

# Overview Report



## **Portsocken All Age Early Intervention Review**

**City of London Corporation**

**March 2013**

**Updated July 2013**

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# 1. About the review

The need for a review of early intervention services emerged from work undertaken by the Director Leadership Team to develop a Health and Wellbeing Commissioning Strategy as part of the City's new role in leading public health from April 2013. The Portsoken ward was selected on the basis that it is the most deprived ward in the City and that this review could act as a pilot to test whether similar reviews could be undertaken in other wards of the City. This review of early intervention services aims to inform how the City might most effectively manage rising demand for services at a time of increased pressure on public sector spending. Hence it identifies and prioritises those interventions that can have the greatest impact on community wellbeing, whilst reducing potential future dependency on more expensive public services.

This short report provides an overview of the key issues and recommendations that have emerged from the review alongside an implementation plan to support the dissemination of the findings to the community and providers and to work with the City of London to develop ONE Portsoken over the next twelve months.

The proposed action plan and timetable was agreed by the Members of Portsoken at a meeting held on the 24<sup>th</sup> July 2013.

Detailed analysis and supporting evidence can be found in the following Appendices;

- Appendix 1 – Portsoken in Numbers – Brings together key data from the Census 2011 and other sources providing an analysis of socio-economic trends in Portsoken, including wellbeing and health indicators;
- Appendix 2 - Portsoken in Focus – Presents the findings of the first stage of the review which involved extensive consultation with City of London Corporation members and officers, service providers and stakeholders, residents and users between September 2012 and January 2013;
- Appendix 3 – Consultation Report – A record of a wider consultation process based on the findings of a commissioning workshop with residents, providers and stakeholders held in January 2013 and a further call for contributions and comments during February and March 2013.

The following documents have also helped to inform this review:

- City and Hackney Health and Wellbeing Profile 2011/2012
- Children and Young People's Plan 2012-2015
- Children's Centres reports 2012
- Family Profiling reports 2012
- Supported Living Review 2012
- Youth Needs Analysis 2012
- Portsoken GP Review 2011
- Improving Services in the City 2012
- Census 2011, NOMIS and ONS Neighbourhood Statistics
- The Aldgate and Tower Area Strategy

We would like to thank those that have provided information and insight and taken part in various discussions and interviews during the course of the review.

## **2. Key issues**

### **Consistency is needed to collect data on residents and demand for services.**

Following extensive consultation with staff at the beginning of the review, we recognised that there was no consistent way of collecting resident data or data relating to the provision of, or demand for, services in the ward. Data protection was given as a reason for non-disclosure of information on spend, demand or related research, alongside the fact that some services were either contracted out or universal across the City, such as homeless outreach and hence not unique to Portsoken. A consistent way of capturing demand data across all services and contracts will need to be put in place if the City wants accurate information on spending and the use of services at ward level in future. This would also help facilitate information sharing across departments so that efforts and resources are not duplicated and would help with future service planning and forecasting, which can then be focused around an individual's or a family's needs, rather than one particular service.

### **Demand for support to more vulnerable residents is likely to increase.**

The ward is home to many older residents, 40% of residents living in Middlesex Street and 31% of residents living in Mansell Street are elderly. There is a high level of reported disability, with 30% reporting a disability in Middlesex Street and 16% in Mansell Street. The Supported Living Review identified the growth of an ageing population and the likely demands on service provision. Promoting independence is welcomed but this must not be at the risk of increasing social isolation. Existing services and support, such as the Befriending Service and schemes like the Good Neighbour Scheme need to continue and be developed. A consistent approach in how support for housing issues is provided for the more vulnerable on both estates is needed, as this varies between how both landlords (the City and Guinness Trust) manage issues; residents should not feel that one estate gets a better service than the other. Priority for spending must focus on those that are most vulnerable.

### **Poverty is a big issue for the elderly and families and will be made worse by welfare reforms.**

The ward has the highest level of pensioner and child poverty in the City. Welfare reforms present a range of challenges for residents. Whilst the bedroom cap only applies to a few residents, other aspects of the reforms will have a significant impact:

- The cap on benefits will hit workless families hard, even though a 16 hour part-time job could be a way out, access to affordable childcare, caring responsibilities, lack of job opportunities or skills are likely to make it difficult for families to cope financially.
- “Digital by default” requires claimants to make and manage their claims on-line. Access to the internet is just one issue. Residents will need to be e-literate and able to understand written English. This may make it difficult for residents that already have ESOL needs to manage this effectively.
- Increased exposure to indebtedness is a big risk; the ward already has the highest levels of indebtedness compared to other wards in the City. Direct payment of benefit (Universal Credit) to households runs the risk that rent arrears go up as people choose to prioritise other expenditure, and especially if households are required to manage their budgets on a monthly basis rather than fortnightly as now. Most residents on the Mansell Street estate are in receipt of benefits.

Interventions to support residents exposed to these changes need to be put in place. A longer term intervention must be focused on helping unemployed residents access sustainable employment that pays a living wage. This is not just about providing job entry schemes, but must also focus on upskilling and career development for the “working poor” i.e. those already in low-paid, entry-level or part-time employment.

## **Early intervention is happening and working!**

The City of London Corporation is already providing a range of early intervention services that are working and making a difference to the lives of residents:

- The Sir John Cass School and Children’s Centre provides a highly regarded and supportive service to parents in and outside the ward.
- 40% of the City Advice Service is delivered in the Portsoken ward. Demand for services is high and it is having an impact, helping residents with their debt and benefit issues.
- Support for the more vulnerable through the CSV Befriending Service is making a big difference for residents that are isolated and cannot get out and about.
- Building the capacity of the Bangladeshi community is starting to make a difference through the presence of the Community Health Worker, bringing women’s groups together and creating a better link into the community and to health services.

## **But there is much duplication and overlap and not enough joint working between City services and partners.**

There is a widely held view among City of London Corporation staff, providers and residents that although there are many services on offer, there is little coordination between what is provided, where it is delivered and whom it is targeted at. Paradoxically, in spite of an overload of communication about different services, there is an apparent lack of awareness of what is going on. All commissioned services are targeting the same residents (and in some cases none) but there is little joined-up working to ensure messages are coordinated and targeted to the right resident at the right time.

There are emerging examples of improved communication. The committee for the Portsoken Health and Community Centre has, with support from a co-ordinator, worked to improve communication and collaborative working. But information sharing with providers and City officers tends to be on a reactive basis.

The recent Census 2011 revealed that 23% of Portsoken residents do not live on the two estates. These are residents that are either living in City Worker accommodation (i.e. Monday to Friday) or in private rented or owned properties. Very little is known about this group of residents which comprises more than 1/5<sup>th</sup> of the total.

There is a need for greater joint planning and collaborative working internally, between commissioners and providers, and externally with partners and, importantly, with residents, to gain a better understanding of their different needs.

### **To help build community capacity, residents need to be at the heart of service design and commissioning.**

The new youth service is an excellent example of how users have been involved in the design and commissioning of a service for young people in the City and provides a potential model for future working. The City of London Corporation is regarded as quite reactive in its commissioning, failing to engage enough with residents to help inform how services are commissioned and delivered. Yet, at the same time, the City has found it hard to engage residents, feeling that residents are not motivated enough to get involved.

There is a need for more collaborative working to help both the City and its residents understand the issues involved in commissioning; the challenges faced by the City in making the right choices about what to provide given cuts in budgets; and for residents to feel more empowered and confident that they are shaping and using services that meet their needs.

### 3. Priorities for action

The following six priorities for action have largely been informed by the findings of the commissioning consultation. As much of the feedback on the report of that event indicated these priorities are not new, and the issues are already well known, it is important that following this review, the community sees some action taking place.

- **Priority 1** – A coordinated approach for the commissioning and delivery of services across the ward by bringing the services, providers and facilities together under a 'One Portsoken' umbrella.
- **Priority 2** – Making better use of the assets and facilities in the ward, using those assets that are underused but more appropriate for some activities. Providing a central coordination role for activities taking place across the five community buildings (see 4.1), and the promotion of activities taking place in the ward.
- **Priority 3** - The development of a health education strategy targeting those residents and city workers that are most vulnerable, such as the elderly and young people, who can be difficult to access. The strategy should provide information for both residents and those that work with residents on what health services are available and where. It may also be possible to use assets, such as the Artizan Street Library and Community Centre, to provide health promotion activities, particularly those which can target both residents and city workers. Types of services should include mental health, substance misuse, sexual health and tackling obesity.
- **Priority 4** – To continue investing in community initiatives that help to maintain a sense of community on both estates, as well as helping to build some capacity so that residents can become more empowered and independent.
- **Priority 5** – To put in place a coordinated service that brings City Advice and Adult Learning together to help residents manage their benefits and budgets. Provide dedicated support to help manage claims online and training to help individuals use the internet, understand the language (where needed) and have help with budgeting and money management.
- **Priority 6** – To put in place a targeted employment and skills programme to continue to provide access to employment support, as well as upskilling programmes and a career development programme to help move entry level employees towards better paid employment and career opportunities.

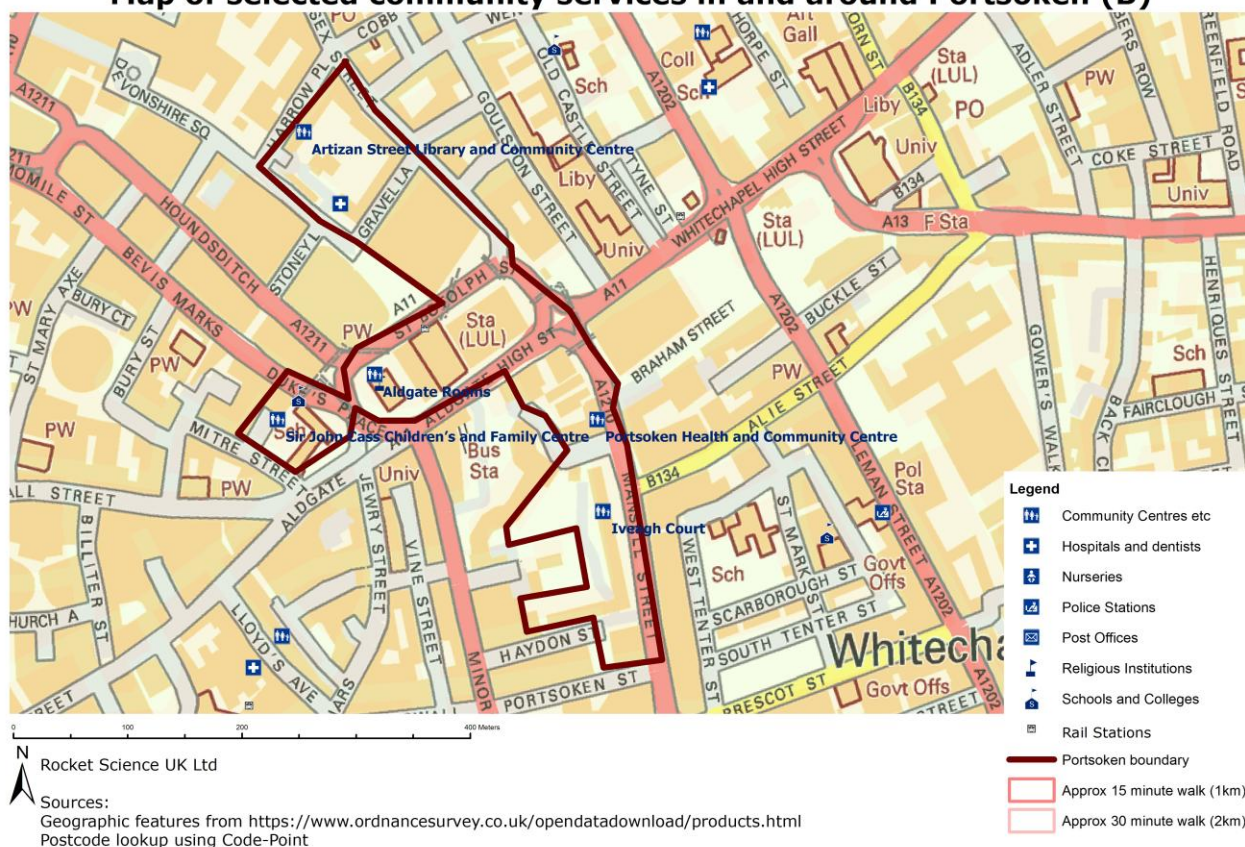
In the following section we set out six proposals which would enable the City to address these priorities.

## 4. Options

### (1) Using assets more effectively

The City has control over three assets in the ward: The Artizan Street Library and Community Centre; the Portsoken Health and Community Centre; and the Sir John Cass Children's Centre. Guinness Trust owns the resident's hall on Mansell Street (Iveagh Court) and there is a dedicated community space at St Botolph's Church:

**Map of selected community services in and around Portsoken (B)**



### Costs

The annual costs of providing services in these three assets which includes staffing, rates and other expenditure (excluding any income) are:

- Artizan Street Library and Community Centre - £350,000
- Sir John Cass Children's Centre - £410,000
- Portsoken Health and Community Centre - £54,018 (£12,500 pa running costs)

The Children's Centre costs include the nursery, and the Artizan Street Library and Community Centre costs include the provision of the library. The coordinator role at the Portsoken Health and Community Centre is temporary and was put in place as part of a larger contract with Toynbee Hall to support community capacity building around health. The City pays for three coordination roles as part of these costs and there is definite room



here for rationalisation, not only to save money but also to bring better coordination and management of activities in the ward.

## **Recommendations**

- 1.1 Portsoken Health and Community Centre is managed by the Centre Manager of the Artizan Street Library and Community Centre. Although the lease on the building has been extended for up to two years, the building is a temporary structure and its long-term future is uncertain.
- 1.2 The coordination of events and activities at the Artizan Street Library and Community Centre and Portsoken Health and Community Centre is undertaken by the Centre Management at Artizan Street Library and Community Centre.
- 1.3 The Centre Manager takes over the facilitation of the current Steering Group of the Portsoken Health and Community Centre, at the end of the current support contract, prior to the establishment of a Ward level committee (see below) and manages and coordinates activities across all the assets and venues in the Ward.
- 1.4 Additional support for the Centre Manager to be provided through volunteering opportunities or perhaps through work placement or apprenticeship opportunities for local residents.
- 1.5 The Centre Manager would coordinate the booking of activities across all three centres, and negotiate the possible integration of the other venues at Iveagh Court and St Botolph's Church. This will require agreement and support from Guinness Trust and the Church.
- 1.6 The Artizan Street Library and Community Centre to become the 'events hub' and provide a point of information and access to 'what's on' in Portsoken.
- 1.7 The City will make a provision in its future contracting and commissioning to ensure providers of services to the Ward effectively use these assets.

## **(2) Creating a residents' and providers' forum**

The move to create a single coordination role for the activities that take place in each of the centres around the ward will be a big step in helping to reduce duplication. However, there is a need to bring together providers into a single forum to help them share ideas, practice and develop joint approaches to targeting residents across the ward.

There have already been moves by the Information Advice and Guidance Forum to bring better coordination of IAG services and this can be built on. In addition residents are calling for more engagement with providers and commissioners around service provision and there is an opportunity here to bring everyone together under a One Portsoken Forum.

## **Recommendations**

- 2.1 An overarching 'One Portsoken Forum' should be established, starting with providers and existing boards/committees that service the ward then extending to include representation from all resident groups.
- 2.2 The Forum should be serviced and supported by an independent intermediary (SME) in the short to medium term to ensure that it becomes established and is run appropriately. There should also be support to help build its capacity to self-govern and manage service providers in the longer term.

- 2.3 The Forum should offer:
- a. Provider meetings to help share information, ideas and approaches to services which support joined up marketing and delivery.
  - b. Opportunities for the City to consult with and help residents' co-design future services.
  - c. Oversight of the effectiveness of activities and services in the ward and provide a single voice from the Ward on issues relating to the various groups and committees run by the City and to the local Clinical Commissioning Groups.
- 2.4 The Forum could, in time, become a local management body and a vehicle for attracting alternative sources of funding from trusts, Big Lottery Fund, other funders and private/corporate philanthropy.

## **Costs**

It is difficult to say how much this would cost. However, it is unlikely to require more than 24 days per year in terms of management time. This allows for 2 days per month organising, servicing and following up on bi-monthly meetings. Additional support for capacity building may be required in terms of training around governance, planning and communication. Nevertheless it is unlikely that this would cost more than £10,000 per year. This could even be at least part-funded through a provider membership fee.

The cost savings, however, could be significant, both for the City and providers:

- Reduced marketing costs, including printing and publishing;
- Reduced administration and servicing costs for providers and City staff;
- Better and more targeted delivery and services; and
- Reduced duplication which could result in cost savings.

## **(3) Building community capacity**

Existing services such as the Small Grants' Scheme are important to fund small local projects that can help make a difference and build community capacity. The existing Community Health Worker service currently provided by Toynbee Hall needs to continue in some form. The Bangladeshi community remain relatively isolated from the rest of the communities in the ward and there is a need to continue the work of Shiria Khatun in helping to support the community to become better integrated and access services.

The ethnic make-up of the Mansell Street estate, however, is very mixed and there is a need here to ensure that other groups are also involved and supported. For example, 13% of tenant holders on the Mansell Street estate are Black African. What we know around the effectiveness of community capacity building is that workers need to be visible and trusted and communities need to have confidence that support is provided on a long-term basis.

## **Recommendations**

- 3.1 The Community Health Worker post is continued for a further three years and expanded to work with other ethnic minority groups on both estates.

- 3.2 The role is expanded to broker intelligence and disseminate service information between both City and Hackney and Tower Hamlets Clinical Commissioning Groups concerning residents' needs and services, reporting to the 'One Portsoken Forum'.
- 3.3 An impact framework is developed to help measure the effectiveness of the service in reducing health inequalities, access to services and long term care costs for these groups through improved health promotion.

## **Costs**

The role might require 3-4 days a week and is likely to cost approximately £25,000 per annum, plus on-costs (currently Toynbee Hall is paid £12,000 for two days). Specific advice and guidance on an impact measurement framework would need to be developed and might cost an additional amount of approximately £10,000 if this was to be commissioned externally. However, there may already be resources available to support this kind of activity as part of the Health and Wellbeing Board's responsibilities.

## **(4) Delivering resident and health services**

The City and providers are aware that many services have to appeal to both City workers and residents to make them viable. The City Advice project is a case in point. One of the suggestions that came out of our consultation was the joining up and provision of a universal mental health referral pilot which targets both workers and residents. Low level mental health issues are seen as a big issue, particularly work-related stress for City workers, as well as for residents who are having trouble coping with issues such as debt or related impacts of welfare reform. Existing investment in services, such as Fusion, could be enhanced by better signposting from other providers and services. In addition providers that are aware of low-level mental health issues with their users/clients could refer them on to an independent service.

## **Recommendations**

- 4.1 The need for a mental health referral and information service to be explored with the both City and Hackney and Tower Hamlets CCGs and providers.
- 4.2 A service could be provided at the Artizan Street Library and Community Centre with possible outreach to St Botolph's Church.

It is not possible to provide costs at this point as there are too many unknown variables. However it is likely that this will require the equivalent of at least one full time equivalent post at an appropriate grade and scale along with on-costs, hire of rooms and promotional material.

## **(5) Welfare reform intervention service**

The City has already got an excellent example of how it has worked with a provider (City Advice) to target advice and support to residents on the implications of the "bedroom tax". As the Portsoken ward has two social landlords, the City and Guinness Trust, it is important that messages and support are delivered consistently to all tenants/residents.

The benefits cap and Universal Credit are likely to have the greatest impact on those residents of working age claiming benefits. Pensioner poverty is high in the ward representing more than 50% of the total pensioner population in the City, but with at least £5 billion of means tested benefits going unclaimed each year for the elderly in the UK, it is highly likely that more can be done to alleviate this.

## **Recommendations**

- 5.1 Building on the existing services provided by City Advice, dedicated support sessions are provided on both estates on a regular basis (possibly bi-monthly).
- 5.2 These sessions to include:
  - a. Training on how to use the internet using existing equipment available at Artizan Street Library and Community Centre and Portsoken Health and Community Centre.
  - b. This training to also include a tailored ESOL programme to understand language and claim forms.
  - c. One to one advice with a City Advice worker to help manage claims on-line and provide additional benefits advice.
  - d. Continued promotion of benefit advice and support for elderly residents using other service providers; CSV (Befriending), GPs and Health Visitors, Good Neighbours and special clubs.

## **Costs**

There should be no need for any additional costs to run this service. This already fits within the remit of City Advice and existing provision through Adult Learning could be tailored to deliver these sessions, and if agreed by decision makers this could be negotiated as a contract variations. Contribution and support should be sought through Guinness Trust, as this would directly benefit their tenants. Once Universal Credit is up and running, the need for this particular type of intervention is likely to reduce.

## **(6) Improve residents' employability and earning potential**

A long term intervention is required to help build the employability and earning potential of residents in the ward. Whilst there is a growing elderly population, there is also a large younger population and an estate almost entirely dependent on some form of state benefit.

The City Step project is an example of a dedicated pre-employment programme for which most demand came from the Portsoken ward. However, this was a one-off programme, the impact of which is not clear at this stage as the programme has only just finished. It was funded through European Social Funding through the Economic Development Unit. There is a need to provide a range of different kinds of learning aimed at improving the employability of those not working, and careers advice and support to help those that are working in low-paid employment to raise their aspirations and future prospects.

Securing a part-time role (16 hours plus) will exempt families from the benefit cap. A course could be developed to target parents on benefit to explore their options for part-time working providing additional learning and employability support where needed. For

example, a targeted work-related ESOL course might be required, or access to vocational certification, such as food hygiene.

However there is little intelligence available about the numbers of unemployed residents, their skills base and aspirations or those that are employed who, with some extra help and support, could improve their earning potential.

## **Recommendations**

- 6.1 An employment and skills study to be undertaken throughout the ward (and possibly to other wards, such as Cripplegate) to explore the skills needs and employment aspirations of unemployed residents.
- 6.2 The study to include a review of relevant City employment opportunities and employers willing to provide work experience, apprenticeships and job opportunities for local residents.
- 6.3 The study should also include the design of appropriate programmes of support and training, alongside a review of sources of funding.

## **Cost**

It would be far more efficient to conduct a study of this scale at a City wide level. Employment and skills reviews cost anything between £10,000 to £50,000, depending on the size of the area and the requirements of the brief. We would estimate that, including programme design and funding sources, a study of this nature would cost in the region of approximately £20,000 to £25,000. However this could be funded through a range of sources, including support from Jobcentre Plus (Flexible Support Fund), Adult Learning, the Economic Development Unit and trust funding, such as Trust for London or City Bridge Trust.

## **5. Conclusions**

The review has been welcomed and informed by many and the priorities identified have been drawn from the extensive consultation undertaken with providers, residents, stakeholders and City officers. It has shown that there are some deep-seated issues that affect the Portsoken ward, confirming that it is unique in its demographic composition compared to other parts of the City. Early intervention is happening and making a difference, but there is room for improvement, particularly to reduce duplication but also to put in place short and long term interventions that can go further to reducing the poverty and deprivation associated with the ward.

The proposals presented sit together as a coordinated response to improve communication, reduce duplication, enhance services and increase the life chances and wellbeing of residents in the ward. The extent to which these options are developed is still to be explored, but they do represent an opportunity to show the community that the City is both listening and responding to its needs. Their careful communication will also help the residents of Portsoken to understand the challenges and constraints faced by a local authority in delivering services to a unique and diverse community at a time of significant cuts in public funding.

## 6 Next Steps

Following discussion of a draft of the Portsoken Review, the City of London Corporation's Commissioning Team for Community and Children's Services requested a proposed timetable for taking the Review forward, along with a high-level, outline implementation plan. The following recommendations and proposed timescales were agreed with Members on the 24<sup>th</sup> July 2013.

Please refer to section 4 for more detail on the recommendations summarised here

<b>Recommendations: 1 - Using Assets More Effectively</b>					
References	Summary	Owner/lead	Priority (H/M/L)	Quick Win?	Cost Implications
1.1-1.6	Reconfigure role/remit of Artizan Street Library and Community Centre to become the ward's coordinating hub	CoLC (Libraries)	High	Yes	Some (tbc)
1.7	Ensure service providers effectively use the ward's community assets	CoLC (Commissioning)	Medium	Yes	None
<b>Recommendations: 2 Creating a residents' and providers' Forum</b>					
Reference	Summary	Owner/lead	Priority (H/M/L)	Quick Win?	Cost Implications
2.1, 2.3	Establish the "One Portsoken" Ward Forum	CoLC/residents	High	Yes	Some (tbc)
2.2, 2.4	Ensure the management and governance of the Forum for the long term	CoLC/residents	Medium	No	Some (tbc)
<b>Recommendations: 3 Building Community Capacity</b>					
Reference	Summary	Owner/lead	Priority (H/M/L)	Quick Win?	Cost Implications
3.1, 3.2	Continue, develop and extend the role of the Community Health Worker	CoLC	High	No	£30,000 pa
3.3	Develop an impact framework to measure services' effectiveness	CoLC/contracted out	Medium	No	£10,000

<b>Recommendations: 4 Delivering resident and health services</b>					
Reference	Summary	Owner/lead	Priority (H/M/L)	Quick Win?	Cost Implications
4.1, 4.2	Make the case for the provision of a mental health referral/info service	CoLC	Medium	No	Some (tbc)
<b>Recommendations: 5 Welfare reform intervention service</b>					
Reference	Summary	Owner/lead	Priority (H/M/L)	Quick Win?	Cost Implications
5.1, 5.2	Develop and update the welfare advice service to residents in light of reforms	CoLC / existing providers	High	Yes	Some (tbc) if used across the City
<b>Recommendations: 6 Improve residents' employability potential and income</b>					
Reference	Summary	Owner/lead	Priority (H/M/L)	Quick Win?	Cost Implications
6.1, 6.2	Undertake a practical employment and skills study to identify jobs for residents	CoLC/contracted out	Medium	No	£20-25,000
6.3	Scope and cost specific interventions/ programmes of employability support	CoLC/contracted out	Medium	No	Some (bids to external funds)

## Timetable

The following timetable sets out activities around dissemination of the findings and the support required to set up ONE Portsoken.

What	When?	Notes
Agreement by Ward Members	July 2013	<ul style="list-style-type: none"> <li>A meeting was held with Members and CoLC Officers on the 24<sup>th</sup> July 2013 where the timetable and action plan were agreed</li> </ul>
Dissemination with Residents' Associations	September/October	<ul style="list-style-type: none"> <li>Next meetings are being held in September and October to gather views and secure buy-in.</li> </ul>
Dissemination with Commissioners and Providers	September 2013	<ul style="list-style-type: none"> <li>Convene a provider and officer meeting including those that attended the commissioning summit/consultation event back in January. The meeting will be an opportunity to feedback on the process and recommendations and get ideas and support from providers for taking these forward. Use the Artizan Library and Community Centre - will require support from the commissioning teams to ensure attendance of all providers and officers.</li> </ul>
Dissemination with wider community	Community events in October/November 2013	<ul style="list-style-type: none"> <li>Working with the Aldgate consultation team and residents associations we propose to hold two community events to help secure interest and commitment to ONE Portsoken and feedback on the proposed implementation for a new public space between Sir John Cass School and St Botolph's Church. The events would need to take place in the evening on a weekday (to include those residents that live in the ward during the week) and on a weekend so that all residents have the opportunity to attend.</li> </ul>
Establishing a shadow forum	October	<ul style="list-style-type: none"> <li>Secure commitment from a mix of providers and residents to set up a shadow forum to develop a formal plan for the ONE Portsoken forum. This will include scoping and visioning, roles and structure.</li> </ul>
Moving towards a formal structure including capacity building and support	October through to June 2014	<ul style="list-style-type: none"> <li>Monthly progress meetings and secretariat support</li> <li>Support in exploring options and legal entities including the development of constitution, plans, strategy</li> <li>Training and support for members</li> <li>Fund-raising support including development of grant proposals</li> <li>Support in commissioning consultations with CoLC and residents in February/March</li> <li>Exit strategy of support and plans for sustainability</li> </ul>