policy could have on people who share the protected characteristics. The potential impact could be negative, positive or neutral. If you have assessed negative potential impact for any people who share one or more of the protected characteristics, you will need to also assess whether that negative potential impact is high, medium or low.

(N.B. Impact will not be equally negative or positive or neutral for all groups. There will be differing degrees of impact, the purpose of this section is to highlight whether it is disproportionately different)

a) Identify the potential impact of the policy/service/proposal on men and women:

Gender	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Women	✓			Although under-represented, the needs of this group will be addressed through improved prevention and the development of specific approaches to factors such as Domestic Abuse.
Men	✓			This group is over-represented in the rough sleeping demographic. The strategy makes tackling rough sleeping a priority and therefore is expected to have a beneficial impact for rough sleeping men.
Transgender/ transexual			✓	Services are sensitive to this need and will signpost or refer to specialist agencies as appropriate.

b) identify the potential impact of the policy/service/proposal on the basis of the following:

	Positive	Negative (please	Neutral	Reason
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		specify if High, Medium or Low)		
Pregnancy & Maternity	✓			Homelessness legislation provides specific protections for this group.
Marriage & Civil Partnership			✓	

c) Identify the potential impact of the policy/service/proposal on different race groups:

Race	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Asian (including Bangladeshi, Pakistani, Indian, Chinese, Vietnamese, Other Asian Background – please specify _____)			✓	This group is highly represented and should benefit from the actions and priorities of the strategy.
Black (including Caribbean, Somali, Other African, Other black background – please specify _____)	✓			This group is over-represented. The improvements driven by the strategy should deliver a positive impact.
White (including English, Scottish, Welsh, Irish, Other white background – please specify _____)			✓	
Mixed/ Dual heritage (White and Black Caribbean, White and Black African, White and Asian, Other mixed background - please specify _____)			✓	
Gypsies/Travellers			✓	Annual monitoring statistics suggest there are no clients in this group in the City.

Other (please specify)				
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d) Identify the potential impact of the policy/service/proposal on disabled people:

Disability	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Physical Disability	✓			Legislation provides a statutory responsibility to prioritise homeless people who are vulnerable with these support needs.
Sensory Impairment	✓			Legislation provides a statutory responsibility to prioritise homeless people who are vulnerable with these support needs.
Learning Difficulties	✓			Legislation provides a statutory responsibility to prioritise homeless people who are vulnerable with these support needs.
Mental Health Issues	✓			It is a commitment to this strategy and the City's Health and Wellbeing Board to improve the health of this group.

e) Identify the potential impact of the policy/service/proposal on different age groups:

Age Group (specify, for example younger, older etc)	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Older People	✓			Legislation provides a statutory responsibility to prioritise homeless people who are vulnerable with these support needs.
Young People/children	✓			Legislation provides a statutory responsibility to prioritise homeless people who are vulnerable with these support needs.

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f) identify the potential impact of the policy/service/proposal on lesbians, gay men, bisexual or heterosexual people:

Sexual Orientation	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Lesbian			✓	Support and signposting to specialist services are available for this group.
Gay Men			✓	Support and signposting to specialist services are available for this group.
Bisexual			✓	Support and signposting to specialist services are available for this group.
Heterosexual			✓	Mainstream provision meets the needs of this group. Specialist provision exist for those in circumstances such as domestic abuse.

g) Identify the potential impact of the policy/service/proposal on different religious/faith groups?

Religious/Faith groups (specify)	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Buddhist			✓	This group is not monitored, but it is not anticipated that faith groups will be impacted negatively by the strategy.
Christian			✓	This group is not monitored, but it is not anticipated that faith groups will be impacted negatively by the strategy.
Hindu			✓	This group is not monitored, but it is not anticipated that faith groups will be impacted negatively by the strategy.
Jewish			✓	This group is not monitored, but it is not anticipated that faith groups will be impacted negatively by the strategy.
Muslim			✓	This group is not monitored, but it is not anticipated that faith groups will be impacted negatively by the strategy.
Sikh			✓	This group is not monitored, but it is not anticipated that faith groups will be impacted negatively by the strategy.
Other (please specify)				

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h) As a result of completing Question 1 a-f above what is the potential impact of your policy?

High ⑤

Medium ⑤

Low ✓

The safety net provision of legislation more broadly supports those with vulnerabilities such as age, mental health etc and are therefore deemed as priority. In addition, the City of London is committed to monitoring the equalities impact of the strategy within the context of the wider monitoring process.

2. Could you minimise or remove any negative potential impact? Explain How.

We have not identified any potential negative impacts but through monitoring will continue to identify any risk and respond accordingly.

3. If there is no evidence that the policy promotes equality of opportunity or prevents unlawful discrimination– could it be adapted so that it does? How?

We believe that the policy promotes equality of opportunity / prevents unlawful discrimination by delivering a targeted response to improve outcomes for clients.

Please ensure that all actions identified are included in the attached action plan and reflected in your service plan.

Please sign and date this form, keep one copy and send one to Equality, Diversity & Human Rights Manager

Signed

Signed

Signed

Simon Cribbens

Service Head

Date

Date

Date

Action Plan

Recommendation	Key activity	Progress milestones	Officer Responsible	Progress

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