





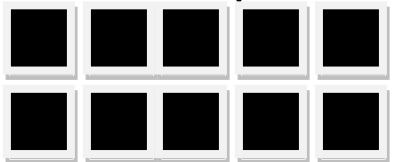
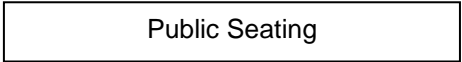
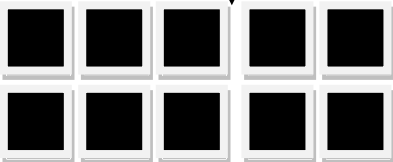
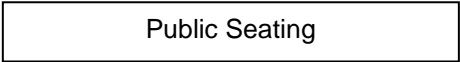
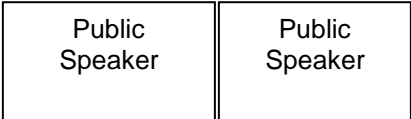
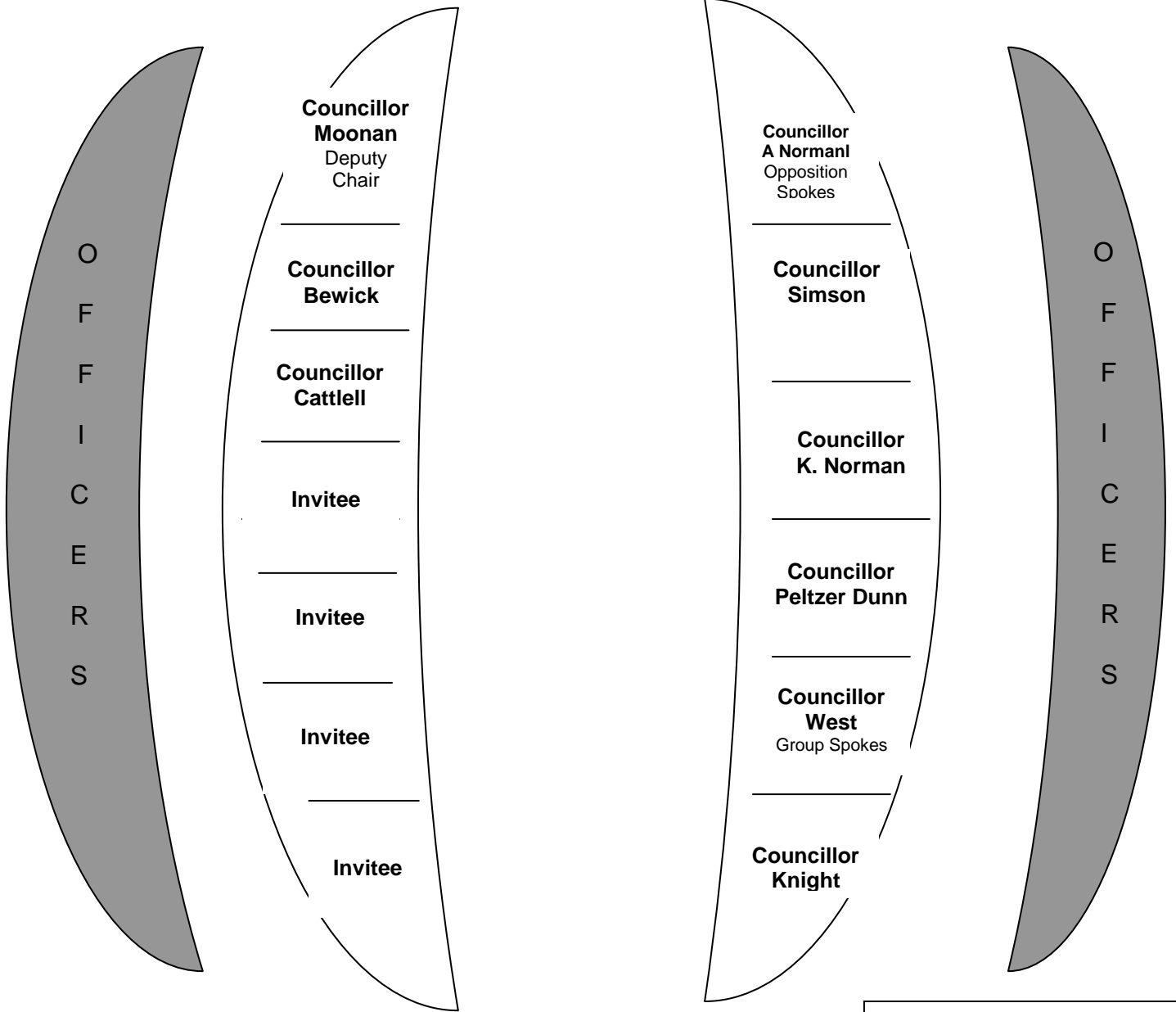
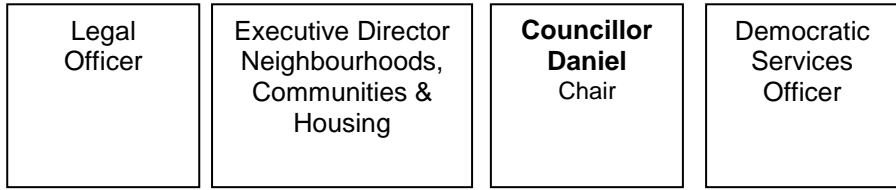
**Brighton & Hove  
City Council**

**Neighbourhoods, Inclusion, Communities & Equalities Committee**

Title:	<b>Neighbourhoods, Inclusion, Communities &amp; Equalities Committee</b>
Date:	<b>9 October 2017</b>
Time:	<b>4.00pm</b>
Venue	<b>The Bridge Community Centre, Lucraft Road, BN2 4PN</b>
Members:	<b>Councillors:</b> Daniel (Chair); Moonan (Deputy Chair), A Norman (Opposition Spokesperson), West (Group Spokesperson), Bewick, Cattell, Knight, K Norman, Peltzer Dunn and Simson
Invitees:	Representative (Clinical Commissioning Group); Joanna Martindale (Hangleton & Knoll Project); Anusree Biswas Sasidharan (Brighton & Hove Ethnic Group); Representative (Sussex Police).
Contact:	<b>Penny Jennings</b> Democratic Services Officer 01273 291065 penny.jennings@brighton-hove.gov.uk

	<b>The venue has facilities for wheelchair users, including lifts and toilets</b>
	<b>An Induction loop operates to enhance sound for anyone wearing a hearing aid or using a transmitter and infra red hearing aids are available for use during the meeting. If you require any further information or assistance, please contact the receptionist on arrival.</b>
	<p align="center"><b>FIRE / EMERGENCY EVACUATION PROCEDURE</b></p> <p><b>If the fire alarm sounds continuously, or if you are instructed to do so, you must leave the building by the nearest available exit. You will be directed to the nearest exit by council staff. It is vital that you follow their instructions:</b></p> <ul style="list-style-type: none"> <li>• <b>You should proceed calmly; do not run and do not use the lifts;</b></li> <li>• <b>Do not stop to collect personal belongings;</b></li> <li>• <b>Once you are outside, please do not wait immediately next to the building, but move some distance away and await further instructions; and</b></li> <li>• <b>Do not re-enter the building until told that it is safe to do so.</b></li> </ul>

**Democratic Services: Neighbourhoods, Inclusion, Communities & Equalities Committee**



## AGENDA

## Part One

## Page

**13 PROCEDURAL BUSINESS**

- (a) **Declarations of Substitutes:** Where councillors are unable to attend a meeting, a substitute Member from the same political group may attend, speak and vote in their place for that meeting.
- (b) **Declarations of Interest:**
- (a) Disclosable pecuniary interests;
  - (b) Any other interests required to be registered under the local code;
  - (c) Any other general interest as a result of which a decision on the matter might reasonably be regarded as affecting you or a partner more than a majority of other people or businesses in the ward/s affected by the decision.

In each case, you need to declare

- (i) the item on the agenda the interest relates to;
- (ii) the nature of the interest; and
- (iii) whether it is a disclosable pecuniary interest or some other interest.

If unsure, Members should seek advice from the committee lawyer or administrator preferably before the meeting.

- (c) **Exclusion of Press and Public:** To consider whether, in view of the nature of the business to be transacted or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

*Note: Any item appearing in Part Two of the agenda states in its heading the category under which the information disclosed in the report is exempt from disclosure and therefore not available to the press and public.*

*A list and description of the exempt categories is available for public inspection at Brighton and Hove Town Halls and on-line in the Constitution at part 7.1.*

**14 MINUTES****1 - 14**

To consider the minutes of the meeting held on 3 July 2017 (copy attached).

**15 PRESENTATION(S)**

Before proceeding to the formal business of the meeting there will be a short presentation by representatives by Chris Neilson on behalf of

“Community Guardians” outlining their work.

Following the presentation Members will have the opportunity to ask questions following which there will be a short break before proceeding to the main business of the agenda.

**16 CHAIRS COMMUNICATIONS**

**17 CALL OVER**

- (a) Items (20 – 26) will be read out at the meeting and Members invited to reserve the items for consideration.
- (b) Those items not reserved will be taken as having been received and the reports’ recommendations agreed.

**18 PUBLIC INVOLVEMENT**

To consider the following matters raised by members of the public:

- (a) **Petitions:** To receive any petitions presented by members of the public to the full Council or at the meeting itself.
- (b) **Written Questions:** To receive any questions submitted by the due date of 12 noon on 2 October 2017.
- (c) **Deputations:** To receive any deputations submitted by the due date of 12 noon on 2 October 2017.

**19 MEMBER INVOLVEMENT**

**15 - 16**

To consider the following matters raised by Members:

- (a) **Petitions:** To receive any petitions referred from Full Council or submitted directly to the Committee;
- (b) **Written Questions:** To consider any written questions;
- (c) **Letters:** To consider any letters;
- (d) **Notices of Motion:** to consider any Notices of Motion referred from Full Council or submitted directly to the Committee.
  - i) Grenfell Tower

**20 EMERGENCY PLANNING AND RESILIENCE - PREVENTING AND RESPONDING TO EMERGENCIES**

**17 - 30**

Report of the Executive Director, Neighbourhoods, Communities and Housing (copy attached).

*Contact Officer:* Annie Sparks *Tel:* 01273 292436  
*Ward Affected:* All Wards

**21 COMMUNITY SAFETY AND CRIME IN BRIGHTON & HOVE 31 - 42**

Report of the Executive Director, Neighbourhoods, Communities and Housing (copy attached).

*Contact Officer:* Peter Castleton *Tel:* 01273 292607  
*Ward Affected:* All Wards

**22 GATING, DOG CONTROL AND DESIGNATED PUBLIC SPACES ORDERS 43 - 62**

Report of the Executive Director, Neighbourhoods, Communities and Housing (copy attached).

*Contact Officer:* Peter Castleton *Tel:* 01273 292607  
*Ward Affected:* All Wards

**23 ROUGH SLEEPING STRATEGY PROGRESS UPDATE 63 - 96**

Report of the Executive Director, Neighbourhoods, Communities and Housing (copy attached).

*Contact Officer:* Simon Newell, Matt Morgan *Tel:* 01273 291128,  
*Ward Affected:* All Wards

**24 SIBLING W&X SERIOUS CASE REVIEW 97 - 200**

Report of the Executive Director, Neighbourhoods, Communities and Housing (copy attached).

*Contact Officer:* Peter Castleton *Tel:* 01273 292607  
*Ward Affected:* All Wards

**25 UNIVERSAL CREDIT READINESS AND RESPONSE 201 - 224**

Executive Director, Finance and Resources and Executive Director, Neighbourhoods, Communities and Housing (copy attached).

*Contact Officer:* John Francis *Tel:* 01273 291913  
*Ward Affected:* All Wards

**26 BRIGHTON AND HOVE SOCIAL VALUE FRAMEWORK UPDATE 225 - 238**

Joint report of the Executive Director Finance & Resources and Executive Director Neighbourhoods, Communities & Housing (copy attached).

*Contact Officer:* Michelle Pooley *Tel:* 01273 295053  
*Ward Affected:* All Wards

## 27 ITEMS REFERRED FOR FULL COUNCIL

To consider items to be submitted to the 2 November 2017 Council meeting for information.

*In accordance with Procedure Rule 24.3a, the Committee may determine that any item is to be included in its report to Council. In addition, any Group may specify one further item to be included by notifying the Chief Executive no later than 10am on the eighth working day before the Council meeting at which the report is to be made, or if the Committee meeting take place after this deadline, immediately at the conclusion of the Committee meeting*

The City Council actively welcomes members of the public and the press to attend its meetings and holds as many of its meetings as possible in public. Provision is also made on the agendas for public questions to committees and details of how questions can be raised can be found on the website and/or on agendas for the meetings.

The closing date for receipt of public questions and deputations for the next meeting is 12 noon on the fifth working day before the meeting.

Agendas and minutes are published on the council's website [www.brighton-hove.gov.uk](http://www.brighton-hove.gov.uk). Agendas are available to view five working days prior to the meeting date.

Meeting papers can be provided, on request, in large print, in Braille, on audio tape or on disc, or translated into any other language as requested.

Electronic agendas can also be accessed through our meetings app available through [www.moderngov.co.uk](http://www.moderngov.co.uk)

For further details and general enquiries about this meeting contact Penny Jennings, (01273 291065, email [penny.jennings@brighton-hove.gov.uk](mailto:penny.jennings@brighton-hove.gov.uk)) or email [democratic.services@brighton-hove.gov.uk](mailto:democratic.services@brighton-hove.gov.uk)

### **WEBCASTING NOTICE**

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For further details and general enquiries about this meeting contact Penny Jennings, (01273 291065, email [penny.jennings@brighton-hove.gov.uk](mailto:penny.jennings@brighton-hove.gov.uk)) or email [democratic.services@brighton-hove.gov.uk](mailto:democratic.services@brighton-hove.gov.uk)

Date of Publication Friday, 29 September 2017

**BRIGHTON & HOVE CITY COUNCIL**

**NEIGHBOURHOODS, INCLUSION, COMMUNITIES & EQUALITIES COMMITTEE**

**4.00pm 3 JULY 2017**

**COUNCIL CHAMBER, HOVE TOWN HALL**

**MINUTES**

**Present :** Councillors Daniel (Chair), Moonan (Deputy Chair), A Norman (Opposition Spokesperson), West (Group Spokesperson), Bewick, Cattell, Knight, K Norman, Peltzer Dunn and Simson

**In attendance:** Joanna Martindale (Hangleton & Knoll Project); Anusree Biswas Sasidharan (BME Brighton & Hove Police Engagement Group), Michelle Elston (CCG) and Chief Superintendent Lisa Bell (Sussex Police).

**PART ONE**

**1 PROCEDURAL BUSINESS**

**1a Declaration of Substitutes**

1.1 There were none.

**1b Declarations of Interest**

1.2 There were no declarations of interests in matters listed on the agenda.

**1c Exclusion of Press and Public**

1.3 The Committee considered whether the press and public should be excluded from the meeting during the consideration of any of the items listed on the agenda.

1.4 **RESOLVED:** That the press and public be not excluded from the meeting during consideration of any items contained in the agenda.

**2 MINUTES**

2.1 **RESOLVED –** That the Chair be authorised to sign the minutes of the meeting held on 13 March 2017 as a correct record of the proceedings.

### 3 PRESENTATION(S) - UNIVERSITY OF SUSSEX -WORK IN THE COMMUNITY

- 3.1 Before proceeding to the formal business the Chair, Councillor Daniel, welcomed Dean Spears, Head of University Housing Services and Lenny Rolles, Head of Public Affairs from the University of Sussex and invited them to outline the University's work in the community in respect of:

Ambassadors and how their work has impacted on the community (including befriending); and

Street Marshalls

- 3.2 It was explained that there was a four point strategy to the University's community engagement approach namely, to resolve enquiries from residents and partners, fund four large-scale community clean ups, to fund Community Ambassadors who contacted 7,000 households at the door step and funding a late-night Street Marshalling Scheme to help students to get home safely at night. There were 21 Student Ambassadors, in 3 Wards surrounding the campus, they knocked doors and engaged in dialogue with local residents and provided signposting to housing advice, City Council services, local events, community groups and volunteering opportunities with the intention of bridging the gap between students and residents. Community Ambassadors attending residents group meetings with officers and provided feedback on what they had learned from chatting to residents.
- 3.3 The ethos behind Street Marshalling and how it operated in concert with the Police and other partners was also outlined. Beacon Security Services had been contracted by the University to provide mixed gender patrols with community safety accreditation and operated three nights per week, Wednesday - Friday from 10.00pm-4.00am in Hanover and Elm Grove, the Lewes Road Area and Coldean and Moulsecomb. Patrols were focused on main streets and night bus routes offering advice to students and residents. The Marshalls had had 365 encounters during their initial period of operation involving people walking alone or in groups, not just students. This work had involved chatting to individuals/groups and advising them on getting home safely, reminding those moving through the city about their noise levels and providing basic first aid to members of the public. The Street Wise team had also alerted the emergency services on a number of occasions.
- 3.4 Following the presentation Members had the opportunity to ask questions.
- 3.5 **RESOLVED** – That the content of the presentation be received and noted.

### 4 CHAIRS COMMUNICATIONS

#### Chair's Welcome

The Chair, Councillor Daniel, opened her communications by welcoming Committee Members old and new, and also members of the public, to the first meeting of the Neighbourhoods, Inclusion, Communities and Equalities committee in the council new municipal year. Michelle Elson from the CCG was welcomed as were Chief Inspector



Christopher Veale from the Police (who would be attending future meetings, Cllrs Ann Norman, Ken Norman, Gary Peltzer Dunn, Pete West and Amanda Knight. The Chair stated that they would all bring a great deal of knowledge and experience of supporting and championing communities and equalities in our city. I am excited to have you all round the table to continue to develop and deliver this committee's agenda. I know you are all passionate about and committed to all the people of this city and will work with me to keep the collaborative ethos that I and your predecessors have built around this committee. We still have much to do on our agenda and I know you're all keen to get going.

### **Disability Pride – 9 July 2017**

- 4.2 Disability Pride was set to take place on Sunday 9 July from 2pm until 7pm on New Road Brighton; a celebration of and for all people with all disabilities, the first Disability Pride in the UK. The voluntary group leading and organising the event had been liaising with New York who will be holding their Disability Pride on the same day as would Italy and Switzerland. There would be stalls and stages offering music, performances, food, education, arts and comedy (among other things).

### **Trans Pride, Brighton**

- 4.3 Trans Pride Brighton, was now in it's fifth year, and had an array of events in July.

As a registered charity run solely by volunteers, Trans Pride aimed to inspire all trans, intersex, gender variant and queer people to help make a real difference by celebrating trans lives and gender diversity. By promoting equality and diversity through visibility, Trans Pride attempted to eliminate the discrimination which trans people faced.

As part of Trans Pride the city was holding its second Trans and Non-binary Conference on Thursday 20<sup>th</sup> July. Going from strength to strength the second conference gives us - the city - the opportunity to demonstrate our on-going commitment to improving the lives of trans and non-binary individuals, and working together on what and how to make change happen.

There are some amazing speakers lined up for this year's conference including Jack Monroe, Sabah Choudery and MJ Barker.

Later the same day there is a free Trans and Non-binary Open Mic Night at The Yellow Book Brighton, York Place, Opposite St Peters Church.

All performances by trans and non-binary folk. There will also be a raffle running alongside this, to raise money for Trans Pride Brighton.

Culminating in an amazing weekend of Trans visibility and celebration with the Trans March from the Marlborough Pub to Brunswick park at noon on Saturday 22<sup>nd</sup>, and the Trans Pride park event at Brunswick square 1pm – 6pm.

For full information about the conference and Trans Pride visit [transpridebrighton.org](http://transpridebrighton.org)

### **Brighton and Hove Pride, 4-6 August 2017**

And last but not least we have Brighton and Hove Pride 4<sup>th</sup> to 6<sup>th</sup> August.

So I'm wishing all our L, G, B and T, our non-binary, our intersex, gender variant and intersex residents and visitors happy and safe celebrations.

#### *Additional items :*

1) Change in chief exec of Community Works - farewell to Sally and maybe a few words and announcement of new chief exec being Jess Sumner

2) Amazing 100 Metre Water Slide Brighton! Local charity Amaze is bringing a daring, giant, 100 metre water slide to Brighton on Saturday 15th July 2017. In Brighton's beautiful Wild Park. 1000 riders have the unique chance to book now to speed down the most fun, adrenaline-filled slide in the city, with bubbles, blow up cushions and all proceeds will help local families with disabled children. As well as the slide Heart FM will be pumping the tunes, there's a bouncy castle and other entertainment for younger kids, the fire brigade are bringing an engine and the Mayor is visiting.

3) Brighton & Hove Impetus will be launch their annual Yellow Rose campaign on Sunday 30 July, the UN International Day of Friendship.

The yellow rose symbolises friendship, and the Yellow Rose Campaign is all about connecting people, building communities and helping to spread awareness about isolation in Brighton & Hove - and how people can get involved with Impetus to help tackle this issue. This year Impetus are taking the Yellow Rose campaign out to community events throughout the month of August, aiming to reach Moulsecomb & Bevendean, Patcham & Hollingbury, Hangleton & Knoll, N & S Portslade as well as more central areas such as Queen's Park, Hollingdean and Hove. If anyone has an event they'd like to invite Impetus to, or for more information on the campaign contact - [info@bh-impetus.org](mailto:info@bh-impetus.org)

## **5 PUBLIC INVOLVEMENT**

### **5a Petitions**

5.1 Councillor Daniel, the Chair, noted that a petition by containing 668 signatures had been put forward by Ms Cook representing 38 degrees. Ms Cook was invited forward to speak in support of her petition set out below:

"We the undersigned, are asking Brighton & Hove City Council to 1) assess the impact of fireworks on the people and the domestic and wild animals in the community and environment of Brighton & Hove 2) consider what alternatives might be available (for

example to investigate if there is a way to reduce noise but keep the spectacle. Silent firework displays could, for example, pave the way for fabulous musical events with music instead of explosions accompanying the fireworks and 3) review the sale of fireworks to the public for private use with particular reference to the allowable sound volume.”

5.2 The Chair, thanked Ms Cook for her petition and responded in the following terms:

”The Council shares people’s concerns about the impact of fireworks on wildlife and pets.

We ask the public to follow the RSPCA advice on how to keep their pets safe during firework season.

There are lots of simple things that the public can do to help pets deal with fireworks. By preparing in advance before fireworks start pets are better able to cope with the noises.

Large scale firework events, in the city, are organised by private companies. The council ensures that these event organisers comply with health and safety requirements.

The Fireworks Regulation 2004 restricts the times fireworks can be used and prohibits of supply of excessively loud fireworks. This is enforced by the Police and Trading Standards.

Thank you for the innovative idea of silent fireworks with music. I will pass this idea on to the councils Events Team, to see if they can promote the idea with events organisers.

<https://www.rspca.org.uk/adviceandwelfare/pets/general/fireworks>

5.3 **RESOLVED** – That the content of the petition and the Chair’s response be received and noted.

**5b Written Questions**

5.4 There were none.

**5c Deputations**

5.5 There were none.

**6 MEMBER INVOLVEMENT**

**6a Petitions**

6.1 There were none.

**6b Written Questions**

6.2 There were none.

**6c Letters**

6.3 There were none.

**6d Notices of Motion**

6.4 There were none.

**7 COMMUNITIES & NEIGHBOURHOODS PORTFOLIO**

7.1 The Committee considered a report the Executive Director, Neighbourhoods, Communities and Housing, the purpose of which was to provide Members with an update on the programmes which sat within the Communities and Neighbourhoods Portfolio, which included:

Community and neighbourhood hub development (physical and virtual);  
Community collaboration;  
Neighbourhood governance; and  
Enforcement and inspection (development of the Field Officer role)

7.2 It was noted that following the Committees' agreement to the programmes to be covered in July 2016. Good progress had been made in each of those areas and progress reports on each of them were set out in the appendices to the report. The overarching principle was to put communities at the heart of service delivery and to focus services on community needs and to target those in most need; to enable residents to have a greater involvement in decisions and to enable more people to do more for themselves and each other. There was an emphasis on making services easier to use and to provide digital services and help using them. Also, to facilitate the sharing of information and resources, to drive greater collaboration between service deliverers, to improve satisfaction levels by involving residents and to improve relationships with residents. One of the key features of the programme had been the input given by local partners. It was important to continue to increase effectiveness against a backdrop of diminishing resources, this approach would provide a better website/officer interface and would enable greater targeting of resources, the same level of coverage would be provided for each area of the city but how it was provided would vary dependent on the individual needs of communities and work on developing hubs was being carried out with local groups.

7.3 Councillor Simson stated that whilst she welcomed the approach being used she had some concerns, in communities where there might not be strong community groups what would be done ensure that the appropriate level of engagement took place and that groups used to inform future strategy were representative of their communities. The Executive Director, Larissa Reed explained that fundamental changes were needed and a timescale had been factored in which allowed would enable wide-ranging dialogue to take place. Community Leaders and Councillors would have an integral role in leading on that too.

7.4 Councillor Moonan stated that she commended the approach being adopted, in her view progress had been made in a short space of time and provided the inbuilt flexibility to adapt and make changes as necessary, the digital solutions proposed were exciting and should be cheaper than more traditional means of engagement; she awaited further update reports with interest.

- 7.5 Councillor Cattell stated that as a newly appointed member of the Committee she welcomed the apparent progress which had been achieved within a relatively short period of time and the digital first approach being encouraged.
- 7.6 Councillor Peltzer Dunn expressed support for the work completed to date and the proposed approach going forward but queried references to the Section 106 element. The Head of Legal Services, Corporate Law, Elizabeth Culbert that the Section 106 Agreement had been drafted such that it could be amended to reflect what the Council was actually going to do.
- 7.7 Councillor West stated that whilst supporting the approach he had concerns regarding the role of the Field Officer, how that would interface across departments and was anxious that role did not become overloaded. He considered it was important to quantify that role in order to ensure that it worked well. Councillor Peltzer Dunn concurred and it was agreed that this aspect and details on funding for Field Officer post(s) would be quantified in the future update report.
- 7.8 Joanna Martindale, Hangleton and Knoll Project, stated that the community and voluntary sector had welcomed the opportunity to offer their input and she was aware that in depth discussions had taken place behind the scenes and felt sure that this would feed through into future reports to Committee throughout the year. The Chair, Councillor Daniel stated that she the input from the voluntary was considered both valuable and an integral part of the process.
- 7.9 **RESOLVED** – (1) That the Committee agrees the aims and objectives of the Portfolio as presented in Section 3.1 of the report with its focus on service improvement through increased involvement of the community and collaboration of service providers in all sectors;
- (2) Agrees the direction of travel of the Communities & Neighbourhoods Portfolio of programmes as described in Appendix 2;
- (3) Agrees the strategy to take forward the neighbourhoods working model as outlined in Section 3.6 and Appendix 3, building upon the existing strengths of local communities, and according to levels of need and existing assets;
- (4) Agrees that the work of the Communities & Neighbourhoods Portfolio will support ward councillors in their leading role in neighbourhood working;
- (5) Agrees to the establishment of a task and finish cross-party working group to give strategic leadership to the Communities & Neighbourhoods Portfolio work, to be chaired by Councillor Daniel; and
- (6) Agrees the council's commitment to collaborative working and to being an active partner in the development and delivery of neighbourhood action plans.

## 8 COLLABORATION FRAMEWORK

- 8.1 The Committee considered a report of the Executive Director, Neighbourhoods, Communities and Housing which was intended to give members an oversight of the new city Collaboration Framework and to agree the principles, guidance and commitments set out in the Framework. The Collaboration Framework would complement the existing Community Engagement Framework and had been designed as a practical tool and a policy document which was centred on collaborating for better outcomes, with and between residents, across services and sectors. This work formed part of the wider Communities and Neighbourhoods Portfolio.
- 8.2 The report highlighted the need for widespread effective collaboration and acknowledged that many organisations in Brighton and Hove already collaborated effectively but there was still room for improvement. The city's partnerships formed an excellent foundation; however, the aim of the Framework was to get every service in the city to rethink how it operated and to consider how, through better or more collaboration, they could maximise the impact of their work for the benefit of service users or beneficiaries.
- 8.3 Councillor Simson commended the report and welcomed the capacity building approach and the recognition that it was often easier to effect improvements externally rather than internally. Councillor Peltzer Dunn concurred agreeing that the report was clearly written and that he found the information contained in the appendix very informative.
- 8.4 Councillor Moonan noted that this report built on that previously considered by Committee considering that it was critical to ensure that mechanisms were in place to ensure that staff/structures worked differently.
- 8.5 Joanna Martindale, Hangleton and Knoll Project, explained that she was aware that a lot of work had already taken place which was ongoing.
- 8.5 Councillor West welcomed the report which sought to maximise resources and sought the best possible outcomes particularly for those who were vulnerable. He sought clarification regarding funding streams and the manner in which the various steering groups referred to work in practice.
- 8.6 **RESOLVED** – (1) That the Commtee agrees the principles, guidance and commitments set out in the Brighton and Hove Collaboration Framework; and  
(2) Agrees the council's commitment to collaborative working and to being an active partner in embedding this in practice through the development of a cross-sector steering group to develop and implement a Collaboration Action Plan.

## **9 WELFARE REFORM UPDATE**

- 9.1 The Committee considered a report of the Executive Director of Finance and Resources the purpose of which was to update it on the progress of the government's welfare reform programme and in particular the roll-out of Universal Credit in Brighton and Hove and the council's response to it.
- 9.2 The Head of Revenues and Benefits and the Revenues and Benefits Manager introduced the report and explained that work had been undertaken to analyse and

identify the impact of both the recent welfare reform measures put in place by central government and arising as a consequence of the roll-out of Universal Credit which was due to be fully rolled out through a phased approach by the Autumn of 2017.

Commissioning work was being undertaken across departments and with other partners and stakeholders in readiness and to ensure that those living in the city likely to be most effected by these changes could be supported appropriately. The appendix to the report highlighted the key changes which had begun to take effect in the city from December 2016 and included changes in the benefit cap for households with children and for single people and a reduction in work allowances under Universal Credit.

- 9.3 It was explained that the overall impact from changes to the benefit cap was still unclear. Prior to the changes 67 households in the city were affected by these measures. By March 2017, 440 had been impacted, however around 90 of those had been removed as a result of a technical change in the way management support costs were provided by central government for people living in temporary accommodation. There were however a number of new cases each week and some of them were on Universal Credit.
- 9.4 Councillor Bewick commended the report and information contained in the report itself and set out in the accompanying appendix. He considered that it painted a potentially bleak picture stating that it was key to ensure that means by which mitigation measures could be undertaken across all departments were put in place and were included in an action plan going forward.
- 9.5 Councillor Cattell sought clarification regarding the interface with money advice charities to avoid additional hardship as a result of monies allocated for living expenses being spent otherwise for example by a partner. It was explained that those giving advice had been trained to address such issues and that if necessary partners could be treated as a separate household.
- 9.6 Councillor West whilst pleased to note the positive measures which had been undertaken considered that overall this was a matter for serious concern, particularly as money was being taken away from those in the city who were poorest. He was concerned that access to help could be patchy and was concerned that as many avenues as possible were pursued in seeking to assist those individuals in need. He considered that it would be appropriate to forward the report to the Housing and New Homes Committee.
- 9.7 It was explained that work was taking place in concert with housing, but that the issues to be addressed were broader and in some instances required use of discretionary services in collaboration with other partners/providers, for example in order to assist young single homeless people in the city who had different needs to those with families. Access to private rented accommodation was often difficult for those on benefits.
- 9.8 Councillor Moonan welcomed the work which had been carried out to date and was ongoing. It was important however not to create a “tsunami of fear” but to ensure that budgets were not underutilised as a result of individuals falling through the gaps and being missed. Councillor Moonan stated that rough sleepers often fell on the cusp of the safeguards in place, noting that mechanisms were in place to try and project ahead and

to engage collaboratively with them by working with adult social care within and outside the council and through partners such as Job Centre Plus for example. Budgetary constraints and the potential for needs being managed to fit the budget available as a consequence were a source for serious concern.

- 9.8 Councillor Peltzer Dunn agreed with what had been said considering that it was very important to provide support targeted to individual need. Some people found it difficult to manage money and it was helpful if some instances money could be paid directly to a landlord rather than an individual. Problems could also arise if benefits were paid in arrears given that rent was usually required to be paid in advance.
- 9.9 Councillor Daniel, the Chair, enquired regarding measures in place in instances where gaps/or delays arose in payment being, she was concerned that this could result in parents and children facing destitution unless there were safeguards in place for emergencies. It was explained that various housing support measures were available, the council itself had some flexibility in the case of emergencies to make discretionary payments-and in such circumstances would also have duties under its homelessness provisions.
- 9.10 Councillor Bewick considered that it was important to be assured that a multi-dimensional solution based focus was adopted, for instance working with the credit union to guarantee rent to private landlords on order to cover their risk for example. The Chair, Councillor Daniel, explained that this report represented the most recent in a of a series which had been brought before the Committee in order to inform Members of the on-going work which had been and was continuing to be undertaken. This Committee had a monitoring role which was integral to that process. As well as the budgetary measures invoked a lot of holistic work had also taken place which included work carried out in the community.
- 9.11 Councillor West stated that he considered that this work was cross cutting over a number of the council's own departments reiterating the pivotal role of housing. The Executive Director of Neighbourhoods, Communities and Housing stated that the Housing and New Homes Committee had particular responsibilities and had an important role to play. However, there were many other issues for instance access to good food which also had a significant impact and which clearly fell within the interests and responsibilities of this Committee. Councillor West stated that the Committee needed to be confident that the robust emergency planning was in place to ensure that the council was able to help as many people as it could and that work was being carried out proactively across departments.
- 9.12 The Head of Revenues and Benefits confirmed that a further report would come forward to the Committee once full roll (which it envisaged would now be delayed), had taken place.
- 9.13 The Chair, Councillor Daniel, responded to Councillor West's request that the report be forwarded to Housing Committee stating that as much of the overarching work being undertaken fell within the responsibilities of this Committee it would be preferable for a further update report to come back to this Committee during its next cycle and subsequently in order to enable members to monitor this situation.



- 9.14 A vote was taken and Members voted unanimously to endorse the recommendations set out in the report and to receive a further update report to the October cycle of the Committee.
- 9.15 Councillor West further proposed that the report be forwarded to the next scheduled meeting of Full Council for information, this was seconded by Councillor Moonan and the Committee voted unanimously in support.
- 9.16 **RESOLVED:** (1) That the Committee endorse the response to welfare reform and the introduction of Universal Credit being taken by officers;
- (2) That the Committee note and comment on the work being done with advice services and other organisations in the city to support outcomes for citizens;
- (3) That a further update report be provided to the next scheduled meeting of the Committee in October; and;
- (4) That the Committee refer the report to Full Council for information and noting.

**RESOLVED TO RECOMMEND:**

- (1) That Council receive and note the contents of the report.

**10 SAFEGUARDING ADULTS REVIEW**

- 10.1 The Committee considered a report of the Executive Director, Neighbourhoods, Communities and Housing the purpose of which was to enable the Committee to have an overview of the circumstances of the death of X and the subsequent Safeguarding Adults Review (SAR) which had arisen from that.
- 10.2 The Head of Community Safety, Peter Castleton, explained that the case of X who had died as a result of self-abuse and neglect and had moved to Brighton shortly before his demise as an individual with complex issues had been difficult to engage with and could exhibit hostile behaviour potentially putting those dealing with them at risk of physical violence. The case review following his death had brought forward a number of issues which were in the process of being addressed. Lessons learned and areas for improvement and action taken going forward were highlighted.
- 10.3 Councillor Norman stated that whilst the report was informative he was concerned that the information contained in it was being considered in the public domain, considering that the individual concerned could be identified. He was surprised that this information was not excluded. Councillor West echoed those concerns. It was confirmed however that information had been redacted as necessary and that the information provided was in the public domain.
- 10.4 Councillor Moonan commended the work undertaken stating that it was clear that valuable lessons had been learned.
- 10.5 Councillor Cattell agreed that the work undertaken had been valuable but was concerned that in a climate of continuing budgetary pressure which resulted in services

being squeezed or potentially cut that there was a danger that similar tragedies could occur again. Councillor Peltzer Dunn concurred stating that it was important that measures in place were sufficiently robust to ensure that those exhibiting issues of concern did not slip through the net.

- 10.6 Councillor Daniel, The Chair, also commended the report and its contents suggesting that it would be appropriate for Members to receive further reports as/when appropriate.
- 10.7 **RESOLVED** – (1) That the Committee consider and note the findings and recommendations from the Safeguarding Adult Review relating to adult X to ensure that learning from the review is put into practice; and
- (2) That the Committee approves the changes in practice which have taken place since the findings were published.

## **11 COMMUNITY SAFETY AND CRIME REDUCTION STRATEGY**

- 11.1 The Head of Community Safety introduced the report which detailed the final draft Community Safety Strategy for 2017 – 20. It was noted that the strategy set out the Brighton and Hove Community Safety Partnership's plans to address crime and disorder in the city which was a statutory requirement under the 1998 Crime and Disorder Act. The draft strategy had been referred to the March 2017 meeting of the Committee at which some suggested amendments had been put forward by the Committee and subsequently by other partner organisations. All of these suggested changes had now been incorporated into the strategy and the Committee were being asked to approve it and to forward it on to full Council for approval.
- 11.2 Councillor Simson sought clarification as to whether the anti-social behaviour team still existed within housing and it was confirmed that it did. Councillor Simson went on to state that whilst commending the strategy she was concerned that cuts in funding could have a negative impact on addressing anti-social behaviour and crime and disorder particularly in outlying areas of the city.
- 11.3 Councillor Peltzer Dunn sought confirmation that if the strategy was approved by Council at its next scheduled meeting on 20 July that it would then be published and any necessary budgetary arrangements made and it was clarified that was so.
- 11.4 Councillor West commended the strategy, which he saw as an integral to the role of the Committee. In his view in the light of recent events where acts of anti-social behaviour and crime had been linked to terrorism it was more important than ever for communities to stand together in order to combat these issues. The Executive Director of Neighbourhoods, Communities and Housing stated that she had attended a recent conference at which the cities approach to addressing these issues had been commended, which had been heartening.
- 11.5 A vote was taken and Members voted unanimously in favour of the recommendations set out in the report.

(1) **RESOLVED** - That the Committee recommends to Council that it endorses the strategy and suggested priority area for reducing crime and disorder in Brighton and Hove agreed by the Committee; and

**RESOLVED TO RECOMMEND:-**

(2) That Committee recommends to full Council that the Community Safety and Crime Reduction Strategy 2017 – 20 be approved.

**12 ITEMS REFERRED FOR FULL COUNCIL**

12.1 **RESOLVED** – That the following reports be submitted to the next scheduled meeting of Full Council:

Item 9 – Welfare Reform Update (for information); and

Item 11 – Community Safety and Crime Reduction Strategy (for decision)

The meeting concluded at 8.30pm

Signed

Chair

Dated this

day of



**NOTICE OF MOTION**

**GRENFELL TOWER**

“This Council calls on the Chief Executive to write to the Secretary of State for Communities and Local Government:

- i) asking the Secretary to provide information on the timescale for a review of part B of the Building Regulations (2010) that relate to Fire Safety;
- ii) to request that, in the event that the outcome of the Grenfell Tower inquiry recommends new actions or measures, that the Government will endeavour to work with local Councils in order that any necessary additional funding can be identified;
- iii) and, in light of the complaints of the Grenfell Tower tenants that their safety concerns were not appropriately acknowledged, to call on the Government to review the guidance and regulation of housing providers concerning tenant participation and scrutiny,

The Council also resolves to:

Request the Neighbourhoods, Inclusion, Communities & Equalities Committee, as part of its planned report into community resilience post Grenfell Tower, to review the Council’s emergency planning functions, including to confirm whether they are adequate to cope with situations where large numbers of people may need temporary emergency accommodation, such as occurred at Grenfell Tower, and to consider the need for a cross-party Working Group to take forward any issues or concerns found by the report.”

**Supporting Information**

This council welcomes the ongoing work being undertaken by the Fire, Health & Safety Board, Council staff and East Sussex Fire and Rescue Service to ensure the ongoing safety of residents.



<b>Subject:</b>	<b>Emergency Planning and Resilience - Preventing and Responding to Emergencies</b>		
<b>Date of Meeting:</b>	<b>9<sup>th</sup> October 2017</b>		
<b>Report of:</b>	<b>Executive Director (Neighbourhoods, Communities and Housing)</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Annie Sparks</b>	<b>Tel: 29-2436</b>
	<b>Email:</b>	<b>annie.sparks@brighton-hove.gcsx.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE**

**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The Civil Contingencies Act 2004, supporting regulations, and statutory guidance, all establish a clear set of roles and responsibilities for those involved in emergency preparation and response at a local level. This includes clearly defined duties and responsibilities for local authorities
- 1.2 The purpose of the report is to provide Members with an overview of the role and responsibilities of the local authority in relation to emergency planning and resilience and to report how the Council responds to incidents across the City and how it manages risk and maintains resilience.
- 1.3 Emergency planning should aim where possible to prevent emergencies occurring, and when they do occur, good planning should reduce, control or mitigate the effects of the emergency. Emergency planning is an evolving, systematic and ongoing process responding to changes in circumstances, but also from 'lessons learnt' good practice becomes established.
- 1.4 The legislation requires local authorities to have plans in place to not only prevent emergencies but plans to reduce, control or mitigate the effects of an emergency.

**2 RECOMMENDATIONS:**

- 2.1 That committee notes the review of the council's emergency planning services as set out in the report and the Internal Audit finding of 'Substantial Assurance' in June 2017 in relation to the Council's emergency planning and business continuity controls ;
- 2.2 The committee instructs the Chief Executive to write to the Secretary of State for Communities and Local Government:

- i) asking the Secretary to provide information on the timescale for a review of part B of the Building Regulations (2010) that relate to Fire Safety;
  - ii) to request that, in the event that the outcome of the Grenfell Tower inquiry recommends new actions or measures, that the Government will endeavour to work with local Councils in order that any necessary additional funding can be identified;
  - iii) and, in light of the complaints of the Grenfell Tower tenants that their safety concerns were not appropriately acknowledged, to call on the Government to review the guidance and regulation of housing providers concerning tenant participation and scrutiny,
- 2.3 The committee recommend a cross party working group is convened to oversee the changes and readiness of the council for emergencies;
- 2.4 That committee instructs officers to bring an annual report to the NICE committee updating on changes and readiness of the council for emergencies;
- 2.5 That committee instructs officers to bring a further report in 6 months with an update on arrangements being developed with communities and the community and voluntary sector as set out in section 5 of the report;
- 2.6 That Committee notes the proposal to run workshop sessions for elected members to understand how we can best support their role in an emergency.

### **3 CONTEXT/ BACKGROUND INFORMATION**

#### **Statutory duties and responsibilities**

- 3.1 The Civil Contingencies Act 2004 ('the Act') specifically defines an 'emergency' as an event or situation that threatens serious damage to human welfare in a place in the UK, or the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK.
- 3.2 The Civil Contingencies Act 2004, regulations and guidance all deliver a single framework for civil protection in the UK. The Act is separated into 2 substantive parts: local arrangements for civil protection (Part 1); and emergency powers (Part 2).
- 3.3 The Act divides local responders into 2 categories, imposing a different set of duties on each. Those in Category 1 are organisations at the core of the response to most emergencies (the emergency services, local authorities, NHS bodies).
- 3.4 As Category 1 responders the local authority are subject to the full set of civil protection duties as listed below:-
- i. assess the risk of emergencies occurring and use this to inform contingency planning
  - ii. put in place emergency plans
  - iii. put in place business continuity management arrangements



- iv. put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
  - v. share information with other local responders to enhance co-ordination
  - vi. co-operate with other local responders to enhance co-ordination and efficiency
  - vii. provide advice and assistance to businesses and voluntary organisations about business continuity management (local authorities only)
- 3.5 Category 2 organisations (the Health and Safety Executive, transport and utility companies) are 'co-operating bodies'. They are less likely to be involved in the heart of emergency planning work, but will be heavily involved in incidents that affect their own sector. Category 2 responders have a lesser set of duties - co-operating and sharing relevant information with other Category 1 and 2 responders.
- 3.6 Category 1 and 2 organisations come together to form 'local resilience forums' (based on police areas) which will help co-ordination and co-operation between responders at the local level. Brighton and Hove City Council, along with other Sussex authorities, external partners, Department of Communities and Local Government Resilience and Emergencies Division, and voluntary sector organisations are all members of the Sussex Resilience Forum and this meets regularly to deliver services at a local level but also respond to national emergencies and issues, and thereby ensure compliance with all mandatory elements of the Civil Contingencies Act 2004. This includes a programme of multi agency training and exercising, including the testing of emergency plans. The forum has a Delivery Group which is tasked to help deliver the forum's business plan, including the development and approval of emergency plans, and also monitor action plans from debriefs of specific incidents. **Appendix 1** details the structure and terms of reference for the Sussex Resilience Forum.
- 3.7 Across Sussex there is a Memorandum of Understanding (MOU) to provide a framework by which local authorities in Sussex may call upon each other for support during an emergency. It follows the guidance issued by Cabinet Office in December 2008 in the document entitled "Mutual Aid - Short Guide for Local Authorities". This MOU has just been reviewed by all parties and is an agreement between Category 1 and 2 responders and other organisations to provide assistance with additional resource during an emergency, which may overwhelm the resources of an individual organisation.
- 3.8 The Act requires local authorities and other Category 1 responders to maintain plans for preventing emergencies; reducing, controlling or mitigating the effects of emergencies; and taking other action in the event of emergencies. These should have regard for the arrangements to warn, inform and advise the public at the time of an emergency, and also extends to the provision and management of rest centres that will be required during such an emergency when our communities and the public are displaced.
- 3.9 The legislation requires plans to contain a procedure for determining whether an emergency has occurred; provision for training key staff; and provision for

exercising the plan to ensure it is effective. Procedures should also be put in place to ensure that the plan is reviewed periodically and kept up to date.

- 3.10 The main focus for emergency planning is to consider how to minimise the effects of an emergency, starting with the impact of the event (ie their alerting procedures) and looking at remedial actions that can be taken to reduce effects. Recovery plans should also be developed to reduce the effects of the emergency and ensure long term recovery.
- 3.11 An incident command model of Gold (Strategic) Silver (Tactical) and Bronze (Operational) is used by category 1 and 2 responders for the command and control of emergencies, incidents and planned operations. This provides a framework for delivering a strategic, tactical and operational response. The Council's Executive Leadership Team (ELT) operate a 24 hour standby GOLD rota and are prepared and ready to respond and be part of a Strategic multi agency GOLD team relating any incident emergency or planned event. In the Council we have staff who are trained and prepared to respond to an incident and be SILVER and BRONZE responders. The latest GOLD SILVER and BRONZE framework we had in place was during Pride 2017. The Executive Director Neighbourhoods, Communities and Housing was GOLD command, colleagues from Events, Regulatory Service and Highways were based in Lewes Police Headquarters as a SILVER response and colleagues across a range of services were in the City responding as BRONZE.
- 3.12 Members of ELT regularly take part in Emergency planning exercises, where a test scenario is played out and their responses are tested. The last exercise was held in March 2017 when the Executive Leadership Team was part of a day long GOLD test exercise working with colleagues across Sussex on a scenario that not only tested their role, response and preparedness but also the emergency plans that we have in place.

### **Preparedness and Modernisation**

- 3.13 The Emergency Planning and Resilience Service is a part of Regulatory Services in the Neighbourhoods, Communities and Housing Directorate. It is a cross cutting service that works with the majority of council services, but also works with our partners, communities and third sector organisations. Throughout the year the service operates a 24 hour standby service preventing and responding to incidents. The staff undertake regular training and exercises to maintain their skills including specific emergency planning training, and management and testing of business continuity is part of the team's work.
- 3.14 On the 6th July 2016 the Council's Executive Leadership Team authorised a corporate modernisation programme for the emergency and resilience service. This corporate redesign and change process identified the need to introduce better risk management and more effective and efficient ways of working.
- 3.15 The majority of the modernisation work has now been completed and has included:
- how we review the recording and management of incidents,
  - how incident debriefs are managed,
  - how associated findings are implemented

- a review of the provision and management of Rest Centres
  - a review of how our emergency and business continuity plans are assessed and tested.
- 3.16 The status and frequency that emergency plans are tested is now reported to the Executive Leadership Board quarterly with the Council's risk register, and thereby ensures that risk and resilience in relation to plan management and testing is routinely scrutinised.
- 3.17 In June 2017 an internal audit of emergency planning and business continuity was carried out and identified 'Substantial Assurance' over the controls operating within the area.
- 3.18 The provisions and management of rest centres has been part of the modernisation process. The Council has always had a pool of council staff volunteers who can be called upon in an emergency and this includes a pool of rest centres that can be accessed across the City. This currently includes a standby rota of Adult Social Care managers who are able to open and manage a rest centre should it be required.
- 3.19 To improve resilience the modernisation programme has introduced a new contracted rest centre manager role that will be part of a structured year round rota made up of 8 trained rest centre managers. This is in addition to a new 'emergency responder role'. These posts will be held by trained council staff and be a contracted role in addition to their substantive posts. These posts are currently being recruited to and should be in place by December 2017
- 3.20 In addition to the 24 hour standby service provided by the Emergency Planning and Resilience Team our Housing service also operate an out of hours rota of experienced officers who are also on standby 24 hours a day and who can advise and assist people in these circumstances. The access to this for services is via Carelink or Mears (for council tenants/properties) which operate 24 hours call centres. Officers assess the person's needs and circumstances and discuss their options for alternative housing. If the person affected is a homeowner or private sector tenant we would advise them to contact their (or their landlord's) buildings or contents insurers who normally make provision for alternative accommodation in such circumstances. If they are not covered by insurance or if they are a council tenant then the officer would talk through whether they could stay with friends or family and if there is no other option the Council would provide them with emergency accommodation. The council has a statutory duty to provide emergency accommodation to anyone who would otherwise be homeless as a result of an emergency such as a fire or flood. The cost of this would be recouped from insurance if at all possible.

### **Council Housing**

- 3.21 For council housing, the Council as landlord has additional duties to residents. The Emergency Planning and Resilience duty out of hours officer will be the first point of contact for any emergency and in turn will contact colleagues in Housing where a response and support is needed. Out of hours Housing Staff are contracted to access any of our sites within an hour of a call and Mears contractors and AP

security are also available to attend any significant incidents on our behalf to deal with any structural, security and maintenance issues that happen as a result of an incident.

- 3.22 The duty out of hours Housing Staff would lead on defining what support and resource is needed to support residents and manage the impact of the incident. Staff have access to a large number of community rooms as do Tenant and Resident Associations and we often find that residents open up these rooms themselves for neighbours who might be displaced as a result of an emergency in advance of a formal rest centre or where an incident is not so significant that a rest centre would be required. It is often a joint effort between council officers, contractors, residents, and voluntary sector agencies to support people who are displaced as a result of an incident.
- 3.23 During major incidents housing staff will attend a rest centre and provide advice and assistance on site. Housing staff and housing contractors are also sometimes called in to mitigate against the need for a large decant. For example in one case the water supply and lifts failed in a council tower block for a few days. Housing staff and contractors made regular deliveries of drinking water to people in the block for several days to avoid the need to decant most people from the block.
- 3.24 The same situation also occurred in a privately owned tower block and housing staff also assisted but the cost of staff was reclaimed from the building owner's insurance. Other examples have included providing security guards to patrol where the door entry of a seniors housing scheme fails or providing food and other essential items to people with mobility problems in tower blocks where the lifts are out of action for a period of time.
- 3.25 There are a number of significant incidents every year that housing become involved in. Some examples of the larger scale complex incidents are as follows:
- 3.26 In July 2009 there was a major fire at YMCA Old Steine which was then a supported housing service for 60 men with complex needs. All 60 became homeless. The fire occurred late afternoon and by the time the council were alerted most staff had left work for the day. Staff remaining in the office stayed on and worked through to the early hours to ensure all of the residents had their needs met and were rehoused. The council set up a rest centre and transported the homeless residents to the location.
- 3.27 No one was injured as a result of the fire but some were very distressed and had serious mental health issues. Many of the residents were on medication so we arranged for a GP and nursing staff to attend and provide prescriptions as required. The 24 hour pharmacy was alerted and staff were transported by the Red Cross to collect prescriptions. The Red Cross also provided packs with emergency items such as toiletries and a change of clothing. Because of the complex nature of the residents, rest centre staff, social workers, housing staff and YMCA staff who were key workers worked together at the rest centre.
- 3.28 The police and ambulance service also attended to provide additional support as needed. It was a very challenging evening as we were required to find 30 units of temporary accommodation and in some cases those displaced had very complex

- needs. However we did manage to accommodate every person and every person left with the medication and essential items required to meet their basic needs. No one had to spend the night at the rest centre.
- 3.29 Following the night of the incident colleagues from housing were the points of contact for each resident while alternative longer term accommodation was found and also ensure they were linked in to appropriate support services.
- 3.30 There was learning from this incident that more staff were needed on the ground who were experienced in working with this client group due to the complexity of their needs. This has been addressed through an arrangement with Brighton Housing Trust and the Street Services Team who are now on call to assist with the staffing of a rest centre required for this client group in the future, and operate it from First Base.
- 3.31 In December 2009 there was a gas leak which affected some council properties in Ingram Crescent. 60 Households had to be decanted. A rest centre was set up in a nearby community room which was staff by rest centre staff and housing staff. No one had to stay the night at a rest centre and the majority of people who could not stay with friends or family were accommodated in a large town centre hotel.
- 3.32 The following day most people could return home but the 21 households who could not and needed emergency accommodation were all relocated to the hotel. Housing staff set up a base in one of the conference rooms of the hotel where residents could come and see housing colleagues during the day 7 days a week until they were able to return home. Housing staff provided them with allowances for meals.
- 3.33 Housing had a regular morning meeting with the displaced residents where they updated them and also met with them individually to check that they had essential items and whether or not there were any emerging needs as a result of the time away from home which we sought to address (e.g running out of medication, clean clothes).
- 3.34 Housing colleagues also gave the affected residents information about how they could make insurance claims for any losses as a result of the situation. The council also pursued for full cost recovery from South Gas Network Insurance.
- 3.35 Housing Staff work closely with Emergency Planning and Resilience Team and other services to ensure their staff are up to date and able to respond to incidents. Learning from any incidents that occur and reviewing and updating our procedures is a key part of this work. Housing staff recently held an Emergency Planning Exercise day with other teams and agencies where a scenario of a major incident was tested. This was to develop and test staff ability to deal with an incident and to ensure that they are fully aware of the options and resources available to them.
- 3.36 **Provision of rest centres**
- 3.37 The provision of rest centres across the City is constantly under review and this includes council owned premises, including sheltered accommodation and libraries, community buildings, and hotels. Hove Town Hall was an identified rest

centre and during the refurbishment it's use was suspended but it is now back in use. All rest centres have been assessed and are part of register which includes details of capacity, facilities, contact and access details. Across the City we currently have 34 rest centres with capacity ranging from 40 to 3000. In addition we have a number of hotels who have also offered facilities should we need them.

### **3.38 Proposals for support of Elected Members**

3.39 The role of elected members in supporting their constituents during an emergency is recognised as an important element of the Council's response to a major incident. In order to understand how officers can best support elected members in their role in an emergency, workshop sessions have been planned to take place for insert date and the feedback from these sessions will then be incorporated into the Council's emergency and resilience plans.

## **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

4.1 None.

## **5. COMMUNITY ENGAGEMENT & CONSULTATION**

5.1 When preparing and planning for emergencies the legislation and guidance specifically references the potential role of voluntary organisations which could assist in responding to an emergency.

5.2 Our communities and the voluntary sector are able to provide a wide range of skills and services in responding to an emergency. These include: practical support (such as first aid, transportation, or provisions for responders); psycho-social support (such as counselling and helplines); equipment (radios, medical equipment); and information services (such as public training and communications).

5.3 Recent events in Manchester and London demonstrated the value of our communities when responding to an incident. However, it is not just the immediate response to an incident. Recovery may take months or even years to complete, as it seeks to support affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social and physical well-being. The process of rebuilding, restoring and rehabilitating the community following an emergency or disaster, continues until the disruption has been rectified, demands on services have been returned to normal levels, and the needs of those affected have been met. This is not just down to local authorities and other category 1 responders. Again recent events in Manchester and London demonstrated the value, resource, expertise and local knowledge and intelligence that our communities have.

5.4 The Council's Executive Director for Communities, Neighbourhoods and Housing recently met with community representatives from across the City to explore the role that our communities play preventing, and responding to emergencies and incidents. This is the first of a programme of meetings that will be integrated into the emergency planning work that is delivered by the council and it's partners, and will ensure that delivery of emergency planning portfolios does not just focus on

the role of category 1 and 2 responders but ensures that communities are also part of this work and define their role when preventing and responding to emergencies and incidents. Working with Community Works the council is seeking a bottom up approach that enables communities to do what they do best in emergencies and makes best use of the resources and energy of our city's communities. Comment from Community Works :-

*"Community Works is pleased to be part of the Emergency Planning and Resilience work. The need for support to be provided to communities experiencing emergency situations and crises requires knowledge of the community and their needs. The Community and Voluntary Sector has close links with the communities it serves and can respond to various needs within those communities in the immediate aftermath of an event and help the community to increase their resilience when rebuilding after an event. The sector will support all responders in working with communities to identify what support is needed and work with communities to ensure support is received where it is needed."*

## **6. CONCLUSION**

- 6.1 How local authorities prevent and respond to emergencies and incidents is clearly defined in legislation and statutory guidance. Emergency planning is an evolving, systematic and ongoing process responding to changes in circumstances, but also from 'lessons learnt' good practice becomes established.
- 6.2 The modernisation of the Emergency Planning and Resilience Service has ensured that measures and procedures are in place to manage risk and ensure resilience. This includes the provision and testing of emergency and business continuity plans, and the provision and management of rest centres.
- 6.3 The recent internal audit of business continuity and emergency planning identified 'substantial assurance'.
- 6.4 Recent events in Manchester and London have demonstrated the support, resource and value that our communities and Voluntary Sector organisations can play responding to an incident and also during the recovery phase. The potential benefits are significant and the engagement of our communities and the Community and Voluntary Sector is vital to achieve effective response to an emergency, and ensure an effective recovery. How we work and collaborate with our communities to prevent and respond to emergencies is embedded in the aims and objectives of the council's Neighbourhoods and Communities Portfolio. This portfolio is focused on the successful and genuine collaboration of residents and partners and is designed to be flexible and responsive to residents' needs and changing circumstances. All this is needed when preventing and responding to emergencies and incidents.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### **7.1 Financial Implications:**

There are no direct financial implications arising from this report. The 2017/18 net budget for the Emergency Planning and Resilience Service in the Neighbourhoods Communities and Housing Directorate is £0.122m. In an emergency, staff and other resources across the council are deployed as and when needed and these costs are met from within current budget resources, After an emergency, insurance claims or government grant claims are made to reimburse the council where possible.

*Finance Officer Consulted: Monica Brooks Date 31/08/17*

### **7.2 Legal Implications:**

The legal obligations of the Council in relation to Emergency Planning are set out in the body of the report. There are no further legal implications to note.

*Lawyers Consulted: Elizabeth Culbert Date 4<sup>th</sup> September 2017*

### **7.3 Equalities Implications:**

This work supports the recommendations of the Fairness Commission through its recognition of the pivotal role of the Community & Voluntary Sector and the excellent contribution of ordinary people in the city. The work with our communities focuses on co-production and collaboration.

Improving the accessibility of council owned buildings will help address equalities issues for residents and staff with disabilities. Working more closely with community groups will help ensure that the diversity of local neighbourhoods is more fairly represented.

### **7.4 Sustainability Implications:**

### **7.5 Any Other Significant Implications:**



## **SUPPORTING DOCUMENTATION**

### **Appendix 1 Sussex Resilience Forum : Terms of Reference and Structure Introduction to the Sussex Resilience Forum**

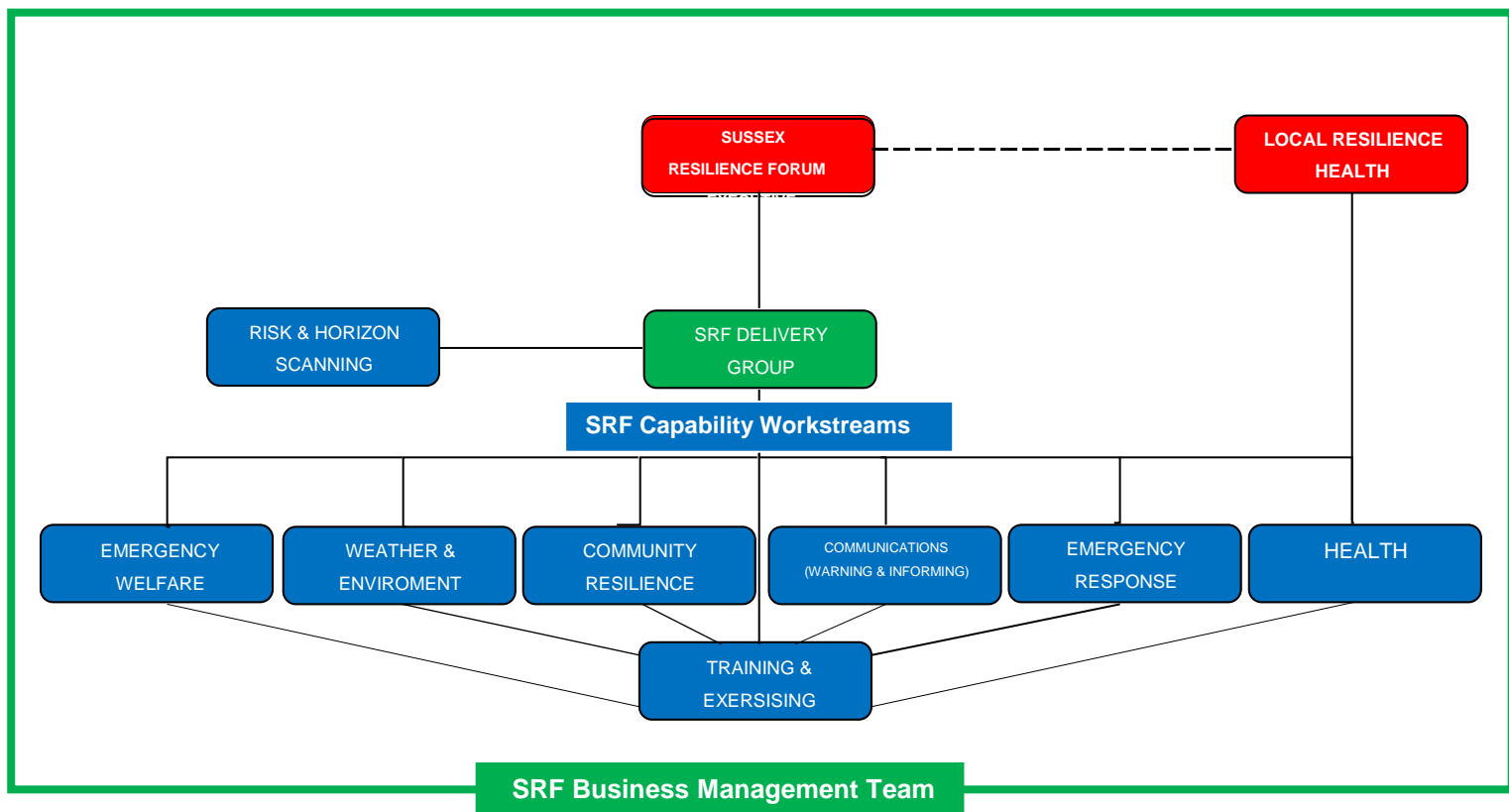
The Sussex Resilience Forum is a non-statutory forum and consists of members from the Emergency Services, National Health Service / Public Health England, Local Authorities, Environment Agency and Military and other government representatives, with comprehensive support from the Voluntary Sector coming together with the principle aim of 'Making Sussex a Safer Place'

The role of the SRF is to establish through a collective forum, responsibility and a collaborative approach to, plan, prepare, and communicate in a multi-agency environment in line with the Civil Contingencies Act 2004 and associated regulations to address all aspects of policy in relation to:

- risk;
- planning for emergencies;
- planning for business continuity management;
- publishing information about risk assessments and plans;
- arrangements to warn and inform the public; and
- other aspects of civil protection duty, including the promotion of business continuity management by local authorities; and
- support the preparation of multi-agency plans and other documents, including protocols and agreements and the co-ordination of multi-agency exercises and other training events, so that we actively learn and drive continuous improvement

A key objective of the forum is to ensure compliance with all 'mandatory' elements of the Act as noted, whilst still aspiring to achieve the rest, and the forum adopts an integrated risk approach to ensure appropriate prioritisation of work, details of which are available in its business plan which is updated on an annual basis, and available from Resilience Direct.

# Structure & Terms of Reference



Capability Work stream will be tasked through an annual joint work plan with areas of responsibility as set out below;

Emergency Welfare	Evacuation & Shelter, Identifying Vulnerable People, Emergency Assistance, Gridlock, Fuel, Recovery (incl. Pollution / Emergency Waste Management (site clearance)
Weather & Environment	Adverse Weather Framework, Multi-agency Flood Plans, Animal Diseases, Reservoirs.
Community Resilience Partnership	Community Resilience (Incl. Business Continuity Promotion) & Voluntary Sector
Communications (Warning & Informing)	Warning & Informing, Social Networks, Website.
Emergency Response	SERR including TAG's, TCC's SCC and SCG. JESIP, Hazmat/CBRNE, Mass Fatalities, Maritime, Military Aid, Category 2, Telecoms Sub Group
Health	Pandemic (emerging diseases), Mass Casualties, STAC, LHRP Planning
Training & Exercising	Planning and delivering the SRF training prospectus, identifying training requirements, exercise planning.

### **SRF Executive - Terms of Reference**

The Sussex Resilience Forum Executive provides the mechanism for an executive overview of compliance with the requirements of the Civil Contingencies Act and Regulations by Category 1 and 2 responders with a focus on making Sussex a safer place, ensuring that the arrangements are in place, including resources and funding, to deliver the annual work plan and to address under performance

The SRF Executive is chaired by a Senior Sussex Police Officer and allows for like organisation representation, and membership, consisting of both individual Category 1 organisations and representatives nominated from their peer group

The Chair will be reviewed on an annual basis.

The current agreed membership is as follows:

Chair, plus:

- Local Authorities -5 members ( East Sussex County Council, West Sussex County Council, Brighton and Hove City Council, Districts and Boroughs West , Districts and Boroughs East)
- Response Services-6 members ( East Sussex Fire & Rescue Service, West Sussex Fire & Rescue Service, South East Coast Ambulance Service, Sussex Police, Marine and Coastguard Agency, and Environment Agency)
- Health-3 members (PHE, LHRP x 2)

Total: 15 members

Other colleagues are represented: Voluntary Sector, Joint Regional Liaison Officer, and Department of Communities and Local Government Resilience and Emergencies Division.

The SRF Executive will be responsible for setting the strategic direction for the SRF and capabilities planning and agree the high level work plans considering current risk and threat information and future challenges.

The SRF Executive will have two meetings per year represented by the Executive membership but may call a special meeting outside of this by exception where it is felt necessary by the Delivery Group or by any member of the executive

The SRF Executive will monitor the performance of the SRF Delivery Group and related work streams including the delivery of the annual business plan and the financial and business arrangements of the SRF.

Additionally, each member of the Executive has an individual responsibility to co-ordinate the contribution of their organisation to the delivery of the objectives of the SRF and their own organisation's compliance with the CCA, related Regulations and guidance as issued by Central Government. Where an Executive member is representing a collective group, they should ensure that they liaise with other executive leads of the respective organisations to ensure the same functions as if they were a member.

Additionally the SRF Executive will:

- Champion the promotion of the SRF role and links to wider strategic initiatives (e.g. crime & disorder partnership)
- Ensure representation at the LRF National Chairs Conferences
- Monitor membership to the executive role and that members or their nominated deputy has the ability and authority to make decisions in respect of their organisation's resources and assets without the need to refer back and also have the authority to seek the aid of others in support of their role.

Maintain an oversight role in respects to the development and sign off.

<b>Subject:</b>	<b>Community Safety and Crime in Brighton &amp; Hove: Information Update</b>		
<b>Date of Meeting:</b>	<b>9<sup>th</sup> October 2017</b>		
<b>Report of:</b>	<b>Executive Director of Neighbourhoods, Communities and Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Peter Castleton</b>	<b>Tel: 292607</b>
	<b>Email:</b>	<b>peter.castleton@brighton-hove.gcsx.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

## **FOR GENERAL RELEASE**

### **1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 Under the Crime and Disorder Act 1998, there is a requirement for statutory and other partners to formulate a plan every three years to tackle crime and disorder and monitor progress. This report provides an update on the work undertaken by the Safe in the City Partnership in relation to the Community Safety and Crime Reduction Strategy focussing on performance in the first quarter of 2017/18.

### **2. RECOMMENDATIONS:**

- 2.1 The committee is invited to note and comment on the information contained in the report which provides an update on work being undertaken by the Safe in the City Partnership in relation to the Community Safety and Crime Reduction Strategy 2017-20.
- 2.2 The Committee is invited to give its support to the partnership work described in the report and commit to work described which is within the council's remit, thereby contributing to the management of crime and community safety priorities for the city.

### **3. CONTEXT/ BACKGROUND INFORMATION**

#### Overview of police recorded crime

- 3.1 Total police recorded crime in 2016/17 increased by 9.2% compared with the 2015/16 and has continued to rise with an increase of 9.9% in the first three months of 2017/18 compared with the same months in 2016/17.
- 3.2 Total crime is, broadly speaking, broken down into acquisitive crime <sup>1</sup> (39% of total crime in q1), violent crime (40% of total), criminal damage (10% of total) and other offences (11% of total).

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<sup>1</sup> eg. burglary or theft

- 3.3 At this early stage in the year, there has been an increase in recorded crime across a number of crime groups in 2017/18 compared with 2016/17. Violent crimes have increased by 18%, and most acquisitive crime types have increased, except for vehicle crime which is showing a 20% drop. Criminal damage offences have dropped by 6%. Domestic violence, sexual violence and all types of hate crimes have all increased. Appendix 1 provides data for key crime types for the first quarter of 2017/18 (April-June) and how this compares to the same months in 2016/17.
- 3.4 The upward trend in total crime over the last three years follows a long term decline in the preceding years. There was an inspection of all police forces carried out by Her Majesty's Inspectorate of Constabulary in 2013/14 to audit the crime recording practices. As a consequence, there were improvements made within forces including Sussex Police. This has had an impact on some of the types of crime reported here, including violence against the person, domestic violence and hate crimes, as well contributing to the number of total crimes recorded. While there was an immediate effect seen from 2014 in recorded crimes, we understand that the local response to the HMIC Audit has been an ongoing process, and has contributed to at least some of the ongoing increasing trend in recorded crime, especially in respect of violent crimes.
- 3.5 Within overall recorded crime, some crimes types which cause the most harm, including domestic violence, sexual violence, and hate crime have been rising. These crime types are now more accurately recorded and this results in better services and outcomes for victims, although it is recognised that further improvements to increase trust and confidence can still be made.

#### Anti-social behaviour and hate incidents and crimes

- 3.6 Following a long term declining trend in the number of police recorded ASB incidents, the number in the first quarter has increased by 4.6% compared with the same quarter in 2016/17. 'ASB crime' types have been increasing in number for three years and there is a 2% increase in the first quarter of 2017/18 compared with 2016/17.
- 3.7 The number of police-recorded racist/religiously and LGBT motivated hate crimes and incidents continue to show an increasing trend, while the percentage solved by the police drops. The conviction rate for racist and religiously motivated crimes at court in the first quarter was good (93%; 25 convictions out of 27 finalised cases), but there was only one finalised homophobic case to date.
- 3.8 A multi-agency working group has been set up to address the increase in instances of "cuckooing" ie. drug dealers take over the property of a vulnerable person, and is finalising a joint working procedure incorporating our procedures for using Closure Orders.
- 3.9 The Racial Harassment Forum (RHF) has held its first Annual General Meeting as an independent body and recruited more members to its committee. The local authority has provided some funding through the Communities Fund for consultation with RHF members to inform ongoing work with communities who may be vulnerable to racist and religiously motivated hate crime.

### Safety in the night time economy

- 3.10 Police recorded violence against the person is continuing to show a significant rise (16% and 19% respectively) on top of the rising trend over the last three years. Following an increase in 2016/17, attendances at A&E due to alcohol or assault have reduced by 9% in the first three months of 2017/18 compared with the same period in 2016/17. Work is being undertaken to obtain performance measures which are more targeted on the night time economy, rather than the current measures which cover the whole city at all times of day.
- 3.11 Policing of the night time economy (Operation Marble) has been reviewed by police and has been assessed as fit for purpose. The council and police Licensing Teams are continuing test purchase operations. Where there are concerns regarding licensed premises licensing reviews are sought with the Licensing Committee.

### Domestic violence and abuse, sexual violence and violence against women & girls

- 3.12 Police recorded domestic violence crimes and incidents and particularly sexual offences continue to rise. This is putting commissioned support services under considerable service pressure. The number of stalking crimes and incidents is also rising sharply, likely to be a response to publicity around this crime type.
- 3.13 Even though the number of recorded domestic violence crimes has shown a long term increasing trend, the number solved cases was falling until 2015/16. It seems that the number solved cases is now rising, although the percentage of domestic violence crimes solved continues to drop. At this early point in the year conviction rates for domestic violence and sexual offences have improved compared with the same period in 2016/17, with 79% and 66% conviction rates respectively.
- 3.14 Incidents of harmful practices (such as Female Genital Mutilation, 'Honour Based' Violence and Forced Marriage) continue to be reported, although numbers of reports remain low with only one case officially reported in the first quarter of 2017/18. Locally there remain challenges in securing capacity to progress this work from either the council or the police.
- 3.15 The findings from the Pan Sussex Multi Agency Risk Assessment Conference (MARAC) Review have been considered locally by the Violence Against Women and Girls Commissioner and an action plan has been developed. Subject to multi-agency agreement this will take forward a number of changes to the structure and function of the MARAC in Brighton and Hove and East Sussex and an independent MARAC Chair is being recruited.

### Reducing offending

- 3.16 Acquisitive crimes, often committed by repeat offenders, are showing an 11% increase in this early part of the year. 29% of adult offenders and 47% of young offenders in the city who offended between Oct 2014 and Sep 2015 went on to reoffend in the following 12 months. This is a slightly poorer result for both adults and young offenders than for England and Wales as a whole (24% and 38% respectively).

- 3.17 Partnership work with adult offenders needs to be taken forward at a county and regional level as issues facing community safety partnerships in engaging with key stakeholders in the criminal justice system are common across the county across the region. A county-wide seminar is planned on the 4th October 2017 at the Amex stadium to take this work forward.
- 3.18 The number of first time entrants to the youth justice system remains low in Brighton and Hove and the main focus of work with young offenders continues to be about keeping them out of the youth justice system through pre-court disposals. Currently this cannot be done in the case of motoring offences, but the possibility of changing the pathway for dealing with young offenders carrying our vehicle crimes is being explored.
- 3.19 In April a new national framework for youth offending teams was introduced and we have made changes to the local team in response. This includes a greater focus on evidence based practices and greater involvement of young people in understanding the purpose of the orders imposed by the courts and what they must to do comply.

#### Community collaboration and resilience

- 3.20 There have been three crimes reported relating to modern slavery in the first three months of 2017/18, in addition to a further three in the previous quarter. Before this, there were only three previously reported crimes between Apr 2015 and Dec 2016, indicating an increase in the reporting and recording of these crimes. The number of cases of modern slavery and human trafficking coming to light remains low. We do not know whether this is due to low prevalence in the city or because awareness of the signs and indicators of this hidden crime is still low amongst those who might be in a position to identify and report such crimes.
- 3.21 All crimes on record relate to either 'holding a person in slavery or servitude' or 'arranging or facilitating travel of another person with a view to exploitation'.
- 3.22 A pan Sussex Modern Slavery Network has been formed of Community Safety Partnerships across Brighton & Hove, East and West Sussex including the Local Safeguarding Children's Boards and Safeguarding Adult Boards across the County. The Network has a draft action plan, outlining areas of work that will be taken forward across the County. . In Brighton & Hove we continue to have a local Modern Slavery Operational Group which meets quarterly to promote and enable the partnership work that can support the police as they address this area of crime.
- 3.23 Work on the International Migrants Needs Assessment is approaching its conclusion. Around twenty peer researchers were recruited from migrant communities to carry out research within their own communities and they have agreed to be a resource for future projects where there is a need to consult with migrant populations. The findings of the assessment will be reported to the NICE committee in due course. and assuming the recommendation are approved implementation will follow.
- 3.24 A Communities Co-ordinator has been recruited, based in the Community Safety Team but working across and with many other council services, to work with communities to build resilience against all forms of extremism. The post has been funded by the Home Office for 12 months as part of delivering the national Counter-Extremism strategy.



## Preventing terrorism

- 3.25 Prevent Awareness training sessions and consequently the number of individuals trained will increase as the Prevent trainers start to deliver sessions in their own services supported by the Prevent Co-ordinator. Referrals to Channel, where interventions can be made to divert individuals from radicalisation, remain low compared to other pilot areas and the region, but are higher compared to 2016/17.
- 3.26 The national threat level was raised to 'Critical' following the Manchester Arena incident and remained at the highest level for four days (23rd – 26th May 2017). It is now reduced to 'Severe' meaning an attack is highly likely.
- 3.27 Following three terrorist incidents nationally, there was both intensive and extensive engagement with local communities, faith groups, and partners. The city's links to the Westminster and Manchester investigations necessitated sensitive engagement with communities to ensure public and community safety. Communications and messaging to manage potential community impact and to minimise consequences and build community resilience were effectively carried out. Following each incident, joint statements between the One Voice Partnership and leaders of all three political groups were issued and disseminated widely to promote messages of unity against terrorist action dividing communities.
- 3.28 Communities continue to express concerns about increased Islamophobic and anti-Muslim (including anti-migrant) rhetoric in public and right-wing discourse (as well as activities) through national incidents. Significant energy was directed towards monitoring community tensions, increased engagement to reassure communities, and to minimise the impact on community cohesion.
- 3.29 We continue to successfully deliver the Channel Pilot in the city to identify and support individuals vulnerable to being drawn into terrorism. Following an evaluation, the Home Office rolled out the pilot nationally in July 2017. There will be a shift in responsibility from the police to the local authority for this work and we continue to have funding for this financial year from the Home Office for the post of Channel Coordinator in the city whose role will take up this work.

## **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 Since this report is intended to provide an update on current progress on the work carried out as part of the Community Safety and Crime Reduction Strategy, this section is not applicable. Ways of achieving the aims set out in the Strategy are considered based on the annual strategic assessment of crime and community safety.

## **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 The Strategic Assessment which informs the current Strategy was carried out in autumn 2016. There was also a consultation event on the findings of the assessment and proposed priorities for the strategy. Invited participants included members of the Safe in the City Partnership Board, community and voluntary sector partners, representatives of Local Action Teams and of communities of interest.

- 5.2 A draft of the Community Safety Strategy was made available for public comment via the consultation portal and directly with some community groups and with the NICE Committee.

## 6. CONCLUSION

- 6.1 This report is to provide committee and the public with an update of progress on work under the Community Safety and Crime Reduction Strategy 2017-20 and to invite comment from the committee.
- 6.2 The Safe in the City Partnership reviews progress annually and adapts the work programme appropriately.

## 7. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

- 7.1 There are no direct financial implications arising from this report, however, any work undertaken by the council as a result of this report will need to be met from current budget resources.

*Finance Officer Consulted: Monica Brooks*

*Date: 01/09/17*

### Legal Implications:

- 7.2 All work currently being undertaken is within the councils statutory powers. Any new areas of law that we might be requested to undertake would either have to be closely aligned to current work or would need specific approval under the scheme of delegation.

*Lawyer Consulted: Simon Court*

*Date: 01/09/17*

### Equalities Implications:

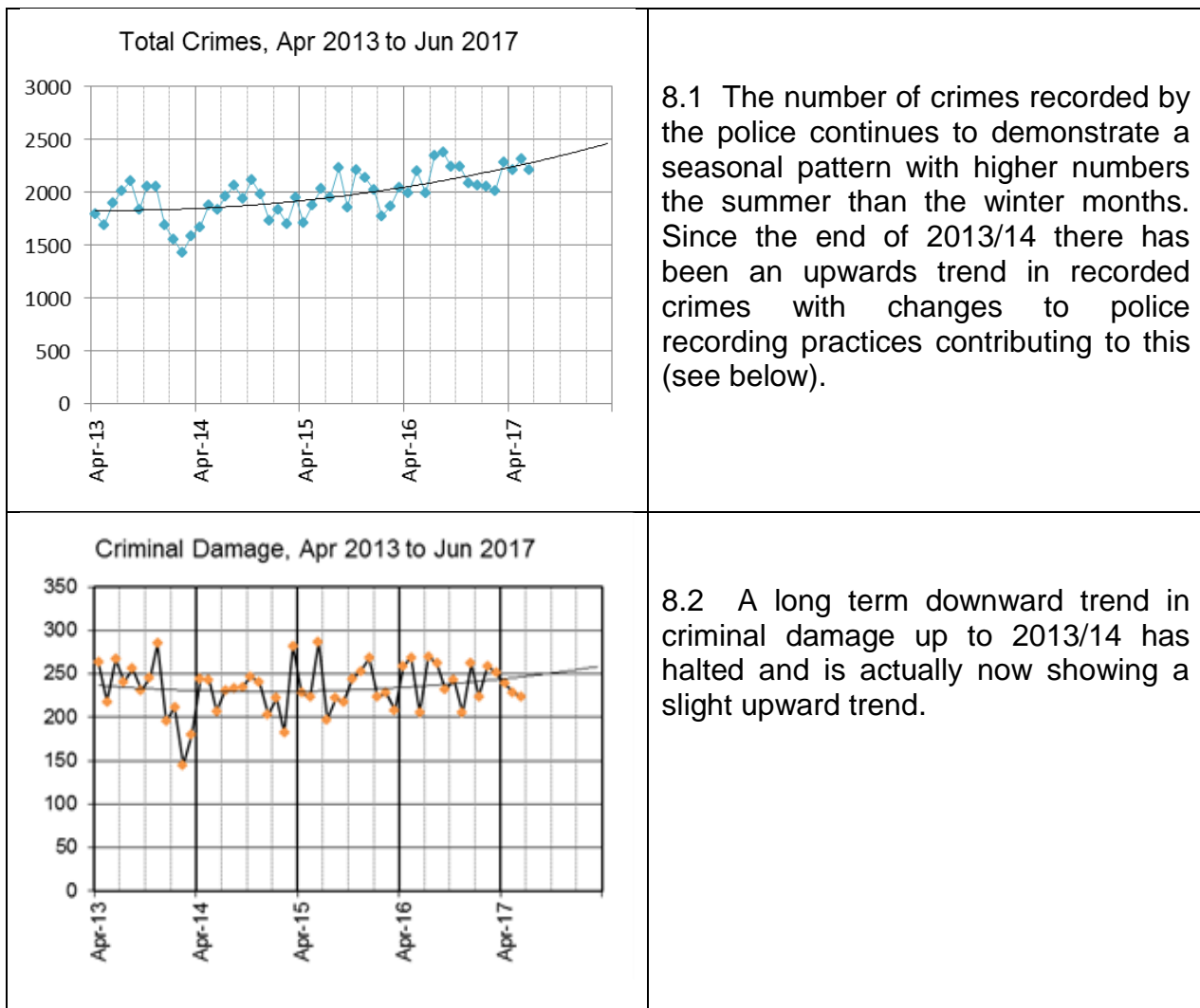
- 7.3 The Community Safety and Crime Reduction Strategy is subject to an ongoing and embedded equality impact assessment where specific actions and activities are identified and assessed for equality impact.

### Sustainability Implications:

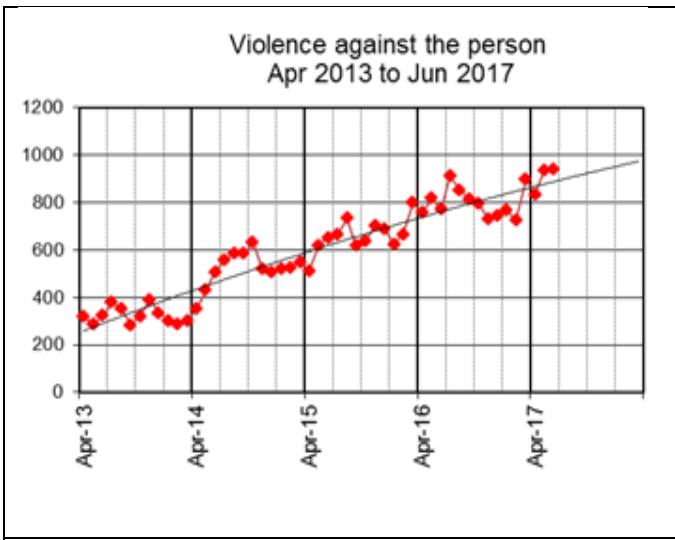
- 7.4 None

## Appendix 1:

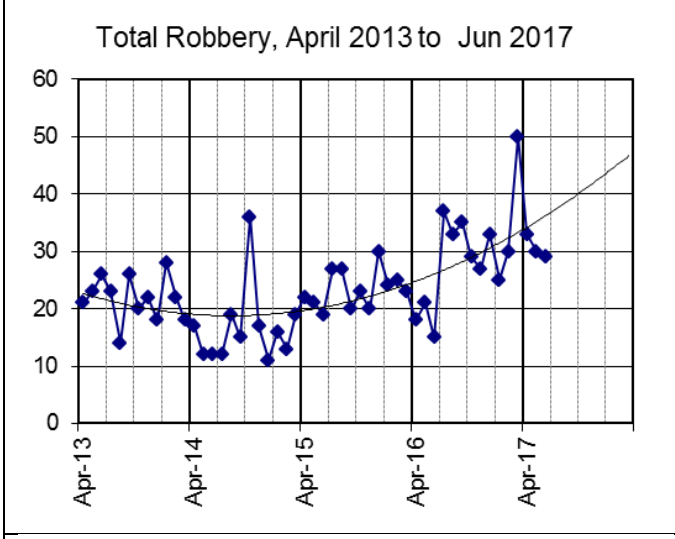
### Crime trends up to June 2017 (monthly data)<sup>2</sup>



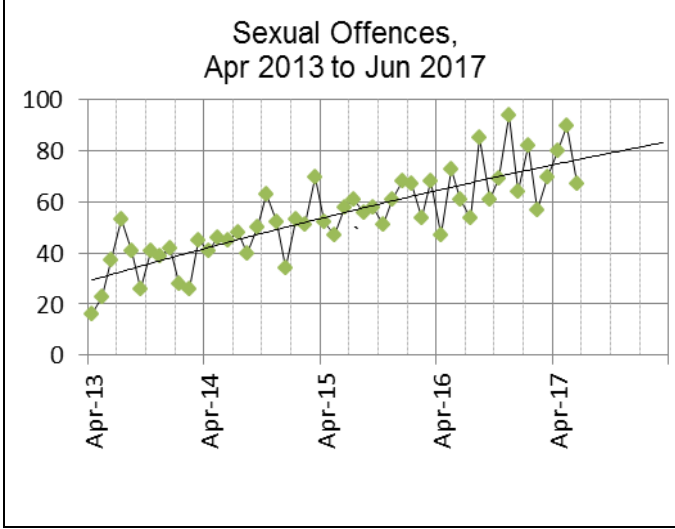
<sup>2</sup> Trend lines are based on the best fitting 2<sup>nd</sup> order polynomial curve



8.3 Police recorded data show a steeply rising trend from 2014/15 onwards, overlaid with a seasonal pattern (higher levels in the summer). As discussed earlier, the increase in 2014/15 was linked to changes in police recording practice and was observed both nationally and locally. However, the increasing trend continues to date.



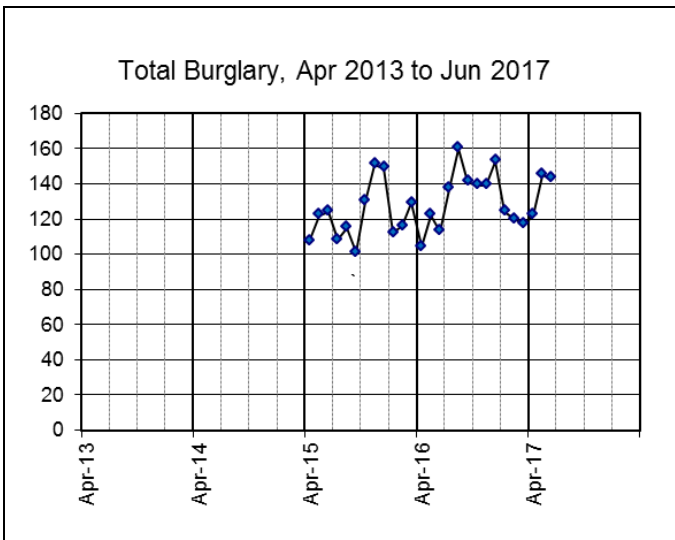
8.4 Until Jun 2016 robberies in the city tended to fluctuate between 10 and 30 per month (although there was a spike in Oct 2014<sup>3</sup>). However, since Jul 2016 monthly numbers have consistently been above 25 each month, with a spike in Mar 2017 of 49<sup>4</sup>. Most robberies are personal robberies (328 in 2016/17) and a minority are business robberies (24 in 2016/17).



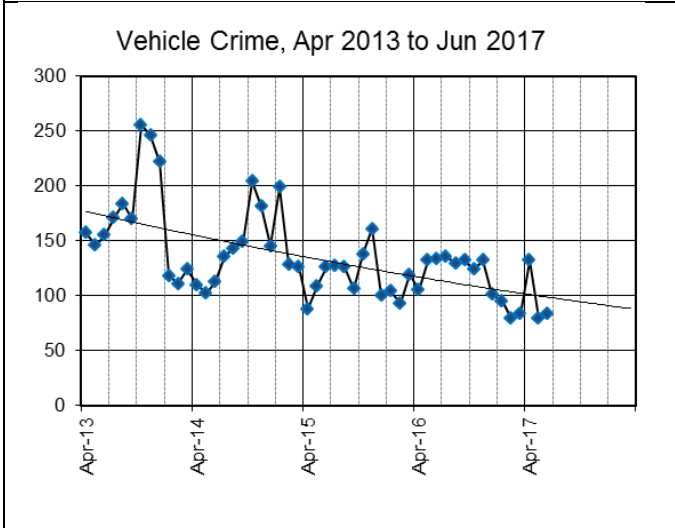
8.5 Police recorded sexual offences are on an upward trend. This is generally regarded as a positive outcome in that victims are feeling more confident in reporting. Changes in police recording at the beginning of 2014/15 (as for violent crimes above) have also had an effect on recorded numbers.

<sup>3</sup> A robbery with 8 victims and another series of 4 crimes perpetrated by a single offender contributed to the spike seen in Oct 2014

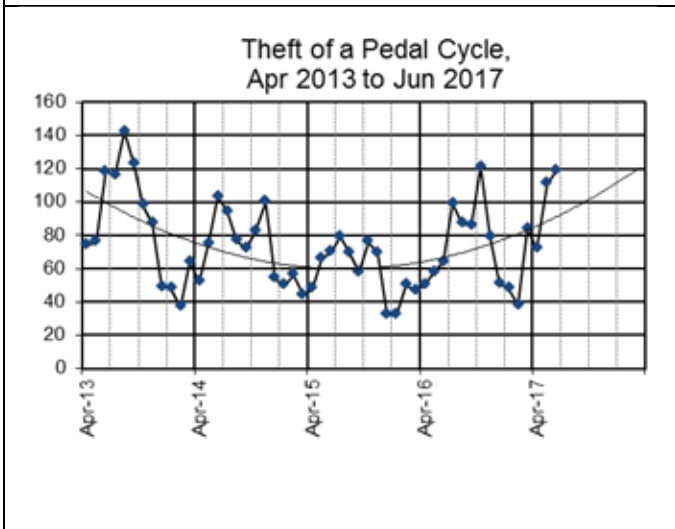
<sup>4</sup> There were 4 robberies with more than one victim in Mar 2017, contributing to the spike that month.



8.6 National changes to the definition of domestic and other burglaries has meant that at the moment it is not possible to pull out domestic burglaries. All burglaries are therefore reported here. A seasonal pattern is observable in the data over the last year.



8.7 The number of vehicle crimes have generally been on a long term decline. Following a spate of vehicle crimes in the autumn/winter months of 2013/14 and 2014/15, numbers resumed a relatively low level again. While the Brighton & Hove trend is downwards, our benchmarking group are showing an upward trend over the last 18 months.



8.8 A seasonal pattern in cycle thefts is normally observed every year and is linked to those months when more people tend to cycle. Cycle thefts rose less in the summer of 2015 than in previous years but enhanced summer peaks have again been observed in both 2016 and 2017. Numbers in the winter months have remained relatively constant.

Police crime data presented in this report only reflects those crimes which are reported and recorded. There is likely to be a level of underreporting in many crime types. However, domestic violence and the hate crimes on this page may be particularly liable to underreporting.

<p style="text-align: center;"><b>Domestic Violence Crimes &amp; Incidents, Apr 2013 - Jun 2017</b></p>	<p>8.9 Recording practices and positive work in relation to these crime types which result in more crimes being recorded have been described earlier.</p>
<p style="text-align: center;"><b>Racist Crimes and Incidents (police data), Apr 2013 to Jun 2017</b></p>	<p>8.10 There was an upwards trend in racist crimes and incidents in parallel with the recording of other crimes since 2014/15. There is a notable spike in the summer of 2016 coinciding with the month following the EU referendum vote to leave the European Union. Numbers in the May and June of 2017 are also high.</p>
<p style="text-align: center;"><b>Homophobic Crimes &amp; Incidents (police data), Apr 2013 to Jun 2017</b></p>	<p>8.11 There is an overall rising trend in the number of homophobic crimes recorded by the police, although numbers are relatively low and show some variation from month to month.</p>

## Appendix 2. Crime statistics 2017/18: position at June 2017

**Performance compared with last year (NB. last year data indicative only ERROR! BOOKMARK NOT DEFINED.)**

	number of crimes Apr 16 - Jun 16 <sup>5</sup>	number of crimes Apr 17 – Jun 17	rank within 15 bench-marked CSPs <sup>6</sup>
<b>Police recorded crimes</b>			1=best; 15=worst
Total crimes	6185	6760	10
Criminal damage	733	691	10
Violence against the person	2344	2710	13
Sexual offences	181	237	10 <sup>7</sup>
Robbery	54	88	9
Burglary	339	407	4
Theft of/ from a motor vehicle	371	297	4
Theft and handling (excl. motor vehicle theft)	2093	2197	11
Pedal cycle theft	172	302	11
<b>Police recorded crimes and crime-related incidents</b>			
Domestic violence incidents and crimes	1276	1319	n/a <sup>8</sup>
Racist incidents and crimes	123	156	n/a
Religiously-motivated incidents and crimes	29	32	n/a
Homophobic incidents and crimes	49	65	n/a
Transphobic incidents and crimes	8	9	n/a
Disability hate incidents and crimes	10	21	n/a
Anti-social behaviour incidents	2776	2882	n/a

<sup>5</sup> The data in this column reflect those recorded on the police system at the current time and do not necessarily align exactly with those recorded a year ago.

<sup>6</sup> Interim data – indicative only. Brighton & Hove is matched for comparative purposes with 14 other Community Safety Partnerships (CSPs) according to a range of socio-demographic and geographic variables. A rank of 1 is the best; 15 is the worst; 8 is the middle position and is based on crime 'rate' per head of population, or per no. of households in the case of domestic burglary. Data reflects the ranking for the most recent six months.

<sup>7</sup> Because there remains an emphasis on encouraging reporting of sexual offences, it does not necessarily follow that a low rank is 'good' and a high rank is 'bad'.

<sup>8</sup> Comparative/benchmarking data are not available.





<b>Subject:</b>	<b>Designated Public Place, Dog Control and Gating Orders transitioning to Public Spaces Protection Orders</b>		
<b>Date of Meeting:</b>	<b>9<sup>th</sup> October 2017</b>		
<b>Report of:</b>	<b>Executive Director for Neighbourhoods, Communities and Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Peter Castleton</b>	<b>Tel: 01273 292607</b>
	<b>Email:</b>	<b>peter.castleton@brighton-hove.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE**

**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of this report is to advise committee that under the Anti-Social Behaviour (ASB), Crime and Policing Act 2014 the existing Designated Public Place Order, Gating Orders and Dog Control Orders will be treated as Public Space Protection Orders from October 2017.

**2. RECOMMENDATIONS:**

- 2.1 That the committee notes the transition of the existing orders into Public Space Protection Orders.
- 2.2 That the committee notes and welcomes a future report on the six month review of the current PSPO in the city which will be carried in October 2017.

**3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 Under the Anti-social Behaviour, Crime and Policing Act 2014 the existing Designated Public Place Order (DPPO), Gating Orders and Dog Control Orders in place at the time the Act came into force (October 2013) continued for three years. From October 2017 the new Act states they will be treated as PSPOs.
- 3.2 There is no requirement for the council to do anything, the existing orders will automatically transition into three new PSPOs.
- 3.3 From October 2017 these orders will automatically transition into PSPOs with the same conditions as the original orders.
- 3.4 It has been possible at any time to rescind these orders if the need arose. The new Act changes nothing in this respect.

- 3.5 The orders were implemented to manage specific anti-social behaviour and officers and those impacted upon are of the view that they remain an effective option to manage such behaviour.
- 3.6 Brighton and Hove has a city wide DPPO in place. This order allows police officers and police community support officers to remove alcohol from any person in a public place if that person is involved in anti-social behaviour (ASB) or the officer believes that by having alcohol in their possession there is an increased risk of ASB.
- 3.7 Brighton and Hove has a number of dog control orders in place in a number of parks and open spaces including the seafront. They replaced former inconsistent and unenforced bylaws. There are four orders requiring:
- Removal of dog faeces
  - Dogs on leads
  - Requiring a dog to be put on a lead when requested by an authorised officer
  - Dog exclusion areas
- 3.8 Brighton and Hove has two gating orders in place, one at Brunswick Row Brighton to manage drug use, dealing and street drinking. The other is at Farman Street. Hove due to reports of night time disorder, drug use, street drinking and criminal damage. Both are night time orders with locking managed by residents.
- 3.9 There is no requirement for the council to consult on the transition of these orders. In April 2017 a new PSPO was implemented to manage ASB in parks and open spaces. This was well evidenced and fully consulted on but was considered controversial by some. The new order will be reviewed over the winter of 2017.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 It would be possible to rescind these orders but they are helpful in managing the specific anti-social behaviour they were introduced to address.
- 4.2 Residents and professionals have no desire to rescind them.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 There is no requirement to consult in relation to the transitioning of these orders. However, work has been undertaken to consult with those impacted on by these orders.
- 5.2 In relation to the DPPO police and support services for the street community have been consulted and are strongly of the view that the DPPO should transition to a PSPO and remain in place Their rationale is that the DPPO sets the tone for the city and acts as a deterrent to potential offenders. The police are

of the view that it is helpful to have in place a process whereby those persons drinking in public places and causing ASB can have their alcohol removed allowing effective management of ASB, events and the street community where necessary.

- 5.3 Regulatory Services at Brighton & Hove City Council have been consulted on Dog Control Orders. They have not received any requests for changes to the current Dog Control Orders and therefore consider them to be proportional and appropriately targeted.
- 5.4 Residents and elected members have been contacted in the locality of the two gating orders. Residents at Brunswick Row felt the order was still necessary as a community safety and crime reduction measure. There have been no responses in relation to Farman Street so far.

## **6. CONCLUSION**

- 6.1 This is a relatively straightforward process that will enable the existing orders to continue to be effective.
- 6.2 At any time, where there is evidence and strong public support these orders can be varied or rescinded.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 7.1 Existing signage will need to be replaced at an estimated cost of £2500. This will be managed within the current budgets for Community Safety, Regulatory Services, Cityparks and the Seafront Team.

*Finance Officer Consulted: Monica Brooks*

*Date: 01/09/17*

### Legal Implications:

The text of the report summarises the law. Section 75 Of The Anti-Social Behaviour Crime and Policing Act 2014 is relevant and confirms that as part of the transitional arrangements gating orders, DPPO's and dog control order were not repealed and remained in force. As of 20<sup>th</sup> October 2017 they will be treated as if they were a PSPO. As they have 'changed' to PSPO's there is in our view an obligation to meet the regulatory requirements of a PSPO and in particular ensuring that the signage is correct, otherwise they would not be enforceable.

*Lawyer Consulted: Simon Court*

*Date: 4/09/17*

### Crime & Disorder Implications:

- 7.3 These orders assist in the council discharging its duty under the Crime and Disorder Act 1998

Equalities Implications:

7.4 There are no equalities implications in relation to this report.

Sustainability Implications:

7.5 There are no sustainability implications in relation to this report.

**SUPPORTING DOCUMENTATION**

**Appendices:**

1. Dog Control Order 1 Fouling of land
2. Dog Control Order 2 Dogs on leads
3. Dog Control Order 3 Putting on lead by direction
4. Dog Control Order 4 Exclusion from land
5. Farman Street gating order
6. Brunswick Row gating order

## **The Clean Neighbourhoods and Environment Act 2005**

### **The Dog Control Orders (Prescribed Offences and Penalties, etc) Regulations 2006 (S.I 2006/1059)**

### **The Fouling of Land by Dogs (Brighton & Hove) Order 2009**

Brighton & Hove City Council (the Council) hereby makes the following Order:-

1. This Order comes into force on 1st January 2009.
2. This Order applies to the land specified in Schedule 1.

#### **Offence**

- 3.(1) If a dog defecates at any time on land to which this Order applies and a person who is in charge of the dog at that time fails to remove the faeces from the land forthwith, that person shall be guilty of an offence unless—
  - (a) he has a reasonable excuse for failing to do so; or
  - (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.
- (2) Nothing in this article applies to a person who—
  - (a) is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or
  - (b) has a disability which affects his mobility, manual dexterity, physical co-ordination or ability to lift, carry or otherwise move everyday objects, in respect of a dog trained by a prescribed charity and upon which he relies for assistance.
- (3) For the purposes of this article—
  - (a) a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog;
  - (b) placing the faeces in a receptacle on the land which is provided for the purpose, or for the disposal of waste, shall be a sufficient removal from the land;

- (c) being unaware of the defecation (whether by reason of not being in the vicinity or otherwise), or not having a device for or other suitable means of removing the faeces shall not be a reasonable excuse for failing to remove the faeces;
- (d) each of the following is a "prescribed charity"—
  - (i) Dogs for the Disabled (registered charity number 700454);
  - (ii) Support Dogs (registered charity number 1088281);
  - (iii) Canine Partners for Independence (registered charity number 803680).

**Penalty**

4. A person who is guilty of an offence under article 3 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

**THE COMMON SEAL OF BRIGHTON & HOVE** )  
**COUNCIL** was affixed hereto this )  
 in the presence of:- )

Authorised Officer

**SCHEDULE 1**

**Description of land, or lands, to which the Order applies**

1. Subject to the exception in paragraph 2 below, all land which is in the administrative area of the Council and which is:-
  - a. Open to the air (which includes land that is covered but open to the air on at least one side) and;
  - b. To which the public are entitled or permitted to have access (with or without payment).
2. Excepted from the description in paragraph 1 above is land that is used for agriculture<sup>1</sup>, woodland and Forestry Commission Land<sup>2</sup>.

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<sup>1</sup> 'agriculture' includes horticulture, fruit growing, seed growing, dairy farming, and livestock breeding, and keeping, and the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds.

<sup>2</sup> 'Forestry Commission Land' is land that is placed at the disposal of the Forestry Commissioners under section 39(1) of the Forestry Act 1967.







**The Clean Neighbourhoods and Environment Act 2005**

**The Dog Control Orders (Prescribed Offences and Penalties, etc.)  
Regulations 2006 (S.I.2006/1059)**

**The Dogs on Leads (Brighton and Hove) Order 2009**

Brighton and Hove City Council (the Council) hereby makes the following Order:

1. This Order comes into force on 1<sup>st</sup> January 2009.
2. This Order applies to the land specified in Schedule 1.

**Offence**

3.(1) A person in charge of a dog shall be guilty of an offence if at any time on any land to which this Order applies he does not keep the dog on a lead, unless—

- (a) he has a reasonable excuse for failing to do so; or
- (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.

(2) For the purposes of this article a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog.

**Penalty**

4. A person who is guilty of an offence under article 3 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

**THE COMMON SEAL OF BRIGHTON & HOVE** )  
**COUNCIL** was affixed hereto this )  
in the presence of:- )

Authorised Officer

## SCHEDULE 1

### Description of Land, or Lands, to which the Order applies

1. Subject to the exceptions set out at paragraph 2 below, all roads (as defined by Section 142 Road Traffic Regulation Act 1984) in the administrative area of the Council, including the seafront promenades (upper and lower).<sup>1</sup>
2. This Order does not apply to land used for agriculture<sup>2</sup> or woodland or Forestry Commission Land<sup>3</sup>.

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<sup>1</sup> A 'road' is defined in section 142 of the Road Traffic Regulation Act 1984 as 'any length of highway or of any other road to which the public has access, and includes bridges over which a road passes.'

<sup>2</sup> 'agriculture' includes horticulture, fruit growing, seed growing, dairy farming, and livestock breeding, and keeping, and the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds.

<sup>3</sup> 'Forestry Commission Land' is land that is placed at the disposal of the Forestry Commissioners under section 39(1) of the Forestry Act 1967.

## **The Clean Neighbourhoods and Environment Act 2005**

### **The Dog Control Orders (Prescribed Offences and Penalties, etc.) Regulations 2006 (S.I.2006/1059)**

#### **The Dogs on Leads by Direction (Brighton and Hove) Order 2009**

Brighton and Hove Council (in this Order called "the Council") hereby makes the following Order:

1. This Order comes into force on 1<sup>st</sup> January 2009.
2. This Order applies to the land specified in Schedule 1.
3. In this Order "an authorised officer of the Council" means an employee of the Council who is authorised in writing by the Council for the purpose of giving directions under this Order.

#### **Offence**

4. (1) A person in charge of a dog shall be guilty of an offence if at any time, on any land to which this Order applies, he does not comply with a direction given him by an authorised officer of the Council to put and keep the dog on a lead, unless—
  - (a) he has a reasonable excuse for failing to do so; or
  - (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.
- (2) For the purposes of this article—
  - (a) a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog;
  - (b) an authorised officer of the Council may only give a direction under this Order to put and keep a dog on a lead if such restraint is reasonably necessary to prevent a nuisance or behaviour by the dog likely to cause annoyance or disturbance to any other person or the worrying or disturbance of any animal or bird.

#### **Penalty**

5. A person who is guilty of an offence under article 4 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

**THE COMMON SEAL OF BRIGHTON & HOVE** )  
**COUNCIL** was affixed hereto this )  
in the presence of:- )

Authorised Officer

**SCHEDULE 1**

**Description of land, or lands, to which the Order applies**

All land in the City of Brighton and Hove which is open to the air, including covered land which is open on at least one side, and to which the public are entitled or permitted to have access (with or without payment), with the exception of Forestry Commission Land.<sup>1</sup>

<sup>1</sup> "Forestry Commission Land" is land that is placed at the disposal of the Forestry Commissioners under section 39(1) of the Forestry Act 1967.

**The Clean Neighbourhoods and Environment Act 2005**

**The Dog Control Orders (Prescribed Offences and Penalties, etc.)  
Regulations 2006 (S.I.2006/1059)**

**The Dogs Exclusion (Brighton and Hove) Order 2011**

Brighton & Hove City Council hereby makes the following Order:

1. This Order comes into force on 1<sup>st</sup> January 2011.
2. This Order applies to the land specified in Schedule 1.
3. This Order repeals the Dog Exclusion (Brighton and Hove) Order 2009.

**Offence**

3. (1) A person in charge of a dog shall be guilty of an offence if, during the periods specified in Schedule 1, he takes the dog onto, or permits the dog to enter or to remain on, any land to which this Order applies unless—
  - (a) he has a reasonable excuse for doing so; or
  - (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his doing so.
- (2) Nothing in this article applies to a person who—
  - (a) is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or
  - (b) is deaf, in respect of a dog trained by Hearing Dogs for Deaf People (registered charity number 293358) and upon which he relies for assistance; or
  - (c) has a disability which affects his mobility, manual dexterity, physical co-ordination or ability to lift, carry or otherwise move everyday objects, in respect of a dog trained by a prescribed charity and upon which he relies for assistance.
- (3) For the purposes of this article—
  - (a) a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog; and
  - (b) each of the following is a "prescribed charity"—

- (i) Dogs for the Disabled (registered charity number 700454);
- (ii) Support Dogs (registered charity number 1088281);
- (iii) Canine Partners for Independence (registered charity number 803680).

**Penalty**

- 4. A person who is guilty of an offence under article 3 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

**THE COMMON SEAL OF BRIGHTON & HOVE** )  
**CITY COUNCIL** was affixed hereto this )  
 in the presence of:- )

Authorised Officer

**SCHEDULE 1**

**Description of land, or lands, to which the Order applies**

All those areas situated within the City of Brighton & Hove as described for the purposes of identification below, being land which is open to the air and to which the public are entitled or permitted to have access (with or without payment). For the purposes of this Order, land which is covered is to be treated as “open to the air” if it is open on at least one side.

**1. Children’s Play Areas**

All children’s play areas in the City of Brighton and Hove enclosed by fencing and containing play equipment.

**2. Cemeteries**

- a. The following cemeteries subject to the exception set out in paragraph 2.b below:-

- Borough Cemetery (Woodvale), Lewes Road;
- Extra Mural Cemetery, Lewes Road;
- Borough Cemetery, Bear Road;
- Jewish Cemetery, Bear Road
- Meadowview and Lawn Memorial Cemetery, Warren Road
- Hove Cemetery, North and South, Old Shoreham Road
- Portslade Cemetery, Victoria Road

- b. The Order does not apply to persons attending a funeral or remembrance service or visiting a grave or to persons residing in the premises of the cemeteries specified at 2.a above. In these circumstances dogs must be kept on a lead at all times.

### **3. Gardens and Parks**

The enclosed gardens of the following city centre squares:-

- Brunswick Square
- Norfolk Square
- Russell Square
- Bedford Square
- Clarence Square
- Powis Square
- Pelham Square
- Regency Square (North End)
- New Steine Square

The following parks and gardens:-

- Steine Memorial Gardens
- Kipling Gardens, Rottingdean
- The Rockery Gardens, Preston Road
- William Clarke Park, Picton Street
- Saunders Park (excluding the fenced dog area to the South West corner of the park), Lewes Road

### **4. Beaches**

The beaches (including the foreshore) between the months of May to September inclusive with the exception of the following beaches (showing a “dog friendly” sign):-

- the beach between Longridge Avenue and the border,
- beaches between Chailey Avenue and Arundel Drive West, Rottingdean
- beaches between West Marina Wall to Rottingdean slope
- beaches between the west wall of Brighton Marina and up to the Volks railway station opposite New Steine
- the beach in front and to the East of the Meeting Place Cafe, up to the large groyne with the lifering on.
- the beach to the east of the Lawns Cafe, at the bottom of St John's Road, Hove promenade.
- the beach in front of the King Alfred car park.
- the beach to the east of Hove Lagoon.

### **5. Areas of Queens Park**

The Southern Lawns of Queens Park (containing the lake), the tennis courts, the Quiet Garden, the Wild Garden, the cascade area and bowling green.





**BRIGHTON & HOVE CITY COUNCIL  
HIGHWAYS ACT 1980  
The Brighton & Hove Farman Street (Gating) Order 2013**

This Gating Order (the "Order") is made by Brighton & Hove City Council ("the Council") under section 129A of the Highways Act 1980 on the 28<sup>th</sup> day of February 2013 because the Council is satisfied that:

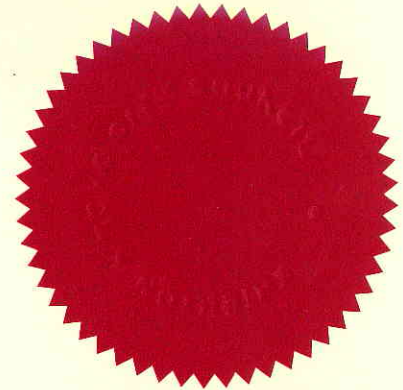
- (a) premises adjoining or adjacent to the public footpath known as Farman Street ("the highway") are affected by crime and/or anti-social behaviour;
- (b) the existence of the highway is facilitating the persistent commission of criminal offences and/or anti-social behaviour; and
- (c) it is in all the circumstances expedient to make the Order for the purposes of reducing crime and/or anti-social behaviour.

The Order comes into force on the 1<sup>st</sup> day of March 2013 and may be cited as The Brighton & Hove Farman Street (Gating) Order 2013.

**BY THIS ORDER:**

1. Entry into Farman Street from its junction with Western Road shall be restricted between the hours of 2100 and 0800 each day by one locked gate at its junction with Western Road. Exit from Farman Street into Western Road will not be restricted.
2. The owners and occupiers of the properties in Farman Street and the properties in Western Road adjoining the highway and visitors to those properties will not be affected by the restriction.
3. The alternative route for pedestrians is via Little Western Street or Waterloo Street
4. The Council's Strategic Director of Place is responsible for the maintenance and operation of the gate authorised by the Order and his representative Mr Simon Bannister can be contacted on 01273-293925 Monday to Friday between 9am - 5pm. Outside those days and times call the Council's Emergency Standby number 01273-292229

The Common Seal of  
Brighton & Hove City Council  
was affixed hereto in the  
presence of



36492

  
Authorised Officer



**HIGHWAYS ACT 1980, SECTION 129A  
BRIGHTON & HOVE CITY COUNCIL**

The Brighton & Hove Brunswick Row (Gating) Order 2007

This Order is made by BRIGHTON & HOVE CITY COUNCIL ("the City Council") under section 129A of the Highways Act 1980 ("the 1980 Act") because it appears to the City Council that as respects the relevant highway described in article 1 below ("the highway") –

- (a) the City Council is the highway authority for the highway;
- (b) the premises adjoining or adjacent to the highway are affected by crime or anti-social behaviour;
- (c) the existence of the highway is facilitating the persistent commission of criminal offences or anti-social behaviour; and
- (d) it is in all the circumstances expedient to make the order for the purposes of reducing crime or anti-social behaviour.

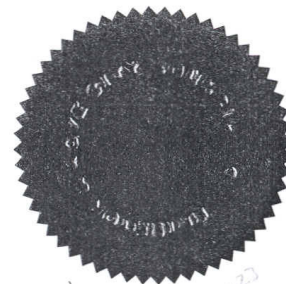
Sussex Police Authority for the area in which the highway lies has been consulted as required by the 1980 Act.

**BY THIS ORDER:**

- 1. the public right of way shown shaded green on the map contained in this Order and described in the Schedule to this Order, shall be restricted between the hours of 1800 and 0800, by the erection of gates at its junction with Ditchling Road and its eastern junction with Queens Place, after 7 days from the date of this Order.
- 2. the occupiers of the properties in Brunswick Row and the properties in Ditchling Road adjoining the right of way will not be affected by the restriction.
- 3. the alternative route for pedestrians is via Queens Place or Oxford Place
- 4. the Director of Environment Services of the City Council is responsible for the maintenance and operation of the gate authorised by this order.
- 5. locking and unlocking of the gates to facilitate daytime access will be carried out by key holding residents of Brunswick Row.

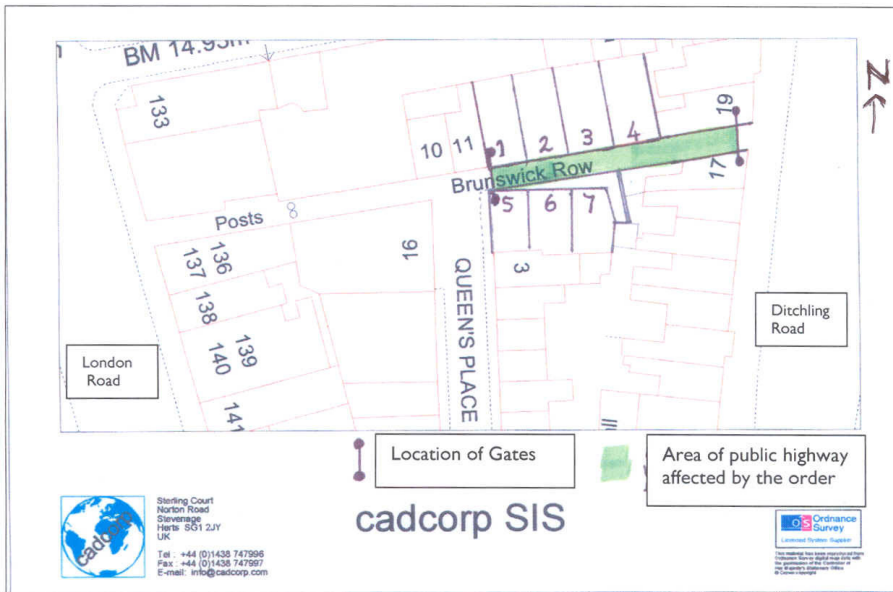
The Common Seal of Brighton & Hove City Council was affixed hereto )  
on the 23<sup>rd</sup> day of August 2007 )  
in the presence of: )

  
Authorised Officer



### SCHEDULE

The footpath leading southwards from Ditchling Road Brighton, between Nos. 17 and 19, to the junction with Queens Place, between Nos 1 and 5 Brunswick Row; a distance of approximately 36 metres with an average width of 3 metres.



<b>Subject:</b>	<b>Rough Sleeping Strategy Update</b>		
<b>Date of Meeting:</b>	<b>9 October 2017</b>		
<b>Report of:</b>	<b>Executive Director Neighbourhoods Communities and Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Simon Newell</b>	<b>Tel: 01273 291128</b>
	<b>Email:</b>	<a href="mailto:Simon.newell@brighton-hove.gov.uk">Simon.newell@brighton-hove.gov.uk</a>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE**

**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The report provides a progress update on the implementation of the Rough Sleeping Strategy.

**2. RECOMMENDATIONS:**

- 2.1 That the committee note this report.

**3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 The Rough Sleeping Strategy was approved by the Local Authority and partners and signed-up to by Brighton & Hove Connected in June 2016.
- 3.2 The issue of rough sleeping remains acute with a visible presence on the streets. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.
- 3.3 The numbers of rough sleepers remain stable, though national and therefore local numbers are predicted to increase in the coming 12 months<sup>1</sup>.
- 3.4 It is estimated<sup>2</sup> that there are currently around 30 new arrivals to the city per week that are either already rough sleeping or at risk of rough sleeping. This means that local agencies have to work effectively together with over 1500 individuals per year, of which approximately 1,300 cases are diverted or signposted elsewhere to ensure that this does not result in significant increases in rough sleeping locally. The numbers who come from outside the city and those with a local connection is currently a 50-50 split. The vast majority of individuals have complex needs, often relating to substance misuse and mental health issues connected with their vulnerability.
- 3.5 The strategy that was approved unanimously and signed up to by all local agencies in June 2016 is now being closely monitored and all activity reviewed to ensure that we achieve the most effective outcomes for rough sleepers and the city as a whole.

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<sup>1</sup> Crisis Report Homelessness projections: Aug 2017

<sup>2</sup> BHT First Base Day Centre and St Mungos

- 3.6 The post of Rough Sleeper Strategy Coordinator has been recruited to. This will further improve the implementation of the strategy and will ensure that all agencies are working effectively together to achieve the results required.
- 3.7 The strategy contains the following 5 priorities:
- Priority 1: Prevent Homelessness and Rough Sleeping.
  - Priority 2: Rapid Assessment and Reconnection.
  - Priority 3: Improving Health.
  - Priority 4: A Safe City.
  - Priority 5: Pathways to Independence.
- 3.8 Each priority contains specific goals and actions and detailed progress updates against all actions contained within the strategy; these can be seen in appendix.1 Some key achievements are:
- Successful launch and implementation of alternative giving scheme ‘Make Change Count’.
  - Successful launch of BThink – a system to effectively share information concerning rough sleepers to ensure that they get the best possible service.
  - Successful recommissioning of homeless support services.
  - Successful tender and appointment of a support service ‘The Passage’ to coordinate and guide third sector voluntary services.
  - Successful initial phase of Trailblazer project to prevent tenancy breakdown and rough sleeping.
  - Successful funding application for Social Impact Bond to improve outcomes for entrenched rough sleepers – full roll out due October 2017.
- 3.9 Significant barriers remain to the achievement of a sustained reduction in rough sleeping including:
- Lack of suitable move on accommodation for existing hostel residents, leading to blockages in Direct Access Hostel accommodation.
  - Increasing numbers of individuals with complex needs.
  - Reduced resources across all sectors dedicated to dealing with rough sleepers.
- 3.10 Future actions planned to ensure effective implementation of the strategy include:
- Refine and further prioritise activity to ensure the most effective use of limited resources.
  - Ensure that a governance system is in place and operational sub groups are functional, appropriately supported and delivering the outcomes required.
  - Explore options and seek agreement on move on housing options.
  - Provision of extended Night Shelter service.
  - Completion and implementation of multi-agency protocol to ensure effective coordination of services including commissioned and non-commissioned third sector services.
  - Further engagement of non-specialist partners in the business sector, providing a whole city approach to reducing street homelessness.
- 3.11 A further update on the implementation of the strategy will be brought to NCE in 6 months’ time.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 Rough sleeping in Brighton & Hove is complex and requires a variety of interventions to move toward a successful outcome. In that sense, there is not a single ‘alternative option’ that is useful to describe at this stage.

- 4.2 There is a culture of developing new and innovative approaches to solving the issue of rough sleeping and these will continue to be developed and tested as the work continues. Members will retain oversight of these developments.

## **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 The development and implementation of the strategy has been and continues to be widely consulted upon, engaging businesses, community and voluntary sector organisations as well as communities themselves.

## **6. CONCLUSION**

- 6.1 The issue of rough sleeping remains an acute problem for the city. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.
- 6.2 There is concern that numbers could increase further with the natural draw of the city, the impact of welfare reforms and the high cost of accessing and sustaining accommodation in the city's private rented sector.
- 6.3 The implementation of the city's current approach to rough sleeping needs to be fully implemented and constantly renewed and updated as circumstances change to ensure that the city's commissioners, service providers and voluntary sector groups are working in partnership to a clear strategic plan that will reduce rough sleeping in the city and improve outcomes for rough sleepers and those at risk of rough sleeping.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

The implementation of the strategy is expected to have no significant financial implications to the council. The salary of the Rough Sleeper Strategy Co-ordinator post and other costs are to be met by external funding.

*Finance Officer Consulted: Name Peter Francis Date: 06/09/17*

### Legal Implications:

This report is for note only and forms part of a body of work which has been ongoing for some time as part of a wider strategy. What is important to note is the Homelessness Reduction Act 2017 has received Royal Assent. Unfortunately it is not fully clear its impact as not all of the regulations have yet been put in place and the resource implications are to be identified. There will be significant overlap between the duties under the act and the strategy and there may need to be a realigning of the strategy in parts.

*Lawyer Consulted: Name Simon Court Date: 11/09/17*

### Equalities Implications:

- 7.1 Rough sleepers are a vulnerable group more likely to have contact with the criminal justice system, have drug and alcohol related health conditions, be excluded from mainstream services and have much worse outcomes than other groups. Measures to reduce rough sleeping will have a direct impact on reducing inequality in Brighton &

Hove. An Equalities Impact Assessment has been completed for this draft strategy and is available on request.

Sustainability Implications:

7.2 There are no sustainability implications as a direct result of this report.

Any Other Significant Implications:

**SUPPORTING DOCUMENTATION**

**Appendices:**

1. Rough Sleeping Strategy – Strategic Action Tracker
2. Report to Housing & New Homes Committee 20/09/17 - Single Homeless Accommodation Support Services

**Documents in Members' Rooms**

None

**Background Documents**

None



## Appendix 1

### Crime & Disorder Implications:

Rough sleepers are more likely to commit crime and be the victim of crime. Measures to reduce rough sleeping will decrease the level of crime and perception of crime and increase the availability of the emergency services making the city a safer place for residents and visitors alike.

### Risk and Opportunity Management Implications:

Genuine good practice that does not simply result in rough sleepers being pushed to less visible locations appears limited and highlights the challenge faced by the city. We need to ensure that our approach does not view rough sleepers as a problem to move but provides real solutions to prevent rough sleeping and improve the lives of those affected.

### Public Health Implications:

As part of the Better Care initiative overseen by the Health and Wellbeing Board, an integrated health and care model for the single homeless is being developed. Although the remit of this work is broader than rough sleeping, it will be closely linked with the emerging work to develop a Rough Sleeping Strategy.

### Corporate / Citywide Implications:

If we do not reduce rough sleeping there will be:

- More early deaths wasted lives
- Reputation damage as a caring city
- Tourism impact from street begging
- Crisis pressure on Police, A&E and other services
- Crime / ASB associated with rough sleeping / street drinking
- Increased costs to the local authority, Police and NHS
- Increased use of acute services



# Brighton & Hove - Rough Sleeping Strategy 2016

## Strategic Action Tracker



Brighton & Hove  
City Council

# Priority 1: Prevent Homelessness and Rough Sleeping

## **Goal 1: Develop a consistent citywide approach to prevent homelessness and rough sleeping**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Encourage all partners to pledge their support to the vision, partnership work and priorities of this strategy.</b>	Sign up event July 2016.	BHCC Adult Services	Sign up to strategy took place at launch event at First Base.
<b>Review routes in/out of street life and how organisations work together to prevent homelessness and move people away from the streets.</b>	Process mapping with statutory and third sector groups 2016/17 to inform the Protocol.	BHCC Adult Services; St. Mungo's	Third Sector led Campaign (by DLYMCA) to End Rough Sleeping, Brighton & Hove Cares, to hold a Connections week in November 2017 to interview every rough sleeper in the city using community volunteers. The aim is to connect the city to the issue of rough sleeping and to gather information on why people have ended up on the street. From the information gathered services can be developed and realigned to provide the most effective solutions to rough sleeping. Data analysis will be provided by Public health. Existing data is collated by St Mungo's and other services.
<b>Develop a Multi-Agency Protocol for Brighton &amp; Hove. Ensure the Protocol is promoted and understood by staff, volunteers and residents.</b>	Protocol agreed by March 2017 with St Mungo's. Roll out communications from April 2017.	BHCC Adult Services; St. Mungo's	A draft protocol has been developed. The next stage is to refine the protocol so that it can be used and understood by all stakeholders in the city. Once agreed the protocol will be launched.
<b>Ensure a rolling communications programme on reducing rough</b>	Roll out communications from July 2016.	BHCC Communications; BHCC Adult Services	Clear messages required from services for inclusion in the ongoing proactive communications strategy. Continue to increase awareness of 'Make Change

<b>sleeping that engages the general public.</b>			Count' campaign, promoting online donations to homelessness support services.
<b>Ensure that awareness of the 'Make Change Count' campaign is maximised.</b>	Relaunch on 7 <sup>th</sup> August	BHCC Communications; BHT	Further push for BHCC and the charities to get posters out by end of September. Digital billboard advert also run final week of September. BHT to update Justgiving website.

## **Goal 2: Improve housing options for single person households**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Publicise where to go for assistance and to seek help at an early stage.</b>	Incorporate into the Multi-Agency Protocol.	BHCC Housing	Currently devising a communications plan as part of the Trailblazer project about seeking help at an early stage. Flyer and webpage to be launched in October 2017.
<b>Develop an easy early referral mechanism so that other professionals (e.g. GPs, Police, social care) can direct clients to housing advice before crisis point.</b>	Review use of information prescriptions for housing advice.	BHCC Housing Trailblazer	Developed draft on-line form for professionals which we are working with Communications team on; in use for use by end September. Have links to information prescriptions on housing web pages. Contact email in place <a href="mailto:earlyintervention@brighton-hove.gov.uk">earlyintervention@brighton-hove.gov.uk</a> . 48 clients engaged with to date (22/09/17).
<b>All partners to be aware of the housing market and benefit rates.</b>	Circulate B&H Housing Market Reports to Partners.	BHCC Housing; BHCC Adult Services	Supported accommodation providers and outreach teams are aware of the housing market and benefit rates. Universal training has also been offered to all providers. Taken to Homeless Operational Forum so they have links and they are available on our web pages. TB co-ordinators are also sharing it with other agencies.
<b>Investigate creative solutions to increase accommodation options (such as lodgers, temporary modular homes and rent deposit schemes).</b>	March 2017	BHCC Adult Services; BHCC Housing	Umbrella Group commenced, so far positive outcomes. Commissioning is investigating night shelter provision. YMCA Downslink YCubes – committee approval June 2017. Trailblazer expanding Night Stop provision to over 25s as well as existing service for under 25s. Rough sleepers can only access if there is capacity and if the

			rough sleepers are actively being worked with. Housing and ASC are exploring obtaining PRS under rent deposit scheme.
<b>Improve access to housing information to raise awareness affordable housing options locally and in other parts of the country.</b>	IT approach to be developed.	BHCC Housing	A 6 monthly event with Housing management to promote alternative options to move has been agreed. Housing have also set up accommodation finding drop-in for people who are using other intervention e.g. Night Stop, to demonstrate they are positively engaging with moving on and getting help to get tenancy ready e.g. attending Council run workshops. This is also focused on those in our Temporary accommodation to enable them to move on.

## Priority 2: Rapid Assessment and Reconnection

### **Goal 3: Provide rapid assessment, support planning and effective reconnection for those new to rough sleeping**

<b><u>Strategic Action</u></b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcomes Achieved</b>
<b>Set up a permanent assessment centre(s) with temporary (sit-up) beds.</b>	Operational March 2017	BHCC Adult Services	Unsuccessful tender. One bid was made but assessed as unsuitable. Tender currently being revised while pilot of a short stay assessment service is to be launched in late October with St Mungo's. Steering group set up which is managing the development of the pilot.
<b>Develop integrated and coordinated joint assessments and support planning across housing, care and health (including primary care, SCT, SPFT, BSUH and community &amp; voluntary sector).</b>	All clients to have their own Multi-Agency Plan. Pilot late 2016 to go live March 2017.	BHCC Adult Services; BHCC Housing; St. Mungo's; NHS Partners;	<p>Linked to launch of Bthink July 2017, roll out to agencies and services will ensure coordinated plans. Trailblazer funded social work leading on work with homeless people and rough sleepers. Operational manager in post to lead on homeless issues.</p> <p>Housing is awaiting access to Bthink. Housing will be responsible for developing Personalised Housing Action Plans which is a statutory requirement under the Homelessness reduction Act along with a requirement for public bodies to work with Housing to address housing need through the housing Action Plan. Under the TB project plan this is scheduled for launching trial mid-September with Housing needs.</p>
<b>Share client information across all partner organisations to ensure a consistent approach and improve interventions / outcomes.</b>	March 2017	BHCC Adult Services	Bthink launched with St Mungo's July 2017. Roll out to partner organisations once data protection review has been completed.
<b>Ensure a swift response to enable a</b>	Incorporate into Multi-	BHCC Adult Services;	Role of Trailblazer in reducing rough sleeping. TB early

<b>No Second Night Out approach.</b>	Agency Protocol.	BHCC Housing	intervention will aim to prevent homelessness at an earlier stage. For those who become rough sleepers, the Rough Sleepers Grant Actions will come into play.
<b>Work with providers and charities to ensure safe and sustainable reconnections.</b>	Memorandum of Understanding to be developed relating to good practice.	BHCC Adult Services; SHORE	Consistent approach to be taken by services.

**Goal 4: Target people sleeping rough with complex needs to ensure there is an integrated plan to move people into accommodation**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Provide temporary beds for those with complex needs to ensure engagement before reconnection assessment.</b>	Set up a permanent assessment centre(s) with temporary (sit-up) beds by March 2017.	BHCC Adult Services	Unsuccessful tender of in-house accommodation tender. Tender currently being revisited while trial of assessment service is made. Steering group set up which is currently managing the development of the assessment and sit up beds trial.
<b>Implement a scheme to target those entrenched / complex rough sleepers based on bespoke responses to individual needs through a multi-agency response.</b>	Scheme late 2016	BHCC Adult Services; St. Mungo's	SIB grant funding in place. Tender out July 2017, new service mobilised by October 2017. ASC currently in negotiation with two providers.  Multiple and complex needs accommodation service to be commissioned.

**Goal 5: Ensure services are sensitive to the needs of all vulnerable groups including LGBT people, young, older, women and ex-service personnel**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Ensure providers implement recommendations of Stonewall Housing LGBT report.</b>	Include recommendations in Multi-Agency Protocol.	BHCC Adult Services; BHCC Housing St. Mungo's	Implemented across all HASC commissioned services.
<b>Consult women and other groups</b>	Develop women only accommodation	BHCC Adult Services	Women only service tendered and awarded following comprehensive consultation with service users and



<b>about delivery of service which best meet their needs.</b>	provision.		research into good practice. To be mobilised late 2017.
<b>Continue to develop the Young People's Accommodation and Support Pathway.</b>	Young people's bed spaces in the Housing First Jan 2016.	BHCC Adult Services; BHCC Housing; BHCC Children's Services	Complete. Housing chair Young People's Supported Accommodation Panel and involved with ASC in commissioning of young people's services.
<b>Ensure Care Act assessments are carried out for older and frail people sleeping rough.</b>	Include in integrated joint assessments across housing, care and health March 2017.	BHCC Adult Services	Statutory duty is being fulfilled.
<b>Maintain commitments to ex-Armed Forces personnel through the Armed Forces Covenant.</b>	Monitoring and reporting of rough sleeping amongst ex-forces personnel.	BHCC Adult Services; Armed Forces Network	In place. Quarter.1. 2017/18 figures show 6 ex-personnel seen by support services; this is 1.7% of those worked with. All 6 cases are now closed.

# Priority 3: Improving Health

## **Goal 6: Improve health and care outcomes through the delivery of integrated and flexible service**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Commission services to deliver new integrated health and social care model for homeless.</b>	March 2017	Brighton & Hove CCG; BHCC Adult Services; BHCC Public Health	Joint procurement NHS E and CCG for specialist primary care and primary care plus services. Contract started February 2017 with new provider ARCH CIC. Regular mobilisation meetings being held. SCFT contract for specialist homeless services aligned. Increased GP sessions, and outreach sessions. New patient health checks, MDT meetings continuing. PPG established Workshop held in June 17 to agree next priorities and to develop Integrated Health and Care Steering Group work plan – mental health response identified as key priority.
<b>Review access and delivery to assessment (including Mental Capacity Act and Care Act) to ensure the needs of those who are sleeping rough, or at risk of rough sleeping, are identified.</b>	March 2017	BHCC Adult Services; CCG and NHS Trusts (BSUH, SPFT, SCFT); Other Services	Statutory duty is being fulfilled. A fortnightly multiagency meeting supports joint assessment and support planning and the development of joint plans and agreement on key working
<b>Ensure professionals and staff are trained and skilled to deliver the model of care, including joint assessment and care planning.</b>	June 2017	CCG and NHS Trusts; BHCC; Third Sector Providers	Wellbeing CQUIN (Commissioning for Quality and Innovation payments framework) – included mental health training provision for hostel staff. New ARCH primary care contract includes training role. Training delivered includes Whitehawk GP reception staff and ARCH has started to deliver training to other city practices.

<p><b>Align substance misuse services including co-location of workers, and joint assessments where possible.</b></p>	<p>June 2017</p>	<p>Pavilions and Public Health</p>	<p>Pavilions and supported housing hostels have been having 3 monthly reviews and care plan reviews between care coordinators and keyworkers. Fulfilling Lives led on this piece of work.</p> <p>Dual Diagnosis CPN funded through Homeless Grant located in Mental Health Homeless Team. Outreaching to RS with team. DD group within ARCH jointly run by Experts by Experience and CPN.</p>
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**Goal 7: Ensure those on the streets continue to have access to emergency shelter during extreme weather**

<p><b>Strategic Action</b></p>	<p><b>Target</b></p>	<p><b>Lead Partner</b></p>	<p><b>Progress to Date/Outcome Achieved</b></p>
<p><b>Review Severe Weather Emergency Provision protocols.</b></p>	<p>September 2016</p>	<p>BHCC Adult Services</p>	<p>Review complete. Service due for retender in 2018.</p>

# Priority 4: A Safe City

## **Goal 8: Focus on managing risks, preventing harm and promoting appropriate behaviour**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Work with partner agencies to ensure they are not inadvertently entrenching the street community.</b>	Number of agencies who have been briefed. In progress.	Adult Social Care; Council Housing; Communities Team; Third Sector	Funding from DCLG awarded for a charity project to The Passage. Staff in place and started work in June 2017 to work with the church, community and voluntary sector.
<b>Engage the street community to understand their impact on others.</b>	Reduced ASB reported perpetrated against, and by, street community people.	Sussex Police; BHCC Community Safety Team	Weekly action day with partner agencies, Close relationship with accommodation providers enabling support and intervention for residents. Daily sweeps by team signposting to relevant support. Operation street process for third party reporting system.
<b>Support people into appropriate treatment services where possible. Give advice on harm reduction including safe disposal of drug litter.</b>	Number of street community people accessing treatment. Reduction in drug litter in public places.	BHCC Public Health	Over the financial year 2016/2017, the Equinox outreach team have worked with 81 different clients who are rough sleeping or in hostels. Of these, 12 have been supported to enter structured treatment and 10 have been supported to enter rehab. The outreach team also supported clients already in treatment to attend appointments, and this represented 129 interventions. The community substance misuse service is working with community pharmacy providers of needle exchange to ensure that safe disposal of drug litter is promoted. Public health analysts are currently compiling data on drug litter in the City from various sources and this will be reported in the next Rough Sleeping Strategy Action Planner.
<b>Take action where necessary to</b>	Reduced ASB reported	Sussex Police;	High Impact case work forum monitors effect subjects

<b>reduce the risk and harm.</b>	perpetrated against, and by, street community people.	BHCC Community Safety Team	can have on both street community and wider population. Op Street third party reporting system allows monitoring of persistent offenders/victims. Immigration operations allow targeting of non UK nationals breaking treaty rights.
<b>Use tenant and resident support services where appropriate to manage behaviour on the street.</b>	Reduced ASB reported perpetrated against, and by, street community people.	BHCC Housing; BHCC Adult Services	Rough Sleeper outreach team liaise with resident groups affected by rough sleeping activity.

### **Goal 9: Promote alternatives to discourage street life and begging**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Promote alternatives to giving to beggars focussed on helping people move away from street life.</b>	Use communications to sustain and embed alternative giving in the public psyche.	BHCC Communications Team	Successful launch of Make Change Count July 2017, with 5 local charities benefitting

# Priority 5: Pathways to Independence

## **Goal 10: Have a flexible accommodation pathway that responds to changing needs**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Ensure emergency, temporary and supported accommodation is safe and a suitable quality.</b>	Regular monitoring and inspections of accommodation with action plans where necessary.	BHCC Housing Services; BHCC Adult Services	Commissioned supported accommodation is regularly monitored under the HASC contract monitoring framework which includes service user and stakeholder feedback. All services were contract monitored in 2016/17. Regular visits take in place.
<b>Ensure emergency, temporary and supported accommodation supports wellbeing.</b>	Introduction of Psychologically Informed Environments in all hostels by March 2017.	BHCC Housing Services; BHCC Adult Services	Supported accommodation tenders for all accommodation and support include PIEs, improving access to services and improving health and wellbeing. 'Just Life' is a charity commissioned by CCG and NHS England working the TB team providing life skills support for those in emergency and temporary accommodation.
<b>Review eviction protocols in emergency, temporary and supported accommodation.</b>	Eviction protocols reviewed by March 2017.	BHCC Housing Services; BHCC Adult Services	In supported accommodation services, there is a new unplanned moves policy in place launched Dec 2016 to minimise people returning to rough sleeping. This is being monitored through quarterly service contract monitoring of supported accommodation providers.
<b>Allow flexibility for those with complex needs when making nominations to supported accommodation.</b>	Incorporate into the Multi-Agency Protocol.	BHCC Adult Services	New multiple and complex needs accommodation service to be commissioned. Out to tender October 2017.
<b>Remodel and recommission supported accommodation within the integrated support pathway.</b>	Remodel and recommission 2016. Mobilise 2017.	BHCC Adult Services	Tranche 1 tender complete – high and medium supported accommodation to be mobilised by Sept 2017. Tranche 2 tender – low support and womens service

			awarded in July 2017. Tranche 3 tenders work and learning & peer support due for release Oct 2017.
<b>Implement findings of review Homeless Strategy Working Groups.</b>	Implemented by March 2017.	BHCC Adult Services; BHCC Housing	New meetings and priorities are being established. Proposals will be presented to the Rough Sleeping Board by the end of 2017 for sign off.
<b>Recommission Peer Support services.</b>	March 2017	BHCC Adult Services	Tender due for release October 2017.
<b>Commission Work and Learning services.</b>	June 2017	BHCC Adult Services	Tender due for release October 2017.
<b>Encourage social enterprise solutions between the Third Sector and business community that provide work and learning opportunities for service users.</b>	To be discussed as part of consultation.	BHCC Adult Services; Third Sector; Business Community	Encouraged and supported by Community and Voluntary Sector DCLG funded post.

## **Goal 11: Develop bespoke supported housing options where appropriate**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Deliver new supported scheme for older people with complex needs.</b>	Accommodation to be sourced and developed March 2017.	BHCC Housing	No accommodation found. HCA funding returned to the DCLG. New property identified and new HCA bid made by Housing.
<b>Commission Housing First accommodation with units for young people.</b>	Contract live January 2016.	BHCC Adult Services	Action Complete.
<b>Consult women and other groups about delivery of service which best meet their needs.</b>	Develop women only accommodation Provision.	BHCC Adult Services	Consultation completed. Women only service awarded for mobilisation late 2017. Annual consultation to be embedded with service users of supported accommodation, outreach and day centre service users
<b>Explore options to develop the most effective type of supported</b>	Ongoing review of local, national,	BHCC Adult Services; BHCC Housing;	To be developed at the Accommodation Board.

<b>housing or alternative solutions appropriate to clients' needs.</b>	government and International opportunities for good practice and funding.	BHCC Regeneration; BHCC International Team	The regeneration team continue to progress the New Homes for Neighbourhoods programme to build new council homes. As Part of this work the team is working with YMCA DownsLink Group to develop up to 21 Y:Cube homes for local, young, single people and received committee approval for this project in June 17.
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## **Goal 12: Ensure timely move on to independent accommodation**

<b>Strategic Action</b>	<b>Target</b>	<b>Lead Partner</b>	<b>Progress to Date/Outcome Achieved</b>
<b>Ensure all those on the pathway to independence have a move-on plan developed at an early stage.</b>	Incorporated as part of the new model tender March 2017.	BHCC Adult Services	Included in all tenders and services being mobilised. Move on Co-ordinator post being recruited to support hostels with complex cases. Ongoing intense monitoring of HASC Commissioning of Move on Plans of all service users. PRS access guidance being developed to support providers and service users.
<b>Work with third sector and landlords to source secure accommodation suitable for single people.</b>	Target to be developed in 2016.	BHCC Adult Services; BHCC Housing; Third Sector	Umbrella Group is working with the credit union to assist people to access PRS with the help of loans. PRS access service level agreement to be signed with Housing so that properties are procured for rough sleepers and single homeless people. To be piloted for 1 year.
<b>Ensure those ready for general needs accommodation are supported to manage their tenancy.</b>	Incorporate into the Multi-Agency Protocol.	BHCC Adult Services; Third Sector	Floating support service is in place to accept referrals. In addition supported accommodation providers are monitored on the sustainability of the people who move on from their services.
<b>Improve access to social housing where appropriate to meet needs of those ready.</b>	Allocations Policy Review in progress 2016/17.	BHCC Housing	EIA identified that the impact of the new Allocations Policy means that people in supported accommodation may find it harder to access to social housing than members of the general public. But this was not a significant impact and there are mitigations. Housing is developing additional accommodation on smaller sites and in conjunction with Hyde Housing as



			a Joint venture.
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<b>Subject:</b>	<b>1. Single Homeless &amp; Rough Sleeper Accommodation and Support Services</b>		
	<b>2. Young People's Housing Advice &amp; Supported Accommodation</b>		
<b>Date of Meeting:</b>	<b>20<sup>th</sup> September 2017</b>		
<b>Report of:</b>	<b>Rob Persey, Executive Director Health &amp; Adult Social Care</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Jenny Knight</b>	<b>Tel: 01273 293081</b>
	<b>Email:</b>	<b>Jenny.knight@brighton-hove.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

## FOR GENERAL RELEASE

### 1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 This report is being provided for information only.
- 1.2 The report is being provided to update Housing & New Homes Committee on the progress of two previous committee reports.
- Single Homeless & Rough Sleeper Accommodation & Support Remodelling & Tender Report presented on the 21<sup>st</sup> September 2016
  - Young People's Housing Advice and Supported Accommodation Report presented on the 16<sup>th</sup> November 2016.
- 1.3 Following consultation with stakeholders and service users new models of accommodation and support for single homeless adults and homeless young people were developed in 2015/16 to respond to increasing demand and the changing demographics of service users. Since the presentation of the remodelling proposals work has commenced to remodel and retender services. This report provides the first update on progress in this area.

### 2. RECOMMENDATIONS:

- 2.1 That this report is noted.

### 3. CONTEXT/ BACKGROUND INFORMATION

#### **Single Homeless Adults and Rough Sleepers**

- 3.1 On the 21<sup>st</sup> September 2016 a report was presented to Housing & New Homes Committee which provided an overview of the new model of accommodation and support for single homeless adults and rough sleepers. This report covered
- Commissioned accommodation and support services for homeless people and rough sleepers.
  - Hostel accommodation and support services directly provided by Brighton & Hove City Council.

- 3.2 The contracts for the majority of homeless and rough sleeper services came to an end on the 31st March 2017. Some services such as the Rough Sleeper Outreach Service, Housing First Service and the Floating Support Service for those in independent accommodation had already been re-procured prior to the report but others were included in the remodelling and tender plan. The retender process is to take place in three stages. See Appendix 1 for services to be tendered.
- 3.3 Services are being remodelled to improve outcomes for service users by creating psychologically informed environments which work with service users in a personalised way. The services will work within the recovery model supporting individuals to recover from homelessness, substance misuse and physical and mental ill health. They will also support service users to access meaningful occupation through community groups, leisure activities, peer support, employment and education.

### **Tender Stage 1: High Support Accommodation**

- 3.4 As part of the remodelled accommodation for homeless people and rough sleepers a competitive tender process has taken place for high support accommodation. High support accommodation is defined as a 24 hour supported accommodation service with individual key work support for at least 5 hours per week per service user. The procurement for high support accommodation included two tenders one for generic high support and one for a specialist high support service for people with multiple and complex needs.
- 3.5 The tender for high support accommodation has been awarded to:
- Brighton Housing Trust – 52 units of accommodation.
  - Brighton YMCA – 23 units of accommodation.

The evaluation panel for the tenders were extremely impressed by the quality of the tenders submitted. Both Brighton Housing Trust and Brighton YMCA currently provide supported accommodation services within the city, however the tenders offered a new model of support which included comprehensive day activities programmes, asset based work with service users and psychologically informed environments based on national good practice<sup>1</sup>.

- 3.6 Brighton Housing Trust and Brighton YMCA high support accommodation have been mobilised and the services commenced on the 1<sup>st</sup> September 2017.

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<sup>1</sup> Psychologically Informed Environments are a way of working with individuals who have suffered trauma to support them out of homelessness.

<http://www.homeless.org.uk/sites/default/files/site-attachments/Creating a Psychologically Informed Environment - 2015.pdf>

Asset or Strength Based working is a way of helping people by looking at what they have, rather than what they lack. This approach helps people make use of their existing skills, knowledge and relationships. It is also called a 'Strength-based approach', and can be used as a way of improving local areas, by promoting what is good about an area rather than focusing on problems

<http://homelesshub.ca/toolkit/subchapter/strength-based-approach>

- 3.7 The tender for the multiple and complex needs high support service was not awarded following the procurement process. A review has taken place and the decision has been taken to re-tender the multiple and complex needs service using the council provided New Steine Mews service. The financial envelope for the tender has been increased due to feedback from the previous unsuccessful tender of New Steine Mews. Following consultation with staff and unions this service will go out to tender in October 2017.
- 3.8 As part of the September 2016 report H&ASC Commissioning had estimated that the tender for high support would generate 80 units of accommodation however we are on target to exceed this with 75 units of our proposed 80 units of high support accommodation already commissioned. The high support multiple and complex needs service of 24 units of accommodation is still to be commissioned.

### **Tender Stage 1 – Medium Supported Accommodation**

- 3.9 The council has been through a competitive tender process for the provision of medium support accommodation within the city. This is defined as a support service providing around 4 hours individual support per person per week. Medium support accommodation was not something that had previously existed within the city in the former Integrated Support Pathway. A needs analysis and stakeholder feedback identified the need for a service of this type.
- 3.10 The tender for medium support accommodation has been awarded to Brighton YMCA who are providing 95 units of accommodation across two sites. The service offers 24 hour supported accommodation with specialist support staff, counselling services and the delivery of skills and work and learning training on site. The service also provides an asset based, psychologically informed service model.
- 3.11 As part of our September 2016 report we anticipated that we would receive 80-100 units of medium support accommodation for our budget. The 95 units of medium support accommodation that have been procured are at the top end of our expected number and represent good value for money for BHCC.
- 3.12 The medium support accommodation service for single homeless adults commenced on the 1<sup>st</sup> September 2017.

### **Tender Stage 1 – Assessment Service**

- 3.13 New Steine Mews Hostel which is currently managed by Brighton & Hove City Council was part of a competitive tender process to develop a new assessment service. This tender attracted limited interest and having evaluated the quality of the bids the evaluating panel was unable to recommend the award of the contract. The service requirement has therefore been reviewed and a revised specification developed for an assessment service. The intention is to issue a tender towards the end of 2017/18 for this service. Following a review of the best use for building it has been decided to tender New Steine Mews as the multiple and complex needs service in 3.7.

## **Tender Stage 2 – Low Support Accommodation & Women Only Accommodation**

- 3.14 Stage 2 of the single homeless and rough sleeper procurement process has commenced with tenders evaluated in July 2017.
- 3.15 The first tender was for Low Support Accommodation which is defined as an accommodation based service which offers 1-2 hours of support per week to individuals who have a low need for Housing Related Support. These individuals may come through high and medium support accommodation or they may come straight from emergency placement accommodation, rough sleeping, hospital or prison.
- 3.16 The main aim of a low support service is to support people to move towards independent accommodation this is done by providing support to
- Develop resilience.
  - Access training and employment
  - Develop networks and support within the local community
  - Prepare individuals for managing and maintaining a successful tenancy.
- 3.17 We sought a minimum of 80 units of accommodation through the tender process. This will add to the 53 units of low support accommodation provided by Southdown which was procured in July 2016.
- 3.18 The second tender is for a woman only high and medium supported accommodation service. This service will offer a minimum of 20 units of high support and medium supported accommodation.
- 3.19 The service will offer a specialist service for homeless women many of whom have suffered significant trauma and have complex support needs.
- 3.20 All tenders are evaluated by a panel of experienced individuals from relevant departments. The membership of the panel varies with the service being tendered but recent tenders have included representatives from Housing, Public Health, Children's Services, Community Safety and the CCG.
- 3.21 The Low Support Service has been awarded to Brighton YMCA who are providing 107 units of supported accommodation.
- 3.22 The women only high and medium support service has been awarded to Equinox.
- 3.23 Both services are currently in the early stages of mobilisation.

## **Tender Stage 3 – Peer Support, Education & Access to Employment**

- 3.24 The review and consultation process clearly indicated a need for peer support services and additional services which support individuals with core skills and access to skills, education and employment.
- 3.25 Service user feedback has been clear on the benefits of receiving support from those with lived experience of homelessness and rough sleeping both for the

recipient of the support and for the peer mentor. Tender documents for this service have been finalised and will be issued in September 2017.

- 3.26 A tender specification has been developed for a coaching based service to support individuals to access work, learning and volunteering opportunities and this is also due to be issued to providers in September 2017.
- 3.27 The Core Skills service commissioned through The Friends Centre will continue to provide core skills teaching in the areas of literacy, numeracy, IT and ESOL.
- 3.28 Finally work is being undertaken jointly with the CCG to increase the support provided by Occupational Therapists who have proved an invaluable resource in enabling people in high support accommodation to progress with their recovery through one to one and group work.

### **Tender Stage 3 – Substance Misuse & Physical Health Accommodation Service**

- 3.29 This service was the result of a successful joint bid with Housing to the HCA for capital funding for a new service. Accommodation for this service has been identified through Housing and are continuing to work together to bring this project to fruition. A paper will be brought to a future Housing & New Homes Committee.

### **Young People’s Accommodation & Support Services**

- 4. In November 2016 Housing & New Homes Committee approved a proposal by the Executive Directors of Health & Adult Social Care, Neighbourhoods, Communities & Housing and Families, Children & Learning to remodel and retender accommodation and support services for homeless young people.

4.1 That report noted that:

- Families, Children & Learning and Health & Adult Social Care jointly commission services for the prevention of homelessness of vulnerable young people between the ages of 16 and 25 to enable them to live safely and independently,
- These services together form the “Young People’s Accommodation and Support Pathway” and include:
  - A drop-in housing advice service, which also acts as the gateway to other services in the Pathway (the ‘Housing Advice Service’)
  - Family support and mediation
  - Nightstop (short stays with volunteer hosts)
  - Mixed model of supported accommodation for young people aged 16-25
  - Tenancy support service for 18-25 year olds living independently
  - Two Housing First units
  - Supported lodgings service
  - Spot-purchased accommodation for Unaccompanied Asylum Seeking Children and 16-17 year olds with high support needs

- Of the services listed above the housing advice, family mediation and supported accommodation services were due for retendering.

- 4.2 Tenders for young people's services are being launched in two phases:
- the combined Housing Advice and Family Mediation Service, followed by
  - the accommodation based services.

### **Tender Stage 1 – Housing Advice & Family Mediation Service**

- 4.3 The tender for the Housing Advice and Family Mediation Service was launched in January 2017 and evaluated in March 2017 by a panel of representatives from Children's Services, Housing, Public Health and Health & Adult Social Care, all with close strategic and operational working relationships with services for young people.
- 4.4 The tender for Housing Advice and Family Mediation Service was awarded to YMCA Downslink Group in April 2017. In the judgment of the tender panel, the winning tenderer put in an excellent bid, leaving B&HCC with confidence for the future effectiveness of this vital service.
- 4.5 YMCA Downslink Group are the current provider of the service and the organisation has undertaken a fundamental review of the service in response to the specification issued by Health & Adult Social Care. The new service includes
- Assertive outreach, with ideas for identifying young people who may be at risk
  - A new focus on strengthening family relationships
  - Psychologically informed practice
  - Social Value through a diverse high-street and community approach
  - Interventions to support young people into education and employment, including a volunteer training scheme
- 4.6 The mobilisation of the Housing Advice and Family Mediation Service is complete and the service commenced on the 1<sup>st</sup> August 2017. The tender of the service has enabled the successful provision of a refocussed service offering better value for money for BHCC.

### **Tender Stage 2 - Supported Accommodation for Young People**

- 4.7 The specification for joint commission of supported accommodation services has been completed, in discussion between Health & Adult Social Care and Children's Services is now with internal stakeholders for comment.
- 4.8 The accommodation based services will be procured through a Dynamic Purchasing System which is a framework for establishing an approved provider list with the ability to tender for accommodation based support services in response to service user need. A DPS has aspects that are similar to an electronic framework agreement, except that during its lifespan new providers can apply to join the DPS.
- 4.9 The tender process for accommodation based services is expected to commence in Autumn 2017. (see Appendix 2 – Accommodation procurement)



## **Other Developments:**

### **5. BThink IT System**

As reported in the September 2016 report a bespoke IT system is being developed to support referrals and collect client data. This system is similar to the CHAIN database operating in London, which is considered to be invaluable by services and Commissioners using it and is recommended as best practice by the Department of Communities and Local Government.

The system will enable Commissioners to closely monitor services, trends, client journeys and identify gaps and facilitate closer joint working between services.

The rough sleeping element of the system has been designed and the first tranche of staff training has taken place. The service went live in July 2017.

The part of the system which will manage referrals into support accommodation is currently being designed and will move into the consultation phase with partners shortly.

### **5.1 DCLG Rough Sleeper Grant**

Health & Adult Social Care was successfully awarded funding by the Department of Communities and Local Government in February 2017 to support work with those new to rough sleeping. The funding of £352,344.50 is for just over two years and is funding the following work within the city

- Additional capacity in the Street Outreach Service to work with those new to rough sleeping and to fund short term accommodation options and private rented sector accommodation deposits and associated costs.
- A dual diagnosis nurse working with those on the streets with substance misuse and mental health needs. Providing support to both service users and workers within commissioned and non - commissioned rough sleeper support services.
- A Charity Link worker supporting voluntary organisations, groups and volunteers across the city working with rough sleepers. The aim of which is to bring the groups together and assist them to provide support which helps rough sleepers to get quickly away from the streets and into accommodation.

### **5.2 Housing**

Housing's duties to single homeless people sit within the current statutory framework. In the last financial year Housing assessed 878 homeless applications from single people, over the same period they prevented 399 single people from becoming homeless. Out of these, 219 went into the supported accommodation services commissioned through Health & Adult Social Care and 180 were helped to sustain or move to general needs housing. To date there are 478 single homeless people in temporary accommodation.

- 5.3 In preparation for the implementation of the Homeless Reduction Act in April 2018, Housing are trialling new ways of working, with a focus on very early intervention to prevent homelessness, including rough sleeping. This work has a focus on collaboration, resilience building in at risk of homeless households, and also frontline Housing Teams. The team trialling early intervention are working with a wider group of people, not just those who are owed the main housing duty.

## 6. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

This report is for information only earlier reports considered alternative options

## 7. COMMUNITY ENGAGEMENT & CONSULTATION

- 7.1 Full consultation was undertaken as part of the development of the Housing, Homelessness and Rough Sleeper Strategies which included service users and stakeholders.
- 7.2 Consultation and engagement are part of an ongoing process and continue after the tender process is complete. Service users are consulted on an ongoing process as part of the contract monitoring of the commissioned services and stakeholders and service providers are part of ongoing discussions about service delivery.
- 7.3 We utilised CGL (Change, Grow, Live) Peer mentors to undertake a service user consultation in 2016/17 and worked closely with the Fulfilling Lives group to develop our referral and assessment forms. We will continue to utilise independent groups to evaluate our services and gather valuable feedback from the users of our services.

## 6. CONCLUSION

- 6.1 This report provides an update on the current position with retendering services for homeless people and is for information only.

## 7. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

- 7.1 There are no direct financial implications as a result of this report and it is anticipated that the new tenders proposed will be delivered within the overall budget resources available.

### **Current Health & Adult Social Care Budget for Accommodation & Support for Rough Sleeping & Homeless Support Services.**

Name	Services Provided	17/18 Budget	Net
Glenwood Lodge	24 hour supported accommodation	£365,740	
Lifeskills	Support to develop the skills for independent living.	£71,950	
Behaviour Support Service	Psychological support and training to frontline staff an one to one support to clients with complex needs.	£64,780	
Seacrest	Low support accommodation service	£56,440	
West Pier Hotel Hostel	24 hour supported accommodation service for individuals with mental health & substance misuse needs.	£487,750	
New Steine Mews Hostel	24 hour supported accommodation	£274,680	

Rough Sleeping & Homeless Support (previously Supporting People) & Homeless Prevention Grant (HPG)	<ul style="list-style-type: none"> <li>• High (24hr), medium &amp; low supported accommodation for adults</li> <li>• Medium supported accommodation for those with mental health needs</li> <li>• High risk offenders accommodation</li> <li>• Supported accommodation for young people.</li> <li>• Youth advice service, family mediation</li> <li>• Floating support for adults and young people.</li> <li>• Floating support for those with mental health needs</li> <li>• Nightstop for young people</li> <li>• Literacy &amp; Numeracy Support</li> <li>• Rough sleeper outreach service &amp; day centre</li> <li>• Severe Weather Provision for rough sleepers</li> <li>• Money Advice</li> </ul>	£5,168,770 (inc HPG £163,000)
<b>Total</b>		<b>6,490,110</b>

There is a separate budget of £2.6 million for Temporary Accommodation within the Neighbourhoods, Communities and Housing directorate.

*Finance Officer Consulted: Sophie Warburton & Jessica Laing Date: 08/08/2017*

## 7.2 Legal Implications:

This report is for information only therefore the legal implications are limited to confirming that the tender processes referred to in the body of the report must comply with the Public Procurement Regulations 2015 and with the Council's Contract Standing Orders.

*Lawyer Consulted: Judith Fisher Date: 7.8.2017*

## Equalities Implications:

7.3 An Equalities Impact Assessment has been completed and is under regular review.

7.4 The tender and remodelling of services aims to tackle equalities issues which were identified as part of needs analysis and consultation, this includes a lack of specialist women only provision and services for those with multiple and complex needs.

7.5 Homeless people are some of the most marginalised and excluded within our city and the aim of the new service models is to improve services for these people

and enable them to achieve their aspirations and play an active part in their community.

Sustainability Implications:

7.6 Procurement processes are taking into account the sustainability of housing stock and the principles of social value in order to achieve best value for money and sustainability of services.

Any Other Significant Implications:

7.7 The remodelling of accommodation and support has significant implications which were highlighted in the previous report and include the loss of accommodation, the risk of moving service users between services, the loss of bed spaces and issues of continued employment and TUPE for staff members.

7.8 The risks highlighted above still exist for the ongoing tenders however the tenders that have taken place so far have not resulted in the large scale moving of service users or the loss of staff within those services.

7.9 As highlighted in the previous report the loss of units of accommodation is a reality of the remodelling and this poses a risk in moving clients out of services which are closing. To mitigate this we are working closely with the Allocations Team and service providers to support service users to move to appropriate accommodation. The loss of accommodation between 2014/15 and 2016/17 is highlighted in the table below.

**Number of Units of Accommodation 2014/15 & 2016/17**

<b>Type of Accommodation:</b>	<b>Number of Units 2014/15 (Budget £6.1m)</b>	<b>Number of Units 2016/17 (Budget £5.1m)</b>	<b>Overall Change + / -</b>
Adults High Support	288	272	-16
Adults Low Support	215	162	-53
Young Peoples Supported Accommodation	173	160	-13
Mental Health Supported Accommodation	123	110	-13
High Risk Offenders	5	5	0
Housing First	0	10	+10
<b>Total:</b>	<b>804</b>	<b>719</b>	<b>85</b>

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Services to be procured – Adults
2. Services to be procured – Young people

### **Documents in Members' Rooms**

1. None

### **Background Documents**

1. Housing & New Homes Committee Report - Single Homeless & Rough Sleeper Accommodation & Support Remodelling & Tender Report , 21<sup>st</sup> September 2016
2. Housing & New Homes Committee Report - Young People's Housing Advice and Supported Accommodation Report, 16<sup>th</sup> November 2016.



<b>Subject:</b>	<b>Siblings W and X Serious Case Review – Published 27 July 2017</b>		
<b>Date of Meeting:</b>	<b>Monday the 9 October 2017</b>		
<b>Report of:</b>	<b>Executive Director, Neighbourhoods, Communities and Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>MiaBrown/PeterCastleton</b>	<b>Tel: 01273 290728</b>
	<b>Email:</b>	<b>mia.brown@brighton-hove.gcsx.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

## **FOR GENERAL RELEASE**

### **1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of this report is to enable the committee to have an overview of the circumstances of the death of W and X and the subsequent Serious Case Review (SCR) and its recommendations.
- 1.2 The report also outlines learning and practice changes arising out of the SCR.

### **2. RECOMMENDATIONS:**

- 2.1 The committee is asked to note and consider the findings and recommendations from the Serious Case Review relating to W and X to ensure learning from the review is put into practice.
- 2.2 That the committee approves of the changes in practices that have taken place since the findings were published on 27 July 2017.

### **3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 Chapter 4 of Working Together to Safeguard Children (DE, 2010,13 & 15) sets out the criteria for a Serious Case Review. A Serious Case Review should be carried out for every case where abuse or neglect is known or suspected and either a child dies; or a child is seriously harmed and there are concerns about how organisations or professionals worked together to safeguard the child.
- 3.2 This Serious Case Review concerned two siblings, W and X, who originated from a country in North Africa / Middle East and received services from local agencies. Both siblings travelled to Syria aged under eighteen years old and both are reported to have died in 2014, the elder soon after his eighteenth birthday and the younger at age seventeen. It was understood that the boys were with the Al-Nusra Front, which in 2013 pledged allegiance to Al Qaeda.

- 3.3 The review was commissioned to support the identification of the strengths and gaps in multi-agency responses, in the city of Brighton & Hove, to vulnerable adolescents at risk of exploitation through radicalisation.
- 3.4 The review covered the period of January 2012 – October 2014. Practitioners, senior managers, community members, Imams and the boys' mother contributed to the review.
- 3.5 The review examined the siblings and their family's experiences. This included their experience of being subjected to racist and religiously motivated abuse and attacks, domestic abuse and physical abuse. The review also considered the youngest four siblings' involvement in anti-social and criminal activities.
- 3.6 The review found that prior to the siblings travelling, the national intelligence and threat assessment did not suggest that young people were travelling abroad to fight, nor did local professionals identify that the siblings were at risk of being vulnerable to radicalisation or at risk of travelling to join fighting abroad.
- 3.7 The review identified 13 findings. These findings have been grouped into the following priority areas:
- Priority Area 1: Working with trauma (Finding 1)
  - Priority Area 2: Working with high risk adolescents (Findings 2,3,4,5)
  - Priority Area 3: Working with children vulnerable to radicalisation (Findings 6,7,8, 9,10)
  - Priority Area 4: Working with minority ethnic groups (Findings 11,12,13)
- 3.8 We have not replicated the full report and action plan here as they are already in the public domain. The report and safeguarding board response are here: - <http://www.brightonandhovelscb.org.uk/sibling-wx-serious-case-review/>
- 3.9 An action plan has been developed and actions against the 13 findings are being monitored by the Local Safeguarding Children's Board (LSCB) Serious Case Review Subcommittee, with progress reported to the LSCB.
- 3.10 The LSCB have accepted the findings from this review and there is a real appetite amongst partners to address the issues identified. Media coverage of the review was largely positive.

Media coverage included:

- National newspapers: (Guardian, Times, Telegraph, Daily Mail, Mirror, Independent).
- Regional/local newspapers: (Argus x4, Brighton & Hove News x2, Chichester Observer)
- National TV: (Sky, BBC and ITV)
- International TV: (Russia Today)
- National Radio: (Various news bulletin coverage across national commercial and BBC radio, including BBC Radio 2)



- Regional/local TV: (ITV Meridian, BBC South East Today)
- Regional/local Radio: (BBC Sussex: Various news bulletin coverage; extensive breakfast show coverage, Juice Brighton, Heart Sussex)
- Other online coverage: (Breitbart News, Yahoo News)

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 The SCR draws a set of key recommendations from the review that will be monitored and progressed against a multi-agency action plan that was developed following the review.
- 4.2 Those recommendations are attached to this report as an appendix.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 The parents and the surviving siblings were all invited to contribute to the serious case review. The mother did meet with the lead reviewers and her perspective is explained throughout the report.
- 5.2 Information from the community was provided in four meetings with the lead reviewers and other member/s of the review team:
- One meeting with the mother of another young person (over the age of 18 when he travelled) who was killed fighting in Syria, and had travelled with W and X
  - Two meetings with individual members of community groups
  - A meeting with representatives from local Mosques, including two Imams
- 5.3 Representatives of community organisations were invited to meet with the authors, managers from community safety and the LSCB business manager to hear about the serious case review and to provide their perceptions on how children can be better protected from exploitation into radicalisation. This was a helpful meeting, attended by four people, but should be put into context as the beginning of such dialogue that will need to continue after this serious case review.
- 5.4 A further meeting was offered and attended by one person
- 5.5 A third meeting between the lead reviewers and eight Mosque representatives considered the findings of the serious case review and obtained valuable input to further develop these.
- 5.6 The perspectives provided in these three meetings are referenced in the findings.
- 5.7 The SCR has been published and is easily accessible through the Safeguarding Children Board website. There has been community engagement and consultation in relation to this case.

## 6. CONCLUSION

- 6.1 The review has found that prior to the siblings travelling, local and national intelligence and the then current threat assessment did not suggest that young people were travelling abroad to fight, nor did local professionals identify that the siblings were at risk of being vulnerable to radicalisation or at risk of travelling to join fighting abroad.
- 6.2 Many findings relate to the challenges for professionals to provide effective help and support to children who have suffered trauma in their early childhood. Such trauma can provide the context for children becoming vulnerable to exploitation as well as becoming involved in various risk taking and anti-social behaviour.
- 6.3 The core of this review examines the siblings and their family's experiences. This includes their experience of being subjected to racist and religiously motivated abuse and attacks, domestic abuse and physical abuse.

## 7. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

The LSCB and safeguarding reviews have an agreed budget. An annual report is provided to the HWB outline budget intentions and past spend.

David Ellis, Accountant, Business Engagement – Children's Finance

Date: August 2017

### Legal Implications:

It is a statutory requirement that safeguarding reviews are commissioned and published.

Sandra O'Brien Senior Lawyer - Social & Education Services

Date: August 2017

### Equalities Implications:

The LSCB through the City Council and other partner agencies will continue to work to ensure all children and families have access to safeguarding services – particularly those who are less able to communicate due to age, disability, language or for other reasons. One of the key objectives of the LSCB is to improve outcomes for children and young people from diverse communities and groups, and for those who live in deprived geographical communities.

### Sustainability Implications:

This report affects the One Planet principle: Health & Happiness. There are actions in place to encourage active, sociable, meaningful lives to promote good health and well being.

### Any Other Significant Implications:

The report details health, social care and public health implications.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Full Report
2. LSCB Learning & Improvement Report





# **BRIGHTON & HOVE LOCAL SAFEGUARDING CHILDREN BOARD**

## **SERIOUS CASE REVIEW: SIBLINGS W and X**

**Identifying the strengths and gaps in multi-agency responses to  
vulnerable adolescents at risk of exploitation through  
radicalisation**

**EDI CARMİ & ANNA GIANFRANCESCO**

**27 JULY 2017**

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# 1 INTRODUCTION

## 1.1 WHY THIS SERIOUS CASE REVIEW WAS UNDERTAKEN

- 1.1.1 In May 2014 the LSCB agreed a Learning Review following the reported death of an eighteen year old British citizen in Syria, called sibling W in this report. He had gone to Syria with a sibling (sibling X) and a friend to join his elder brother, sibling P. It was understood that the boys were with the Al-Nusra Front, which in 2013 pledged allegiance to Al Qaeda. Whilst it was decided that the case did not meet the threshold criteria for a serious case review, a Learning Review was commissioned, in light of the fact that W was a child when he travelled to Syria and also because the risks to young people of radicalisation had become a concern in Brighton & Hove.
- 1.1.2 Following the reported death of seventeen year old X in Syria in October 2014, the earlier review was halted whilst decisions were made about the type of review to be undertaken given that X was a child when he died. There was awareness that the criteria for a serious case review were not fully met, but the LSCB decided to maximise learning by carrying out a full serious case review, with the involvement of an independent lead reviewer to work with the internal reviewers.

## 1.2 SUMMARY OF CASE

- 1.2.1 The review covers a period of nearly three years from January 2012 until the reported death of the seventeen year old sibling (child X) in 2014. The subjects of the review are siblings W and X who died in Syria. They are part of a larger sibling group, of which the five youngest, received services from local agencies. For the purposes of this report they are referred to as siblings P, Q, W, X and Y.
- 1.2.2 During the first two years of the period under review, many practitioners and services (see 2.3) were involved due to the involvement in anti-social and criminal activities of the youngest four siblings (Q, W, X and Y). There were also varying levels of concerns relating to the low level of school attendance of these four youngest children. Despite the significant resources provided, or offered, to the family, the four youngest siblings educational attendance deteriorated over time and their criminal activities continued.
- 1.2.3 In early 2014 it was discovered that three siblings were not in the UK and after a period of uncertainty over their whereabouts, the police learnt they had travelled to Turkey and were suspected of being in Syria. Before this, none of the professionals involved with the family considered that any of the siblings were at risk of being exploited by radicalisation, or at risk of travelling to Syria to join the fighting. A few months earlier some professionals understood that sibling P (already an adult) had travelled to Turkey to assist in the delivery of aid. Around that time there was a referral to the Channel panel for sibling X, where there was no evidence identified of him being at risk of being drawn into terror related activities.
- 1.2.4 During 2014 the focus of intervention changed following the discovery that three of the siblings had gone to Syria. At that point multi-agency involvement addressed the risks to the remaining siblings of radicalisation and in particular the possibility of them travelling. Also at that stage, agencies became aware of potential risks to other young people in Brighton & Hove, particularly in the siblings peer group.



- 1.2.5 Prior to this point, professionals had not identified that the children in this family were at risk of radicalisation, nor at risk of travel to join any wars abroad. As a consequence, the findings of this review relate mainly to the challenges for professionals in being able to provide effective help and support to children who have suffered trauma in their early childhood. This trauma provides the context for children becoming vulnerable to exploitation as well as to becoming involved in various risk taking anti-social behaviour. The impact of the adolescent search for identity for some can mean that vulnerability to exploitation through radicalisation is a particular risk.

## **1.3 STRUCTURE OF REPORT**

- 1.3.1 The remainder of the report is structured as follows:
- Section 2 provides a brief explanation of the review approach and the learning aims of the serious case review
  - Section 3 describes the global and national context in relation to radicalisation and the recent emergence of young people wishing to go to Syria
  - Section 4 explains the historical context of professional intervention with the family prior to the review period
  - Section 5 gives an overview appraisal of professional practice at the time (January 2012 - October 2014), summarising what happened and why
  - Section 6 presents the detailed series of 13 findings along with accompanying considerations for the LSCB
  - Section 7 provides the conclusions of the review
  - The appendix provides information on the review team who worked together with the lead reviewers in this serious case review
  - The glossary of acronyms and terms used in the report are provided at the end of the report

## 2 SCOPE OF THE REVIEW

### 2.1 METHODOLOGY

- 2.1.1 The review uses the SCIE (Social Care Institute for Excellence) Learning Together<sup>1</sup> methodology; this is a systems approach which seeks to understand professional practice in context, and involves both the practitioners and the family in the provision of information about professional practice and in the development of the findings.

### 2.2 REVIEW SCOPE

- 2.2.1 Integral to this methodology is the focus on recent practice in order to facilitate learning that is relevant to current professional practice, as opposed to historic practice. The review examined in detail the period between 1 Jan 2012 – 31 Oct 2014, looking at multi-agency decision-making, assessments and interventions.
- 2.2.2 The historical context was also considered because it was identified by both practitioners and managers as being critical to subsequent events.

### 2.3 SERVICES INVOLVED

- 2.3.1 The services involved with the family during the period under review and who were involved in this serious case review are:
- Brighton Housing Trust
  - Business Crime Reduction Partnership
  - Children's Social Work
  - Community Safety
  - Education providers for all the children: schools, colleges, PRU and additional pastoral support services
  - Family Intervention Project (now Integrated Team for Families) providing a consistent worker for three years, until the end of 2013
  - Local Domestic Abuse charity
  - Temporary Housing
  - National Probation Service
  - Community Rehabilitation Company
  - Police
  - Youth Offending Service
- 2.3.2 In addition there were other services involved with the family prior to the review period, in particular youth services and services offered but not taken up by the family, namely an Arabic parenting support programme (in Brighton & Hove) and an Arabic domestic abuse service in London.

## **2.4 RESEARCH QUESTIONS**

2.4.1 Integral to the SCIE Learning Together methodology used for this SCR is the formulation of 'research questions' to provide a framework for investigation and analysis. These questions are agreed at the outset and identify which aspects of multi-agency safeguarding work it is hoped to learn more about. The review team (see appendix 1 for explanation) identified the following four questions:

- How effective are current policies and procedures across local and national agencies within Brighton & Hove in identifying children and young people at risk of radicalisation<sup>2</sup>? [a) do they enable understanding of any safeguarding implications and b) do they provide a framework to identify, assess, manage and review any safeguarding risk?
- What can we learn about the links between radicalisation, familial and personal experiences and vulnerabilities that would help increase awareness of the issue and support staff and managers to recognise and respond to risk?
- How confident are we that agencies and staff are able to understand the issues around radicalisation, have the tools, skills and knowledge to address it as well as having the confidence to engage in conversations with young people and their families about their culture, attitudes and beliefs?
- What further support and resilience-building could the community as a whole provide to support children and young people at risk of radicalisation?

### **REVIEW TEAM**

2.4.2 This methodology uses the term 'review team' to denote the senior managers who work with the lead reviewers in the collection of data, analysis, feedback on report drafts and agreeing the report. Most of the review team participated in meetings and conversations with individual practitioners. See appendix 1 for details of the review team.

### **LEAD REVIEWERS & INDEPENDENCE**

2.4.3 The size and complexity of the report was recognised from the outset and hence involved three lead reviewers, one of whom was independent, as well as an independent consultant to advise the review team of cultural issues and help facilitate community and family involvement.

2.4.4 The independent lead reviewer is Edi Carmi, an accredited SCIE reviewer. She was part of SCIE and NSPCC's Learning into Practice Project [LiPP], which developed Quality Markers<sup>3</sup> for serious case reviews, using this review as part of that research. She was involved in all aspects of the serious case review, from data collection, leading on analysis and one of the two authors of the report.

2.4.5 Anna Gianfrancesco, Head of Service (Adolescents), Brighton & Hove Children's Services was involved in all aspects of the review, from data collection, leading on analysis and is the second author of the report.

2.4.6 Jeremy Prior, Detective Inspector, Sussex Police, an accredited SCIE reviewer, was involved in data collection and analysis, as well as providing feedback and agreeing drafts of the report.

2.4.7 Fiyaz Mughal, OBE, the Founder and Director of Faith Matters, provided a second independent lead role to the review as a cultural advisor. He participated as part of the review team in the data collection stages of the review as well as providing feedback and agreeing the report. Additionally he advised at all stages on cultural matters, contacted family members and the Mosques initially, provided information and drafted part of section 3.

## **PRACTITIONER INVOLVEMENT**

2.4.8 Thirty-eight practitioners (both current and ex-members of staff), who had involvement with family members (known in this methodology as the case group), were involved in various ways in the review:

- Thirty Individual conversations with a lead reviewer and a member of the review team
- Seven group conversations: with staff from schools, Youth Offending Service and with South East Counter Terrorism Unit (SECTU)
- One telephone conversation with an ex manager in the Youth Offending Service
- Three case group meetings during the review to contribute to the accuracy of the data collected, the analysis and emerging findings and for feedback on the final draft report
- Meeting with two senior managers (Counter Terrorism and Director of Children's Services) to provide information of the strategic responses to this case

2.4.9 The large number of practitioners in the case group is a reflection of the size of the family and the type of services provided, which involved different staff involved with different family members, with some practitioners only involved for a short period of time.

## **FAMILY INVOLVEMENT**

2.4.10 The parents and the surviving siblings were all invited to contribute to the serious case review.

2.4.11 The mother did meet with the lead reviewers and her perspective is explained throughout the report. She is severely affected by the loss of her two sons, and the wish for the safe return of her third son. She spoke of her devotion and love for all her children, wanting the best for them and trying to help and support them. She explained that the family had experienced difficulties in adjusting to the dramatic change in their lives brought about by political events in their country of origin and then to the very different nature of their lives in the UK. Previously they were part of an educated high status section of society, in contrast to life in Brighton where they were subject to racism and hostility from some individuals. When her children began to get into trouble with police in the UK, she was unable to share this with her own family in her family of origin, as this was not acceptable behaviour in the family.

2.4.12 The mother described how, although this disruption had an impact on their educational achievements, her sons were caring boys and wanting to help others. The mother articulated that her religion is vital to her and provides her with emotional support.

2.4.13 The mother explained that she had no prior knowledge of W and X's plan to go to Syria, and had understood her son P was involved in delivering humanitarian aid in the area. At that point in time the possibility of her sons being involved in any fighting was inconceivable to her.

## **COMMUNITY INVOLVEMENT**

2.4.14 Information from the community was provided in 4 meetings with the lead reviewer/s and other member/s of the review team:

- One meeting with the mother of another young person (over the age of 18 when he travelled) who was killed fighting in Syria, and had travelled with W and X
- Two meetings with individual members of community groups
- A meeting with representatives from local Mosques, including two Imams

2.4.15 The mother of the other young person contributed her perspective on the background experiences which can make young people more susceptible to being exploited into extremist ideology. This was in line with the findings of this review and is referenced in several findings.

2.4.16 Representatives of community organisations were invited to meet with the authors, managers from community safety and the LSCB business manager to hear about the serious case review and to provide their perceptions on how children can be better protected from exploitation into radicalisation.

2.4.17 This was a helpful meeting, attended by four people, but should be put into context as the beginning of such dialogue that will need to continue after this serious case review.

2.4.18 A further meeting was offered and attended by one person. Whilst only providing the thoughts and reflections of one individual, the conversation provided thought provoking challenges about how best to engage with the Muslim communities in Brighton & Hove so as to better support young people.

2.4.19 A third meeting between the lead reviewers and eight Mosque representatives discussed the findings of the serious case review and obtained valuable input to further develop these.

2.4.20 The perspectives provided in these three meetings are referenced in the findings, especially in findings 12 and 13. The learning from the meetings was around the need to construct a more effective working partnership with the community in consideration of the best ways to support young people at risk of exploitation into radicalisation.

## **LIMITATIONS TO THE REVIEW**

2.4.21 Following confidentiality breaches around information that was being provided to the review, restrictions were put in place, impacting on the ability of the lead reviewers sharing draft reports electronically with members of the review team. This led to a much slower and extended process for obtaining comment and feedback via face-to-face meetings.

2.4.22 Whilst several ex- staff did return to contribute to the review, it was not possible to contact a few individuals. This has meant that it has not been possible to fully understand what happened on a few occasions; this is explained where relevant in the report.

2.4.23 Only the mother contributed to this review process. The father has declined efforts to include him in the review process and the surviving siblings did not respond to written invitations to do so.

## **3 GLOBAL , NATIONAL AND LOCAL CONTEXT**

### **3.1 INTRODUCTION**

- 3.1.1 This serious case review was initiated as a result of the reported deaths of two young people in Syria, both of whom travelled there when they were aged under eighteen years old. Both died in 2014, the elder soon after his eighteenth birthday and the younger at age seventeen.
- 3.1.2 These deaths have highlighted safeguarding risks for children and young adults in the UK, who may be vulnerable to 'radicalisation'. This vulnerability may be linked to individual histories and circumstances (see sections 4 and 5), but is also associated with global events.
- 3.1.3 This chapter of the report explains the global, national and local backdrop for the children in the family at the centre of the serious case review. The independent cultural consultant for this serious case review has provided some of the content for 3.2 Global context. Brighton & Hove Community Safety has provided a report to the serious case review about the experience of the family as victims of racism: the information on racism in this chapter comes from this report.

### **3.2 GLOBAL CONTEXT**

#### **MIDDLE EAST AND NORTH AFRICA**

- 3.2.1 The Arab uprising across a series of national states, also known as the 'Arab Spring' started in December 2010 and reverberated across North Africa and the Middle East across 2011. This led to the overthrow of regimes in Tunisia, Egypt and Libya as well as varying levels of unrest in Syria, Yemen, Bahrain, Saudi Arabia and Jordan.
- 3.2.2 The Arab Spring was understood initially as a time of hope for many people, who perceived themselves as being oppressed in some of these countries. The cultural consultant advised the review team that this movement initially provided alternative democratic opposition groups to the existing Jihadist groups, like Al Qaeda.
- 3.2.3 By the middle and end of 2012, the circumstances began to change as Syria descended into civil war and, in both Iraq and Syria, sectarian violence became rife. In Libya, the overthrow and murder of Gaddafi led to internecine conflict between armed groups and what is described by the consultant on the review team as 'a divided and semi-lawless country'.
- 3.2.4 This unrest enabled the rise of Jihadist groups across the Middle East and North Africa. In Syria, the secular forces that were opposing Assad started to lose ground to sectarian forces largely influenced by Al Qaeda and Jihadist narratives. One of these, in Syria, was the Al-Nusra Front, which in 2013 pledged allegiance to Al Qaeda<sup>4</sup>.

#### **RISE OF MORE AGGRESSIVE JIHADIST GROUP: MID 2014**

- 3.2.5 By mid-2014 a new and more aggressive terrorist group took over huge areas of Iraq and Syria. Its name was ISIL, (the Islamic State in Iraq and the Levant) or ISIS (Islamic State in Iraq and Syria). In 2014, the group declared the creation of a caliphate and shortened its name to 'Islamic State' (IS). The term "Daesh" (or Da'ish) has also gained

currency, both in the Middle East and further afield, to challenge the legitimacy of the group due to negative connotations of this Arabic acronym.

## **DISTINCTION BETWEEN ISLAMISM AND MUSLIM COMMUNITIES**

- 3.2.6 The following explanation of the term 'Islamist' has been provided to the review by the independent cultural consultant to this review and explains the global context for the rise of this particular strand of belief, as well as the distinction between Islamism and the beliefs of the wider Muslim community.

*'Islamism, sometimes referred to as Political Islam, is based on a revivalist tradition that came about as a result of a reaction to colonial rule and a desire by some groups in society to return to the literalist view of Islam so that Islam could encompass all of the needs of populations. This meant that political life would also be shaped by Shariah codes within Islam and that they would form the fundamental basis for not only moral but political values within society. Such Islamist movements believed that the revival of Islam could only take place if Shariah was placed at the heart of the country and where elements of modernity and social progress were seen as being part of the problem leading to the decay of the moral fibre of Muslim countries.*

*Muslims on the other hand believe in Islam and the tenets of Islam as a faith by which they lead their lives. Many Muslims therefore believe in Islam as a guide to their lives but this does not extend to Islam being the driver in political life. Others believe in Islam as a guiding force for their lives and where they do not necessarily believe that Shariah should be the political basis on which to run a country... people can believe in Islam and be practising Muslims and even conservative in their religious views, yet they see religion as a personal aspect of their life. This distinction ... separates Muslims from Islamists.'*

## **SUNNIS AND SHIA**

- 3.2.7 The difference between Sunnis and Shia is the largest and oldest in the history of Islam (BBC<sup>5</sup>). Members of the two sects have co-existed for centuries and share many fundamental beliefs and practices. But they differ in doctrine, ritual, law, theology and religious organisation <sup>6</sup>. Many conflicts in the region have strong sectarian overtones.
- 3.2.8 In Syria, Iranian troops, Hezbollah fighters and Iranian-backed Shia militiamen have been helping the Shia-led government battle the Sunni-dominated opposition. Sunni jihadist groups, including Islamic State (IS), have meanwhile been targeting Shia and their places of worship in Syria and neighbouring Iraq.



### 3.3 NATIONAL CONTEXT

#### UK GOVERNMENT RESPONSE TO TERRORISM: 'PREVENT' AND 'CHANNEL'

- 3.3.1 In July 2011 the government revised UK strategy for Counter Terrorism (CONTEST). This is a system of terrorism prevention and investigation measures designed to protect the public with 4 components Pursue, Prevent, Protect, and Prepare. Prevent is the element which aims to protect the public from the small number of people who pose a real terrorist threat. Preventing terrorism involves challenging extremist (and non-violent) ideas that are part of a terrorist ideology and intervening to stop people moving from extremism into terrorist-related activity. The scope of these measures includes extremism from all political quarters, including the far right and radical Islamist extremism.
- 3.3.2 Prevention involves supporting people who are at risk of being drawn into terrorist activity primarily through the 'Channel' process. This involves a multi-agency approach to identify and provide support to individuals who are at risk of being drawn into terrorism, including travelling abroad to fight in other countries. This relies on the agreement of the individual to receive such intervention.
- 3.3.3 During the period under review professionals were working to the June 2011 Prevent Strategy and the non-statutory guidance regarding the Channel strand issued to Police, Local Authorities and partners in 2012. The guidance sets out that, '*Channel is about safeguarding children and adults from being drawn into committing terrorist-related activity*' (Part 1 paragraph 1.2).
- 3.3.4 The guidance sets out that, 'On receipt of a referral Channel Police Practitioners must, using their professional judgement make an assessment of its suitability for Channel. A review of the information available must show a concern that the individual is vulnerable to radicalism' (paragraph 4.4).
- 3.3.5 In 2015, new government guidance<sup>7</sup> placed a statutory duty on specified organisations to have '*due regard to the need to prevent people from being drawn into terrorism*'.

#### DEFINITIONS

- 3.3.6 Much of the language used to talk about these issues is itself the subject of debate, but for the purposes of this report the following government definitions<sup>8</sup> are used:
- Section 1 of the Terrorism Act 2000 defines terrorism as “the use or threat of action ... designed to influence the Government or to intimidate the public or a section of the public ... for the purpose of advancing a political, religious or ideological cause.”
  - Radicalisation is defined in the Prevent Strategy as “the process by which a person comes to support terrorism and forms of extremism leading to terrorism.”
  - Extremism is defined in the Prevent Strategy as “vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces, whether in this country or overseas.”
  - Violent extremism is considered by the Prevent Strategy to mean the endorsement of violence to achieve extreme ends.

## DEMOGRAPHICS OF PEOPLE TRAVELLING TO SYRIA FROM THE UK

3.3.7 When the Syrian civil war broke out in 2011, aid convoys were organised by British people, mainly over the age of 25. Some had been involved in aid convoys to Bosnia to help the besieged people of Sarajevo, so had the technical expertise and the co-ordination skills to make this happen. These aid convoys were humanitarian in nature and were mainly meant to deliver basic items to the people of Syria. This support was driven by a wish to assist in humanitarian activities.

3.3.8 The ongoing civil war and pictures and brutal stories of attacks on Sunni Muslims in Syria led to some people being activated to want to do something more and, in 2013, the demographic of individuals going to Syria changed to a younger age group, more commonly aged between 20 and 25. The initial desire to help the Syrians through humanitarian assistance led young men, women and families travelling to be part of a State which they believed needed their support or assistance. By 2013, some of those travelling were going to Syria to join IS to fight or sustain the group in other ways. Others were going to join other groups active in the region, such as the Al-Nusra Front.

3.3.9 By November 2013, the BBC was reporting the emerging news of British men mainly in their 20s, going to fight in Syria<sup>9</sup> :

*'The number of British Islamists who have gone to Syria to fight in the war there is in the "low hundreds"....*

*One in 10 foreign militants in Syria is believed to be from Europe....*

*According to the Centre for the Study of Radicalisation at King's College London, most British jihadists are in their 20s, university-educated and Muslims of British Pakistani origin.'*

3.3.10 In November 2013, Ifthekar Jaman, aged 23, from Portsmouth told BBC Newsnight<sup>10</sup> that he had joined ISIS and had gone to Syria because:

*'it was his "duty" because Muslims were "being slaughtered".'*

3.3.11 Jaman is believed to have died in fighting in Syria in December 2013. In the Newsnight broadcast mentioned above, his brother had said that:

*"If he dies in his cause, then he's not died in vain, has he? He's doing a good deed."*

## 3.4 LOCAL CONTEXT

### POPULATION COMPOSITION & DIVERSITY

3.4.1 The 2011 census demonstrates that Brighton & Hove is a city with a predominantly white population (94.2%). The Muslim community is the largest non-Christian faith group in the city, and in the census in 2011 accounted for 2.2% of the population. The Muslim population in the city, like in other parts of the UK is diverse including Bangladeshi, 'Arab' (a composite term), 'Asian others', 'White others', Pakistani, White British and Black African.

3.4.2 There are three established mosques in the city and all have a section for women to pray. Imams and key members of the three mosques operate independently. Additionally, there are two Islamic societies and mosques at the two universities (University of Sussex and University of Brighton).

## RACISM AGAINST MUSLIMS IN BRIGHTON & HOVE

- 3.4.3 Whilst there is, according to information provided to the review, little widespread evidence of reported racism against Muslims, there had been (prior to the period under review) some such activity in the part of Brighton where the family lived, some of which, but not all, was targeted directly at the family following media stories about a relative.
- 3.4.4 A Community Safety manager provided the following contextual information of the extent to which racism had been a feature in the area of the community in which the family were residing. Section 4.4 refers to the specific attacks on family members.
- 3.4.5 The children grew up in a locality in which there was a successful organised campaign in 2003 to stop the creation of a centre for asylum seekers following both pro and anti-demonstrations. This had involved various people settling into strong positions sometimes aligned with anti-immigrant/ anti BAME agendas of other groups and political parties. There had been protesters dressed as Osama Bin Laden (and a picture included a protester dressed in a KKK style white robe).
- 3.4.6 The appearance of anti-Islamic graffiti, in the locality where the family lived, was reported from 2007 onwards. This included in 2009 the use of 12 inch high lettering visible from afar, stating 'Behead all Muslims'. This deeply offensive slogan re-appeared several times.
- 3.4.7 The Community Safety report to the serious case review refers to organised right wing groups targeting the family (see section 4.4 ). Other activity, whilst directed at the family, involved wider area disruption, such as described in a complaint to the police of incidents being to create 'an atmosphere of hatred and mistrust' between the family and neighbours. An example of these incidents is:
- In January 2013, "a group of individuals, describing themselves as members of far right groups had to be removed from ..., having turned up with flags and megaphones shouting and falsely accusing a resident ..., of being a Jihadist and a terrorist as well as various other slanders". [complaint to the police in the Community Safety manager's report to the serious case review].*
- 3.4.8 The recording of Hate Incidents and the legislation associated with hate crimes was enacted between 1998 and 2001. However the oversight and monitoring within the police force varied, both locally and nationally. The same is true of anti-social behaviour; the monitoring of repeat victimisation was only formally established following the tragic death of Fiona Pilkington<sup>11</sup> in 2007. From this case came the notion of the Community Trigger<sup>12</sup>.
- 3.4.9 Within Sussex Police, the monitoring of religiously motivated incidents has been a priority with work alongside victim support, but the Police Force level ASB and Hate Crime Board (which now exists to review hate incidents and provide scrutiny) was not embedded at the time of the incidents described in the review.

## **4 CONTEXT OF PROFESSIONAL INVOLVEMENT PRIOR TO REVIEW PERIOD**

### **4.1 INTRODUCTION**

- 4.1.1 Whilst this earlier period, before 2012, is not the focus of the serious case review, what happened to the family and the agency intervention in this period is likely to have had a profound impact on the children's subsequent behaviour and their response to professionals. This context is therefore explained briefly, but professional practice is not analysed and appraised.
- 4.1.2 The family originated from a country in North Africa / Middle East and moved to the UK sometime in the late 1980s / early 1990s. It is understood that this move was due to their opposition to the regime in their home country and the regime's perception that some members of the family were influenced by Islamist (see 3.2.7) beliefs. At least one close family member is believed to have been killed due to his political beliefs.
- 4.1.3 The three young people who went to Syria are part of a larger sibling group of children born in the UK. The youngest five grew up largely in Brighton, with considerable periods also spent in their parents' country of origin. These five children are called siblings P, Q, W, X and Y in this report. Siblings P, W and X went to Syria, where siblings W and X died. Sibling X was aged under 18 years old at the time of his death, and sibling W was only just 18 years old when he died.
- 4.1.4 The history of agency contact with the family prior to the period under review involved instances of alleged domestic abuse, many incidents of alleged racism against family members and their home and the children alleging physical abuse by their father.

### **4.2 CONTEXT OF DOMESTIC ABUSE**

- 4.2.1 Health services recognised that the mother was isolated, rarely leaving the house and wanting more help with the children. The father was often away on trips abroad. The first indication of possible domestic abuse was in 1996 and then again in 2000, prior to the family leaving the UK for several years. On their return to the UK there were further suspicions of domestic abuse.

### **4.3 2008-2010: RACISM AGAINST THE FAMILY INCREASED**

- 4.3.1 The family returned to Brighton in 2008. Subsequently, they experienced racism from within the local community, according to information provided by the Community Safety manager's report to the serious case review. This is described in more detail in finding 3 but was linked to media reports of a relative who had been imprisoned abroad and released without charge. The racist incidents were reportedly sustained until 2010 and led to one alleged perpetrator receiving a caution.
- 4.3.2 Over time, siblings Q and W's behaviour changed and they began to defend themselves, retaliate and then were perceived sometimes as being the perpetrators of the incidents. From 2009 there began to be reports of the boys being involved in anti-social behaviour and crime, getting into fights.

#### **4.4 2010-2012: RECOGNITION OF SAFEGUARDING CONCERNS**

- 4.4.1 In 2010 the boys disclosed at a youth club that they had experienced physical abuse from their father, in relation to their lack of observance of their religion. The five siblings living in Brighton were made subjects of child protection plans for physical and emotional abuse. On the advice of professionals and consistent with the child protection plan, the mother separated from her husband and moved with the children to alternative accommodation. Following the retractions of the siblings witness statements, the CPS advised that no criminal case was to be brought against the father.

## **5 APPRAISAL OF PRACTICE**

### **5.1 INTRODUCTION**

- 5.1.1 The following provides a brief overview of what happened during the period under review, through an evaluation of the professional practice and services offered. Cross references are provided to the findings in section 6, where relevant.

### **5.2 THE PERIOD UNDER REVIEW: JANUARY 2012 - NOVEMBER 2014**

#### **ENDING OF CHILD PROTECTION PLAN: JANUARY 2012**

- 5.2.1 The period under review commences with the ending of the child protection plan for the five siblings in January 2012. They were no longer considered to be at risk of physical or emotional harm from their father as they no longer lived with him, and at that point he was not in the UK. This decision was taken in full knowledge of siblings Q and W's increasing involvement in anti-social and criminal activity as well as low school attendance rates. This arguably could have met the threshold for a child protection plan for neglect, as despite the mother's attempts to care for her children, she had little authority over them. However, the reasons why the child protection plan was ended in the face of siblings Q and W's behaviour spiralling out of control is explained in section 6, finding 2.
- 5.2.2 At this point there had been a very large number of agencies involved with the family, as indicated by the list of those participating in this review (see 2.3). By this meeting there was appropriate recognition that there were too many people trying to help the family, and that an alternative approach might be more successful, involving fewer professionals, but with the intensive input of the Family Intervention Project (FIP) worker (who had by this point established a good relationship with the family). It was agreed to maintain services to the family, under a Child in Need plan, as opposed to a Child Protection Plan. See finding 2 for further discussion and glossary of terms for explanations of Child in Need and Child Protection plans.

#### **CHILD IN NEED PLAN**

- 5.2.3 There followed a period of eight months when the children remained subject to a Child in Need plan and continued to have both a social worker as well as the FIP worker.
- 5.2.4 The FIP worker tried to provide the relationship based intervention that had previously been considered impossible when there were numerous staff involved. The constant professional need to respond to urgent problems arising from particular incidents, as well as the concerns of potential eviction from the family home, meant the FIP worker had little capacity to address the underlying issues, such as the need for therapeutic support in relation to the trauma suffered as a result of the family's earlier experiences.
- 5.2.5 The fact that both the social worker and the FIP worker were men is not desirable for a family where there may be cultural issues, relating to gender roles. Ideal practice would be to have a system sensitive enough to such factors, and sufficiently resourced, so as to enable joint work by a male and a female worker. However, the system does not necessarily have the capacity to do this. In this case there is no evidence that the allocation to two male practitioners, and no female worker, was a factor preventing the

mother from speaking openly or which contributed to her difficulty in being able to parent her children effectively (see 6.4). But it is also not known what difference would have occurred had there been a female worker allocated.

- 5.2.6 In the autumn of 2012, Children's Social Work closed the case, having agreed the decision to step the case down to the FIP worker. This decision reflected the limited co-ordinator role played by the social worker at that point, as well as the difficulty in getting to see the siblings (see 6.4). However, the case was closed, despite the deterioration of the siblings anti-social and criminal behaviour, as well as their non school attendance. By this point the perception of the siblings as was changing; with the involvement of the Youth Offending Service with siblings Q, W and X as a result of their offending behaviour.

### **REFOCUS OF INTERVENTION FROM FAMILY SUPPORT TO MANAGING THE SIBLINGS BEHAVIOUR**

- 5.2.7 The pattern of subsequent intervention became increasingly around managing the behaviour of the four youngest siblings, which continued to deteriorate in terms of both school attendance and criminal behaviour. The FIP worker tried to co-ordinate multi-agency involvement, which by this time also involved the community safety department. The focus of the work, by the design of the organisations involved at the time, was predominantly on managing the siblings' behaviour as opposed to reflecting on how to address their underlying vulnerabilities. The FIP worker did though attempt to do this, but the inability to see the young people sufficiently consistently to do such work was not possible, due to the siblings reluctance for such engagement (see 6.1).
- 5.2.8 The Youth Offending Service (YOS) was itself undergoing problems that year. The context was the recognition that the service required improvement, which led to a restructuring and dissatisfaction amongst some of the staff, which in turn led to vacancies, staff sickness, the high use of agency workers and what some perceived as a chaotic period.
- 5.2.9 Against this background the service provided deteriorated for siblings Q, W and X, with their cases being held on duty in YOS for some considerable time, without allocated workers. This was accompanied by an element of distrust between YOS workers and the police, with the police considering YOS staff as being too 'soft' on their clients. This situation was compounded by the fact that the YOS workers were operating without knowing the full history of the siblings concerned, as the culture at that time did not involve reading the records from other parts of Children's Social Work. This was exacerbated as they did not have access to the numerous incidents when the police had contact with their clients, suspected them of having committed offences, but did not charge them (see 6.5).

### **POSSIBLE OPPORTUNITIES IN 2013 TO UNDERSTAND MORE ABOUT THE DEVELOPING VIEWS OF THE SIBLINGS**

- 5.2.10 There was no recognition that any of the siblings were becoming vulnerable to being exploited into radicalisation. Nor was there much understanding of the part that religion played in their lives and if there were changes in this over time (see 6.12).
- 5.2.11 There were though two opportunities for further exploration in relation to two different expressions of possible concern, one in early 2013 and one in autumn 2013.

- 5.2.12 In early 2013 one of the schools became concerned on hearing that some young people were converting to Islam and some had been paid money by a relative of the siblings to attend the gym behind a place of worship: the money was however a reward for attending the gym instead of their plan to sneak into the cinema without paying. The professional response at that time is discussed in 6.8, but the outcome is that no further information was obtained or received about the activities at the gym.
- 5.2.13 The second opportunity was as a result of a sessional YOS worker becoming concerned at the emotional way sibling X spoke about 'Americans' after he returned from a trip to his family's home country, which was in the throes of factional fighting. This led to a referral to the Channel panel, which concluded that sibling X was not at risk of being drawn into terror related activities. The professional response at that time is discussed in 6.8.
- 5.2.14 Both these instances were missed opportunities to learn more about the activities of the young people and to understand the links between young people in Brighton. However, this was at a point in time when the Channel Panel process was relatively new (with few children in Brighton & Hove having been previously subject to this process). Moreover at that time there was little local or national knowledge or understanding of the risks to children from being exploited into radicalisation to go and fight in wars elsewhere in the world. This is discussed further in 6.8.

#### **JANUARY 2014: YOS PROVISION**

- 5.2.15 By January 2014, the situation within YOS had much improved and sibling W had a new male worker with whom he had engaged and sibling Q was being provided with a male YOS social worker and a female substance misuse social worker. At this point there was evidence of sensitive service provision by skilled and experienced social workers attempting to address not just the current criminal presentation but issues relating to identity and culture. There was recognition of the need for therapeutic services involvement with an appropriate referral made to address the underlying vulnerability concerns for Q.

#### **MULTI-AGENCY RESPONSES TO THE DISAPPEARANCE OF SIBLINGS W AND X**

- 5.2.16 At the end of January siblings W and X left the UK. Over the next few weeks there was confusion around their whereabouts. The mother provided a variety of explanations to different professionals, which initially provided reassurance that the siblings were visiting family, as they had done on previous occasions. However due to there being no clear and consistent explanation as to their whereabouts concerns were beginning to be raised around their welfare. The initial explanation provided to the YOS and shared with community safety and local police was that sibling W was in the family's country of origin, having travelled with an older sibling (this sibling lived abroad and is not part of the Brighton household). At the same time sibling X's educational provider contacted the mother about X's absence, and was told he had travelled to his unwell grandmother in the family's country of origin.
- 5.2.17 It is of note that the father subsequently provided his own account to the media of being told his children had disappeared without saying where they were going, that he had immediately guessed they were joining their brother fighting in Syria with Jabhat al-Nusra, that he saw them in Turkey and tried to persuade them to come home.



Practitioners were not told of this journey at the time, nor that the father had tracked his sons down.

- 5.2.18 The mother of another young person who travelled from Brighton with W and X told the review that she had reported to police immediately she learnt her son was in Syria at the beginning of February. Sussex Special Branch investigated the boys' disappearance and discovered they had gone to Istanbul and were suspected to have joined sibling P and the Al-Nusra Front in Syria.
- 5.2.19 Meanwhile practitioners working with the family were unaware of this and their understanding of the boys whereabouts was that they were in the family's country of origin. Professionals continued trying to support the mother and consider what actions should be taken at this point. The extent to which there was appropriate information sharing during this period is considered in 6.9.
- 5.2.20 Sibling W was in breach of an Order, and his YOS worker appropriately investigated what actions needed to be taken when the offender is out of the UK. The options are limited to being able to put a marker for him at ports should he return to the UK and undertaking breach proceeding in court to ensure arrest at ports. The marker had been placed in the ports and the breach was in process, when the report of sibling W's death was received in April 2014.
- 5.2.21 Commendably a Brighton Housing Trust officer recognised the need for a referral to Children's Social Work on the 20.02.14, on the basis of mother's account of two of her children being abroad and she didn't know how or who paid for it. She thought they were with their elder brother, but was worried about their welfare and if they were coming home. She also mentioned that their father was also abroad, but had not known of their plan, and was himself shocked at their disappearance.
- 5.2.22 Appropriately, Children's Social Work initiated an assessment due to the mother being unable to protect her children and that there could be risk to the children still in her care. This assessment is of good quality, including the history of the family, issues around the family's culture, religion and beliefs and the father's alleged involvement in 'very extremist and radical actions' at an earlier point of time. Despite attempting to see children Q and Y, this did not happen, as the boys avoided the appointments. The mother reported that P was helping the aid effort in Turkey, and W and X were in the family's country of origin; however she feared they could also be involved with Syrian militants.
- 5.2.23 On 12.03.14, the decision was made that sibling X should be the subject of an initial child protection conference (see 6.10), in recognition of the risks identified in the assessment in relation to the mother's inability to keep her children safe and by police that X (along with several other young people) could be vulnerable to radicalisation. Finding 2 (6.2) explains the use of the child protection process in early April 2014 and notes that no child protection plan was made, despite the neglect concerns being more worrying than in January 2012, along with risk of radicalisation and travel. However, alternative plans were implemented which did involve active intervention by professionals, around the risk of radicalisation.

- 5.2.24 The realisation that the boys were in Syria led to shock and confusion initially within the multi-agency professional network, with assumptions being made that someone must have known or suspected this was likely to happen. The serious case review has found no evidence to support this, although there were some delays and uncertainty in the communications, arising from this new situation, which did not immediately fit into existing processes (see 6.10).
- 5.2.25 Finding 11 (6.11) explains the strong and co-ordinated responses that ensued as a result of the discovery that the boys had gone to Syria. This is a systemic strength with demonstration of sound leadership from the Chief Executive and senior managers of Brighton & Hove at the time. This involved responses, described in that finding, to address risks to the siblings in the UK and an evaluation of the risks to any other young people in the City, especially in relation to the risk of travel.
- 5.2.26 Following on the subsequent discovery that sibling W (by that time an adult aged just eighteen years old, but legally a child when he travelled to Syria) had been killed in the fighting, Brighton & Hove LSCB decided to use this tragedy to learn what more services could have done to support this family and also to identify children's vulnerability to radicalisation. An internal review was initiated to accomplish this. Following the death of sibling X, at the age of seventeen, it was decided to make this into a serious case review involving an independent author and an independent consultant. This demonstrated a LSCB keen to learn what happened, why and how to improve services as a result.

## 6 REVIEW FINDINGS

### INTRODUCTION

The SCIE Learning Together methodology is based upon an approach which uses an individual case to provide a 'window on the system'<sup>13</sup> finding out whether weaknesses or strengths that have been identified in a single case are more systematic and widespread, and so leading to a broader understanding about what supports and what hinders the reliability of the multi-agency child protection system.

#### ***What makes learning from this case more widely applicable?***

This case is the first serious case review (as far as we know) that considers safeguarding in relation to the risks of children being exploited by radicalisation. What it tells us most about is the professional challenge when working with disaffected young people and families, in the context of a long history of trauma. Some of the findings are phrased as questions, reflecting that whilst available evidence points to such a finding, further work needs to be undertaken to establish to what extent this is a feature of the wider multi-agency system.

#### ***The findings***

The findings in the table below are those the review team believe apply to the multi-agency systems in Brighton & Hove (and sometimes nationally), as opposed to just this one case. Because there has been a great deal of change during and since the review period, the findings are those that are still relevant to current ways of working.

The Review Team have agreed 13 Findings listed below. Some 'themes' or 'issues' appear in more than one finding; this is because in the Learning Together methodology, the focus of the finding is the aspect of professional practice. The right hand column below provides the aspect of the multi-agency system in which the finding is located (for more detail on how Learning Together categorises different systemic issues, see SCIE Learning Together to Safeguard Children<sup>14</sup>).

The findings do not provide concrete recommendations, but highlight inconsistencies in current practice norms and the potential consequences of leaving these unaddressed. Considerations are provided for the Local Safeguarding Children Board to take into account when formulating their response to this review, but are not intended to act as a list of actions for the LSCB.

The following findings are grouped around the following thematic areas:

- Finding 1 discusses professional challenges in responding to adolescents in 'trauma', an underlying factor for professional practice with many adolescents and with their families
- Findings 2, 3, 4 and 5 focus on systemic issues arising from adolescent risk taking behaviour and their needs for a flexible, accessible service, able to work holistically with young people
- Findings 6, 7, 8, 9 and 10 focus specifically on working with children vulnerable to exploitation through radicalisation
- Findings 11,12 and 13 consider Brighton & Hove's systemic strengths and obstacles to effective working with minority ethnic groups

No.	Findings	Underlying pattern
1	Professionals do not have effective ways to intervene in families who have suffered long standing trauma: in such circumstances, the risks of young people being vulnerable to exploitation increases.	Longer term work with families
2	Does the recent expansion of child protection processes to cover adolescents at risk of Child Sexual Exploitation or exploitation into radicalisation, adequately cover other types of adolescent risk of harm, such as that associated with truancy and involvement in anti-social, criminal or risky behaviour?	Management systems
3	The current child protection processes distinguish between children who are missing in the UK and those are who are suspected of being missing abroad; as a consequence the potential positive strategy involved in the formulation of a child protection plan is not provided for those who are suspected of being abroad.	Management systems
4	In working with adolescents there can be a pattern of reactive crisis management as a means of handling the relentless stream of incidents; this minimises the likelihood of reflective thinking and analysis necessary to understand and tackle the root causes of the behaviour.	Longer term work with families
5	The systems of collecting and sharing data about young people who come to police attention, in Brighton & Hove, do not consistently provide all relevant information to practitioners so as to assess, identify and address safeguarding needs.	Management systems
6	Do practitioners understand and know how young people are radicalised in Brighton & Hove and how to counter the propaganda that influences them into extremist thinking?	Longer term work with families
7	Efforts to help and support children so they are less likely to become vulnerable to exploitation into radicalisation, do not seem to adequately address all the core issues, as perceived by community members.	Management systems
8	Professional responsibilities arising from the government's counter terrorism strategy are new, not yet fully understood by all relevant staff and subject to ethical dilemmas: this presents challenges in being able to reliably recognise both the risk of radicalisation and the links to safeguarding concerns.	Longer term work with families
9	The lack of a well-established working relationship between counter-terrorism police officers and other agencies can lead to an atmosphere of suspicion between professionals of inappropriate confidentiality, which could compromise children's safeguarding.	Management systems
10	Does the timely and constructive response of Brighton & Hove to the newly identified safeguarding risks to children posed by radicalisation, represent a systems strength?	Management systems
11	Does the multi-agency safeguarding system have the resources and strategies available to consistently help abused women and children from minority cultural backgrounds, if they fear that co-operating with statutory authorities could lead to the loss of support of their wider family and community?	Management systems
12	Do practitioners have sufficient curiosity, knowledge, and skills to explore the role of culture, identity, religion, beliefs and potential divided loyalties experienced by some children and families?	Longer term work with families
13	Brighton & Hove statutory agencies have insufficient knowledge about, and understanding of, local minority ethnic and faith community groups and how best to work together to safeguard children, including those at risk of exploitation of local children into radicalisation.	Management systems

## 6.1 FINDING 1

**Professionals do not have effective ways to intervene in families who have suffered long standing trauma: in such circumstances, the risks of young people being vulnerable to exploitation increases.**

- 6.1.1 This finding addresses the challenges for professionals when working with children and families, following earlier and unresolved trauma. If there has also been contact with professionals in the past, which ultimately has been unable to address the trauma, professionals will find it even more difficult to develop trusting relationships with adolescents to be able to intervene effectively. In such circumstances, young people may be more vulnerable to exploitation and professionals will be likely to find it more difficult to intervene effectively.
- 6.1.2 This finding is closely linked to finding 4 which is concerned with adolescent risky behaviour, which may also be associated with the impact of early trauma. That finding addresses the specific professional problems arising from working in the context of a relentless stream of incidents.
- 6.1.3 Finding 11 considers the specific impact of such trauma specifically in relation to domestic abuse experiences within the family and the need for professionals to understand additional cultural complexities.

### HOW DID THE ISSUE MANIFEST IN THIS CASE?

- 6.1.4 By the time the period under review commences, in January 2012, the children were aged twelve to seventeen years old. The family had been subject to a long history of contact with authorities, both in this country and abroad. The mother spoke to the authors of the trauma for the whole family of the changes in their home country, the impact of moving to Brighton where they suffered from racism.
- 6.1.5 The mother expressed her appreciation of the efforts of all professionals in helping her and her children. However, the evidence from staff is that by this time the adolescents were not responding to the efforts of practitioners to help them, often effectively avoiding contact. Furthermore, comments that have been made in media reports, in agency records and by other members of the community suggest that by January 2012 the children may have been feeling distrust in the ability of local professionals to be able to provide effective help to them.
- 6.1.6 In the case of the local Brighton & Hove agencies, family members experienced what they may have perceived as the inability of those charged with protecting the public and safeguarding children in relation to:
- Racism from some members of the local community
  - Domestic and physical abuse within the family home
- 6.1.7 It should be noted though that the mother did not acknowledge feeling any lack of trust or faith in practitioners, when speaking to the authors. She is also an extremely polite person who understands that professionals always tried very hard to help the family. However, she also acknowledged that sometimes practitioners did not understand what was best for her children, citing how she encouraged them to bring their friends home rather than staying out with them, against the advice of professionals (who were

concerned that the friends were there all hours, causing noise, upsetting neighbours and then sleeping all day and missing school). She explained that culturally she knew it was right to show hospitality. Given the mother's politeness she may have not been able to explain that she disagreed with the advice she was being given.

### ***Earlier experiences of professional response to racism***

- 6.1.8 The entire family had reported racist and religiously motivated incidents directed against them at home, in the city, at school and in the local community, which increased significantly from 2008 to 2010. This involved racist graffiti, verbal assaults and abuse, stone throwing towards the family and windows being smashed. This abuse at one point (according to the report submitted by the Community Safety Team to this serious case review) was occurring more or less daily and included targeting the children and the family home. Two of the siblings reported suffering physical attacks by people in balaclavas.
- 6.1.9 Due to the sustained assaults and abuse, the police installed a camera outside the family home. In 2009, incidents against the boys increased with them receiving threatening messages on Facebook and involving regular incidents in the park, where stones were thrown at them and fights occurred with other young people.
- 6.1.10 Police information to the review is that a great deal of work was undertaken which indicated a small number of people were suspected of being behind the abuse, but this did not lead to prosecutions. There were various reasons for the lack of such an outcome including:
- the lack of evidence about who was responsible, issues of language and translation restricting the quality of available information
  - inconsistencies of the accounts (of the same event) provided by family members and on one occasion of the father's interruptions during an interview, when he encouraged his children to exaggerate the seriousness of the allegations being made
  - When suspects were named by the family they were spoken to by the police, arrested, interviewed and involved in identification procedures; however, the matters were denied and there was insufficient independent evidence to consider a prosecution, although one youth did receive a reprimand.
- 6.1.11 Family members were variously offered support as victims from the Community Safety Team but this was not taken up in any meaningful way.
- 6.1.12 As time progressed matters became more complicated as the relationship between the family and the police declined. The father at times would only communicate by letter. Some complaints were not reported for months after they had occurred, and it became increasingly clear that the siblings were retaliating to events and putting themselves in jeopardy of committing offences.
- 6.1.13 Despite considerable efforts by both neighbourhood officers and specialist teams, reviews of the investigations and the submission of some files to the Crown Prosecution Service, there remained insufficient evidence to proceed with the matters reported by the family.
- 6.1.14 The mother has acknowledged that the impact on them of constantly living with such threats to their safety was traumatic. The lack of any prosecution may have left the

children feeling that the authorities were unable to protect them from such attacks and it is not known what they understood was behind the lack of such intervention.

### ***Earlier experiences of professional responses to domestic and physical abuse within the family home***

- 6.1.15 It is not possible to state the extent to which the background of alleged physical and domestic abuse affected the ability of family members to trust statutory agencies, but the professional experience of the reviewers leads them to accept that the children and their mother are likely to have suffered significant trauma through such experiences.
- 6.1.16 The siblings would not just have suffered the original trauma of the abuse, but also the events following making a disclosure i.e. the family break-up, move of home and the pressure to retract the allegations against their father. This is likely to have been perceived, to some extent, as an inability of the authorities to protect them and consequently is likely to have led to, at the least, a wariness of professionals.
- 6.1.17 Reports of domestic abuse suffered by the mother is discussed further in Finding 11, in terms of the professional understandings of cultural issues, and the potential impact these can have on the ability to provide effective support to victims.

### ***Impact on professional intervention***

- 6.1.18 Professional involvement from 2010, led to mother and children moving home, so as to be living apart from the alleged abuser (the father). However, despite much effort by professionals and the continuous input from an experienced and skilled social worker, (working as a family support worker in the FIP service at the time), it is not at all clear if the mother and children were protected from further abuse and were able to work openly with practitioners as there was knowledge of the father visiting their new home. Moreover, subsequent interventions did not lead to a safe environment for the children, as the mother was unable to ensure her children were safe, receiving education and avoiding risky behaviours.
- 6.1.19 Given the history and the possible perception that statutory services had let the family down in the past, more recent practitioners had no mechanism to work with the past trauma and be able to move forward effectively. By this point the four youngest siblings had found their own way of life in group risk taking activity (see finding 4).
- 6.1.20 Although there was some understanding that the siblings were suffering from the effects of early trauma, it was only in early 2014, that a new youth offending social worker made a referral for therapeutic intervention to CAMHS. However, the likelihood of any of the siblings being emotionally able to make use of such therapeutic services earlier is not known.
- 6.1.21 It is not known what the family really felt about the lack of prosecutions in relation to their allegations of racism and abuse, but by the period under review (after January 2012), professionals experienced difficulties in being able to work effectively with the family. The mother was accessible and seemingly co-operative, but struggled to implement changes, given her lack of power within the family and consequently her lack of control over her children, especially the youngest four, and in particular siblings Q and W. The four youngest children avoided contact with professionals. The eldest of the five (sibling P), by contrast appeared open and responsive to professional interaction, but gave no indication that he was thinking of travelling to Syria, whether as part of a humanitarian aid convoy, or to join in the fighting.

## **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.1.22 Where there has been domestic or other abuse within a family, the reporting of incidents puts alleged victims into a vulnerable position vis-a-vis the perpetrator of the abuse, unless they can be effectively protected by statutory agencies. Strategies that help are the removal of the perpetrator from the family, the offender working with professionals to change her/his behaviour or criminal prosecution of the offender.
- 6.1.23 If the perpetrator continues to have access to family members (regardless of written agreements or bail conditions), it is more likely that children and partners will wish to avoid criminal proceedings, so as to avoid further violence and also in the hope that the violence has ended. When this happens it becomes more difficult to intervene and support children and families, on subsequent occasions, as there is less trust by family members in the ability of authorities to protect them.
- 6.1.24 Relatively few perpetrators access services in Brighton & Hove, from the experience of the practitioners in this case, and there was doubt expressed about the availability of the right services locally. See finding 11 for further discussion around the cultural issues.
- 6.1.25 The likelihood of parents and children being disengaged from professionals trying to offer support is particularly a challenge when the children are teenagers and the family has had a long negative experience of authority, which in some cases can be over generations or in different countries. The likelihood of parents or children being able to engage is particularly relevant in the context of domestic violence and abuse of children, when they could fear repercussions of co-operating with authority.
- 6.1.26 Disengagement of children is particularly pertinent in instances where there are ongoing concerns about significant harm, but in circumstances where removal of the children is not considered to be in their best interests. This occurs most frequently in the case of older teenagers who are judged to be likely to 'vote with their feet' and return to their own family. These young people are also the ones who may have suffered much earlier childhood trauma. In such circumstances there can be a tendency to try less authoritative methods of support, in the hope that this will facilitate increased co-operation. This finding is linked to finding 4 regarding the wider difficulties professionals face in working with adolescents.

## **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

- 6.1.27 The mother of another young adult who died in Syria spoke to the reviewers about the trauma her son experienced both before arriving in the UK and subsequently in Brighton & Hove. This was due to repeated racist attacks and threats to kill. These led to constant family moves to escape the threats and her perception that 'being the victim is the crime', as the perpetrators in her experience were not prosecuted. Eventually she described how victims cease to report racist attacks as they no longer have any belief or trust in the authorities to be able to protect them.
- 6.1.28 The challenges faced by practitioners working with families which are well defended and not engaging effectively due to past history and trauma recur in serious case reviews. This can be through open lack of engagement, or through appearing co-operative, but in fact making few changes, as found with disguised compliance.
- 6.1.29 A recent serious case review in Newcastle (Child J, June 2016) highlights the mother's long experience of social work intervention as a child and as a parent, her ability to appear co-operative but not disclose the problems within the family, despite her



children being subject to a child protection plan and the provision of intensive support from a variety of services and professionals. She told the lead reviewers that even when she started to suffer from domestic abuse again, she knew she could not speak openly as she could not trust professionals to be able to help her, other than to remove her children.

## **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

- 6.1.30 This finding addresses the extremely difficult task faced by professionals once children are adolescents, if they have a long history of trauma. If this has also involved statutory interventions which may not have been perceived as resolving the particular problems facing family members, it is possible that family members will be wary of professional intervention. In such circumstances, young people may be more vulnerable to exploitation and professionals will be likely to find it more difficult to intervene effectively.
- 6.1.31 There are limited resources that practitioners are able to use in such circumstances if legal proceedings are either not possible or not in the interests of the children. Whilst developing a trusting relationship with families does help to some extent, it is unlikely to overcome deep seated defence mechanisms in families who have learnt through experience to be self-reliant and not disclose abuse. In these circumstances, children who have been abused and victims of domestic abuse are more likely to be vulnerable to further risk and harm.
- 6.1.32 The difficulties of professional intervention once the children reach the teenage years highlights the importance of being able to provide therapeutic services at a much earlier stage to children and the parents.

**FINDING 1: Professionals do not have effective ways to intervene in families who have suffered long standing trauma: in such circumstances, the risks of young people being vulnerable to exploitation increases**

### ***CONSIDERATIONS FOR THE LSCB:***

- Are managers and practitioners able to articulate if they feel 'stuck' where there is lack of engagement or disguised compliance? Would a forum providing consultancy and advice in such circumstances, such as a multi-agency complex cases panel, be helpful?
- Is there effective early identification of childhood trauma by universal services?
- Do we have the right resources to provide support and intervention for children and young people, such as therapy, and are they used sufficiently? Does this include Early Help services able to provide accessible and timely support for children suffering trauma e.g. counselling provision within primary and secondary schools for children and parents
- Are professionals across agencies able to identify older children who are suffering from earlier trauma? Do professionals know how best to intervene in such circumstances?
- Do practitioners have the knowledge, resources and skills to develop relationships with young people whose previous experiences have led them to be alienated from society and/or disengaged with services?

- Is the LSCB confident that there is sufficient action being taken now to address racism and racist attacks within the community, and that minority groups now feel confident that their reports of such incidents will be thoroughly investigated?
- Do professionals have an understanding of the long lasting trauma in families of domestic abuse, including the continuing power of the perpetrator of the violence, even when s/he is no longer within the household?
- Are specialist domestic abuse workers being used at the point when an alleged offender is arrested, so as to be able to provide timely support when there is 'space for action'?
- Is there an awareness amongst professionals of the availability of remedies under the civil law to protect victims of domestic abuse? Are the new Domestic Violence Protection Orders (DVPO) being used and proving to be effective in safeguarding family members whilst police are conducting investigations?
- Does the LSCB have an overview of the extent to which bail conditions are broken by the perpetrators of domestic abuse, and what action police take in response to this?
- Is there a national problem in relation to the lack of power attached to police bail prior to an alleged offender being charged? If so should this be highlighted to the Home Office?
- Does the LSCB have an overview of the frequency with which children retract statements of abuse by parents/carers, and the extent this correlates with continued contact in defiance of bail conditions and /or child protection plans?

## 6.2 FINDING 2

**Does the recent expansion of child protection processes to cover adolescents at risk of Child Sexual Exploitation or exploitation into radicalisation, adequately cover other types of adolescent risk of harm, such as that associated with truancy and involvement in anti-social, criminal or risky behaviour?**

- 6.2.1 Traditionally the focus of the child protection system has been on the quality and deficits of parenting, as opposed to the risk of significant harm *per se* to the child, regardless of the source of the harm. With the drive to address child sexual exploitation in society there has been increasing recognition of adolescent neglect as a safeguarding issue, when it exposes the child at increased risk of harm to child sexual exploitation, and more recently (in some local authorities) to radicalisation.
- 6.2.2 This finding concerns whether or not this broadening of the use of the child protection system is applied not just to those at risk of harm from exploitation, but for those adolescents presenting with the broad range of behaviour which could be considered to pose a risk to teenagers' welfare, such as truancy, anti-social behaviour, substance misuse, dealing in drugs. In some instances such behaviour exposes the adolescent to further risks of exploitation by others. This is closely linked to findings 1 and 4.

## **HOW DID THE ISSUE MANIFEST IN THIS CASE?**

6.2.3 The initial concerns around the welfare of the children in this family was around physical and domestic abuse from their father, which led in November 2010, to the children being subject to a child protection plan under the categories of physical and emotional abuse (see 4.4). At this point they were aged between eleven to sixteen years old.

### ***Child protection plan 2010-2012***

6.2.4 The protection plan was implemented following allegations by the five siblings that their father made them get up at 4.30am to study the Koran and punished them if he felt they were not studying properly. This could include making them stand against a wall for up to seven hours while he sporadically whipped them with electrical wire.

6.2.5 Initially the family remained in frequent contact with the father, despite bail conditions to the contrary, as they lived in his extended family's home. On the advice of professionals and consistent with the child protection plan, the mother separated from her husband and moved with the children to alternative accommodation; however, professionals believed that the father continued to have access to his children, with the mother powerless to stop this.

6.2.6 At that time police lacked means to stop the father visiting his children, despite it being against his bail conditions, because police bail, prior to being charged, does not provide effective powers when contravened. It is not clear if any professionals sought to support the mother to take out an injunction against him, with power of arrest.

6.2.7 The children were recorded, at the time, to have been put under pressure, by their father, to retract the statements they had made to the police. When subsequently seen by the police the boys said the situation had improved, and did not want their father punished. The CPS decided there was no prospect of a conviction without the direct evidence of the children, as the medical evidence was not conclusive: it was not possible to know how the injuries were caused and who was involved. The father had always denied having hit his wife or children and said that it was a racist vendetta by the youth worker, to whom the boys reported the abuse.

### ***Ending of child protection plan in 2012***

6.2.8 At the beginning of 2012 the child protection plan was discontinued. The boys were aged between 13 years old and 17 years old. The plan was discontinued because the siblings were no longer considered to be at risk of physical abuse. The mother and children had moved and at that point in time the father was abroad and was reported to have stopped visiting their home when in the UK. The boys chose whether or not to see their father at the Mosque and at extended family members' homes.

6.2.9 The conference minutes make it clear that professionals understood that circumstances had, in many ways, deteriorated: the mother was considered to be trying her best to set boundaries, but her four youngest boys were effectively beyond her control. She spoke of being unable to manage the behaviour of siblings Q and W. Sibling P by contrast functioned well in all areas of his life and helped his mother.

6.2.10 The family was threatened with eviction due to the noise made by the boys and their friends at night. The four younger siblings' school attendance was low, ranging from 39.1% to 72%. There was a consensus amongst professionals of the difficulties in engaging the boys and of concerns about their increasing involvement in anti-social behaviour and, especially in the case of siblings Q and W, criminal activity.

- 6.2.11 The boys themselves expressed frustration to professionals on how their experiences of being victims of racism had been dealt with, along with feeling that they were experiencing harassment and racist police responses. Both the social worker and FIP worker found it difficult to see and engage the boys (except for sibling P), who were either in bed when workers visited the family home or out.
- 6.2.12 The deteriorating circumstances of the boys indicated that they were suffering significant harm because of the mother's inability to control them, which constituted neglect. Despite this, there was unanimous agreement to end the child protection plan and step down to a child in need plan. Partly this was associated with a systemic issue around the lack of use of the child protection system [at that time] for adolescent neglect. However, the minutes show that professionals felt that despite a large input of resources and effort by individual practitioners, the siblings had not engaged with professionals.
- 6.2.13 The conference minutes as well as information provided by practitioners to the review demonstrate professional 'helplessness' about what else to do, expressed by some as having 'no tools in the toolbox'. It was recognised that the child protection plan was no longer effective and that there might be greater success with this family through the use of a child in need plan. This was thought to have the advantage of working with the family in a less authoritarian manner, and that through the development of a strong relationship with fewer workers, it would be possible to effect change with the boys.
- 6.2.14 Seven months later, in August 2012, without evidence of any further success via the child in need plan, the case was closed to Children's Social Work, leaving the Family Support worker from the Family Intervention Project (FIP) to continue to engage with the family and to be the lead professional. The rationale was that he had a good relationship with the children and the mother. He was the only worker to be directly involved over a long period, but despite considerable effort and good relationships with the mother and children, there is no evidence the FIP worker had been able to improve the welfare of the children.
- 6.2.15 By closing the case to social care, the neglect issues relating to the boys being beyond their mother's control, were left to be managed in the early help services. The four youngest siblings' behaviour and school attendance had further deteriorated. All four were coming increasingly to the attention of the police, with siblings Q and W suspected of violent behaviour and sibling W being arrested for a number of violent offences (although no charges resulted, often due to the victims reluctance to proceed or identification issues).
- 6.2.16 From this point onwards, despite a great deal of input from the FIP worker and the involvement of the Youth Offending Service (YOS) and Community Safety the situation continued to deteriorate, despite the efforts of staff. The mother remained powerless to control her four younger sons and did not believe that they could be guilty of the anti-social and criminal behaviour of which they were suspected. The boys became more difficult to access, not keeping office YOS appointments, being out or asleep when the FIP worker visited the home and not attending school when arrangements were made to see them there.
- 6.2.17 There was no further consideration given to the use of the child protection system at this point, as it had not proved useful earlier and because adolescent neglect was not, at that time, being subject to child protection processes.

### ***Child protection process 2014***

- 6.2.18 By the end of February 2014, police investigations led to the view that the siblings had travelled to Turkey and from there possibly to Syria. Following meetings with senior managers (see finding 10), it was agreed that child protection conferences should be held on those young people considered to be at risk of travel and radicalisation. This demonstrated a clear understanding that radicalisation and the threat of travel is a safeguarding issue.
- 6.2.19 At the initial child protection conference for sibling Y in early April 2014, the concern is shared that siblings P, W and X may have gone to Libya or Syria to fight along with concerns that sibling Y's offending behaviour and non school attendance was increasing. At this point no child protection plan was agreed, instead another child in need plan was implemented, along with a referral to the Channel Panel. At this point the earlier neglect concerns remained, along with the new recognition of the safeguarding concerns relating to radicalisation. However, in contrast to 2012, Children's Social Work took a very active role in the child in need plan, the conference chair remained involved (chairing the child in need meetings) and the risks were closely monitored during the period under review and beyond.

### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

#### ***Use of child protection system for adolescents***

- 6.2.20 The appropriate professional response to adolescents identified as being beyond the care and control of their parents has always been problematic within a child protection system largely focused on children perceived to be more vulnerable, usually in terms of their age or stage of development. This has led in the past to adolescents being at risk of significant harm, due to neglect or because of sexual abuse (through exploitation) not becoming subject to child protection processes, but instead being provided with a range of support services, or being labelled as 'criminal' and provided with specialist provision.
- 6.2.21 The authors have been told, by practitioners in Brighton & Hove, that prior to 2012/2013 there was a local (and national) practice of rarely using child protection plans for older children, as there was a view that they were less vulnerable and less likely to respond positively to such interventions. This is reflected in government statutory guidance with Working Together to safeguard children (1999) defining neglect specifically in terms of 'young children'. By 2010, the term 'young' had been removed from the new guidance, but the culture of thinking of neglect of teenagers has taken longer to change.
- 6.2.22 With the increasing recognition that child sexual exploitation is a safeguarding matter, it is now becoming understood that the typical presentation by some teenagers of involvement in different types of risky behaviour can be indicative of underlying trauma. Moreover it is potentially a safeguarding matter as this can lead to being vulnerable to exploitation by peers and adults, into different forms of risky behaviour, including sexual exploitation and radicalisation.
- 6.2.23 Whether this cultural change in using the child protection process for child sexual exploitation has or has not become generalised to being used for other forms of adolescent neglect or abuse is not clear. Since the risk of exploitation into radicalisation and the risk of travel became known in March / April 2014, the safeguarding risks have been understood in Brighton & Hove, with the child protection process being initiated.

- 6.2.24 What is less evident is whether the vulnerability of young people out of parental control and involved in the broader range of risky behaviours is perceived as a safeguarding matter, and if so, at what point the child protection process is initiated.
- 6.2.25 Practitioners involved in this review commented that non engagement in education severely limits young people's life chances, but in itself would not come to the attention of other agencies outside of the school, or be perceived as a safeguarding issue, even if coupled with anti-social, criminal or risky behaviours. If sexual exploitation or radicalisation are also identified, it would now be perceived as a safeguarding issue.
- 6.2.26 There was a query expressed by some practitioners and managers whether or not there is a different professional response, depending on the gender of the adolescent involved in such activities, with a safeguarding response more likely to be initiated for teenage girls, than boys. On the positive side, the head of the adolescent service reported that recent changes of working between YOS, police and social work have identified a number of young people whose safeguarding risk had not previously been identified. This has been particularly relevant with young men whose risk taking behaviours and acting out of distress often manifests as criminal behaviours.
- 6.2.27 Also critical are the challenges to professional intervention (see finding 4) once young people reach this point in their development, if they and their families are unable to make effective changes. The final resort, if a child protection plan is unable to significantly help the adolescents, is care proceedings; however, this can be complex because such action may sometimes be considered as not, on balance, promoting the adolescents overall welfare, especially in the context of adolescents with views, wishes and feelings opposing such intervention.

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

- 6.2.28 There have been a number of serious case reviews and other reports into child sexual exploitation which have highlighted the lack of use of child protection processes with adolescents in relation to sexual exploitation, such as 'The Brooke Serious Case Review'<sup>15</sup> and the 'Serious Case Review into Child Sexual Exploitation in Oxfordshire'<sup>16</sup>.
- 6.2.29 What there is less knowledge about is the extent to which the child protection process is used for those young people perceived as 'out of control' of their parents due to underlying vulnerabilities which make them at high risk of being exploited by peers and adults .
- 6.2.30 The experience of the authors as practitioners, managers and through undertaking reviews and audits throughout England has demonstrated the inconsistency and confusion there has been for a considerable period in relation to the use of the child protection process for adolescents, especially those perceived to be suffering from neglect associated with being beyond the control of their parent.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

- 6.2.31 Child welfare and protection are 'wicked problems' in that they cannot be definitively described, and there are no definitive and objective solutions. What kinds of issue count as a child protection concern, requiring a statutory response to protect and promote children's welfare, and what such a response entails, changes with time and are often contested.

- 6.2.32 A safe multi-agency child protection system needs to be equipped to spot emerging changes in the realities of contemporary children and childhoods, as well as shifting moral stances, and respond and adapt creatively to tackle them.
- 6.2.33 Attitudes toward adolescents and understanding of the changing risks they face have undergone significant changes recently, particularly with recognition of CSE and radicalisation as forms of exploitation. There has been a considerable development of services for adolescents since 2014 in Brighton & Hove, with the city leading developments in a timely and constructive response to the newly identified safeguarding risks to children posed by radicalisation (see Finding 10).
- 6.2.34 However, this finding highlights some current ‘blind spots’ in how we view and respond to behaviours of adolescents. There are a broad range of behaviours that large numbers of young people are involved in locally, some of which expose them to harm, some of which are related to vulnerabilities due to earlier life experiences and/or parenting issues. Without early intervention it is likely that some children may be exploited by peers and adults, in a variety of different ways, including the possibility of radicalisation. If such scenarios are not included in the spectrum of child protection, this risks a system of tackling new symptoms, without getting to some of the underlying causes.
- 6.2.35 The risk of harm for such adolescents needs to be identified as a safeguarding concern and consideration given whether this does meet the threshold for the initiation of child protection processes. There has been considerable development of services for adolescents since 2014 in Brighton & Hove, but, as yet, it is not evidenced how this will have impacted on these circumstances.

**FINDING 2: Does the recent expansion of child protection processes to cover adolescents at risk of Child Sexual Exploitation or exploitation into radicalisation, adequately cover other types of adolescent risk of harm, such as that associated with truancy and involvement in anti-social, criminal or risky behaviour?**

**CONSIDERATIONS FOR THE LSCB**

- Is the Board aware of how many teenagers would be subject to child protection and /or child safeguarding processes if all risky adolescent behaviour was included? Would the system be able to cope with this additional work? What impact would there be on other services?
- Can it be ethically justified not to treat adolescent risk as a safeguarding issue, with child protection processes used when such concerns constitute the risk of significant harm?
- What would the cost-benefit be overall?
- Are there any significant differences of perspective between different agencies or professions?
- Do the current strategies for working with adolescents now provide sufficient intervention to be able to safeguard young people who may be particularly vulnerable to exploitation, before it has been identified they have been exploited? If not, do we know what works to provide better support?
- What practical issues would it raise to equip professionals with an appropriate range of options for help and interventions?

## 6.3 FINDING 3

**The current child protection processes distinguish between children who are missing in the UK and those who are suspected of being missing abroad; as a consequence the potential positive strategy involved in the formulation of a child protection plan is not provided for those who are suspected of being abroad.**

### HOW DID THE ISSUE MANIFEST IN THIS CASE?

6.3.1 When it was recognised that children in Brighton & Hove may be at risk of travelling to Syria, initial child protection conferences were held on each child identified. However, this did not include children who were already missing, thought to be abroad and already in Syria. So whilst a conference was held on the remaining child in the family in the UK, neither W or X were subjects of this meeting and no protection plan was made in relation to their protection, despite the fact they were both aged under eighteen years old at the time and clearly at risk of, or having already suffered, significant harm.

### HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?

6.3.2 The current procedures relating to children who are missing and whose whereabouts are unknown, but believed to be abroad, are different to those for children believed to be in the UK.

6.3.3 The procedures for children who go missing in the UK, include the use of strategy discussions, child protection conferences and plans. If the missing children are believed to be abroad, such processes do not apply. Instead this is a matter for the police and for the relevant agencies in the country where the child is believed to be.

### HOW PREVALENT AND WIDESPREAD IS THE ISSUE?

6.3.4 It is not known how many children who go missing abroad are or are not subject to child protection processes. However, Brighton & Hove's child protection procedures are not alone in distinguishing between those who are missing in the UK and those thought to be abroad. A recently published Hounslow serious case review (Anita B.) by one of the authors of this report concerns another child who went missing abroad and recommends that:

*'The LSCB to raise with the London Safeguarding Children Board the need for the child protection procedures to specifically address the processes to follow when a child is missing abroad'.<sup>17</sup>*

### WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?

6.3.5 If children who go missing abroad are not subject to the child protection processes, and the investigation is left entirely to the police and the authorities of the country where the child is suspected of being, there may be a potential loss of both information and potential strategies to protect the child. For instance full involvement of parents, family and others in consideration of what actions could be taken to assist in helping the child to return.



**FINDING 3:** The current child protection processes distinguish between children who are missing in the UK and those who are suspected of being missing abroad; as a consequence the potential positive strategy involved in the formulation of a child protection plan is not provided for those who are suspected of being abroad.

**CONSIDERATIONS FOR THE LSCB**

- Can it be ethically justified to have different responses if a child is missing, dependent on where the child is thought to be and regardless of the risk of significant harm?
- Does the lack of child protection processes, and the consequent involvement of local agencies and family in a child protection plan, reduce the potential role of the family or community in finding the child or returning the child to the UK.
- Does the current distinction between those missing in the UK and those missing abroad sufficiently recognise the role of a child protection plan for children suspected of being subject to a forced marriage or exploited into radicalism?

## 6.4 FINDING 4

**In working with adolescents there can be a pattern of reactive crisis management as a means of handling the relentless stream of incidents; this minimises the likelihood of reflective thinking and analysis necessary to understand and tackle the root causes of the behaviour.**

- 6.4.1 This finding is linked to finding 1 about professional helplessness in the face of parents and children who are unwilling or unable to be able to make effective changes due to underlying trauma. This finding though addresses the professional helplessness in response to a constant stream of incidents requiring immediate responses.
- 6.4.2 This refers to the broad range of behaviour teenagers can be at risk of, such as anti-social behaviour and criminal acts, substance misuse, dealing in drugs, truancy, as well as the risk of being exploited by others (e.g. child sexual exploitation and radicalisation of children). Often teenagers drift in and out of such activities, and can be involved in more than one of them.

### HOW DID THE ISSUE MANIFEST IN THIS CASE?

- 6.4.3 One of the notable features of this case was that prior to the review period the siblings engaged with youth services and disclosed to a worker there that they were suffering physical abuse. As described in finding 1, although professionals from different agencies were still trying to work with the mother and the four youngest siblings, by the time of the period under review the four youngest siblings had become hard to engage. At times individuals were superficially compliant, but were not able or prepared to make or sustain significant changes.
- 6.4.4 Part of the explanation for this lack of meaningful engagement is likely to relate to family member's own history and experience of earlier professional involvement, which may lead to a lack of engagement with professionals, as described in finding 1. However, part also lies in the lifestyle that was a feature of the four youngest siblings' lives. This

involved frequently being out to the early hours of the morning; returning home with friends and not settling to sleep; missing school because they were asleep in the morning; involvement with other young people in group anti-social and criminal behaviour (including violent offences against others); substance misuse and suspected drug dealing. The four youngest siblings all were involved at varying degrees in the risky activities mentioned, although there was no awareness of them being exploited by others into radicalisation.

- 6.4.5 The FIP worker found himself responding to constant incidents and had difficulty getting to see the siblings, who were often asleep at home or out when appointments were made. Schools also were dealing with how to manage the siblings' behaviour when they did attend, and different YOS staff (including sessional workers or duty social workers) were seeing the children as individuals with a focus on their offending and anti-social behaviour.
- 6.4.6 Whilst professionals recognised that the siblings behaviour was indicative of having suffered early trauma and that they needed help to tackle the underlying root causes, they were unable to deliver this. The constant incidents, as well as the difficulty of meeting with the siblings, contributed to challenges in being able to develop a relationship based intervention, as well as reflective thinking and analysis.
- 6.4.7 Another obstacle could also be in the way services were delivered to the family, involving many different agencies and practitioners, each responsible for a particular presenting problem, or individual family member. This was recognised when the child protection plan was ended, and the FIP social worker became the lead professional. However, with the escalation in the criminal activities of the four youngest siblings, YOS became increasingly involved with the individual children and the family. By early 2014, there was recognition in YOS of the need to consolidate the service provided to sibling Q and joint work was undertaken by a YOS social worker, with a RU-OK (substance misuse) social worker.

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.4.8 In recent years there has been a growing understanding of the vulnerability for adolescents of early unresolved trauma. Typically the multi-agency safeguarding system becomes involved with children due to increasing concerns about their vulnerability, which put them at risk of harm. Their previous life experiences are often, though not always, a factor in their increased vulnerability to risky behaviour. Concerns typically include challenging behaviour, non-school attendance, alcohol and/or substance misuse, being missing from home, criminal activity, antisocial behaviour and vulnerability to abuse through underage sexual activity/sexual abuse exploitation and recently radicalisation.
- 6.4.9 During adolescence, parents (and for looked after children 'corporate parents'), often struggle to keep some adolescents safe. It is clear from what children tell us in the field of sexual exploitation, that without significant help, it is difficult to make changes in your life<sup>18</sup>.
- 6.4.10 An underlying obstacle in being able to engage young people who have suffered trauma, is the complexity of the difficulties they may experience. Services tend to focus on particular presenting problems as opposed to a more holistic intervention. So domestic abuse is referred to RISE, substance misuse to RU-OK, youth crime and anti-social

behaviour to YOS and emotional disturbance or trauma to CAMHS. This splitting of an individual's or a family's needs into different problem areas may in itself be an obstacle to getting engagement of those who have a history of experience with different professionals.

- 6.4.11 Local and national configuration of services is based around a 9-5 culture, with different services providing wholly distinct parts of the care provision. This is possibly least suited to adolescents who tend to be more active later in the day and at night. Also, some adolescents may have less understanding and tolerance of the need to obtain help / services from several places and many different people. A one-stop shop approach, with flexible forms of access at different times of the day is more likely to meet their needs.
- 6.4.12 Locally, there is now a new model of practice, with a specialist Adolescent Social Work Pod and Extended Adolescent Service which recognises the previous shortcomings of working with adolescents with multiple needs including high levels of vulnerability, risk taking behaviours and complex behavioural issues. Adolescent Services work with young people who are at high risk of sexual exploitation, radicalisation and/or who are at risk of entering care or custody. The services work to engage hard to reach young people, through building and maintaining effective relationships, through the use of innovative packages of support, intervention and care that are tailored to meet individual needs. This service provides a focus on relationship based practice which is hoped will be more effective in working with young people who are so alienated from authority.
- 6.4.13 The extent to which this commendable approach will be able to succeed with young people who have suffered high levels of trauma in the past and have become so alienated from society still needs evaluation. It should also be noted that it is still a service largely based on an office day, which may not in the past have always provided the support young people need at the times they are awake and active. However a very recent development provides an extended evening and weekend service, which aims to provide support to young people's needs at the times they are awake and active.
- 6.4.14 A weakness of the adolescent provision remains that it does not include all services which need to work together, such as CAMHS and Youth Services and so cannot ensure a holistic approach, including therapeutic services.

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

- 6.4.15 The dilemma around how to respond to the need to safeguard adolescents involved in risky behaviour is not restricted to Brighton & Hove, but is common to most geographical areas of the country. The report by NSPCC (2015)<sup>19</sup> highlights that child protection processes and procedures tend to be designed for work with young children in the family context. Handson, E and Holmes, D (2013)<sup>20</sup> (Cited in RIP 2014), suggest that adolescents need a more sophisticated model of risk and prevention.
- 6.4.16 The central government policy for many years to improve access to early help for families alongside the importance of statutory agencies intervening early in any maltreatment on younger children, may have impacted on the system's ability to respond to the needs of older children. Nationally it is reported that resources have been redirected and youth work services have been cut. This, alongside an assumption that adolescents have a greater resilience to the impact of abuse, (Gorin and Jobe<sup>21</sup>, cited in *Research In Practice 2014*) has left a gap that leaves adolescents without a

system that can adequately respond to their complex and differing needs except on an agency-by-agency basis.

- 6.4.17 A further obstacle to intervention with this age group is the lack of knowledge in the workforce about how to manage adolescents who have suffered trauma from an early age.
- 6.4.18 What is recognised by practitioners though is that activity based activities can be the best way to develop relationships with troubled youths, and it is of concern that youth services which provide these have in some places been threatened due to the current austerity measures.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

- 6.4.19 Young people, who have suffered trauma in the past and who, for whatever reason, do not have trust in professionals to be able to help and support them, may be more likely to be vulnerable to risky behaviour and experiences. The form this takes will vary depending on the adolescents own history and social contexts. Such behaviour is most likely to present practitioners with constant streams of incidents that require immediate attention and deflect any purposeful strategy to provide intervention able to address underlying root problems,
- 6.4.20 In order to be able to safeguard young people such as this, we need to develop flexible services designed to be able to work with individuals, family groups and peer groups in a way that is acceptable to adolescents and at a time and place that will meet their needs. In particular we need to provide a service that is able to respond to incidents without being diverted from planned strategies of intervention.

**FINDING 4: In working with adolescents there can be a pattern of reactive crisis management as a means of handling the relentless stream of incidents; this minimises the likelihood of reflective thinking and analysis necessary to understand and tackle the root causes of the behaviour.**

#### ***CONSIDERATIONS FOR THE LSCB***

- Are flexible services for young people sufficiently valued and developed in Brighton & Hove and designed to meet teenage lifestyles e.g. 'one stop shop', extended hours and out-of-hours services able to meet needs
- What strategies are there in place to address practitioners needs to be able to be reflective, as opposed to reacting to constant incidents? Is the Board assured that this is effective and producing more positive outcomes for children?
- Does the new service for adolescents adequately assess and work with the individual as both vulnerable and as someone involved in anti-social behaviour?
- Is the new adolescent service in Brighton & Hove being evaluated? Does it provide a sufficiently 'joined up' and holistic service able to work with adolescents in different ways, including activity based interventions, provide therapy, joint working , working with individuals, family groups and peer groups according to assessed needs

## 6.5 FINDING 5

**The systems of collecting and sharing data about young people who come to police attention, in Brighton & Hove, do not consistently provide all relevant information to practitioners so as to assess, identify and address safeguarding needs.**

- 6.5.1 This finding concerns the need for those working with children to be able to make valid assessments of need and risk based on full and up-to-date information of the contacts children have with police, both as a victim or a suspected perpetrator of offences. It refers primarily to the collection and communication of information both within police and between police and other agencies in relation to the large numbers of children who come into contact with officers, because they are suspected of committing an offence, but which does not lead to prosecution.
- 6.5.2 The police's important safeguarding role here is recognised in Working Together<sup>22</sup> (2013 and 2015) where it states that 'Professionals should, in particular, be alert to the potential need for early help for a child who... is showing signs of engaging in anti-social or criminal behaviour'. For the police this involves the investigation and prosecution of crimes, as well as identifying children's safeguarding needs and participating in the child protection process.
- 6.5.3 The reviewers have been advised that in recent months changes in practice (associated with the emerging findings of this review) have happened in information sharing practice, which will resolve the difficulties described in this finding. However, it is too soon yet to know how effective the changes have been and it is not clear that the changes include all the contacts with police that need to be shared.

### HOW DID THE ISSUE MANIFEST IN THIS CASE?

- 6.5.4 The perceptions of many of the practitioners working with the family at the time was that the siblings were likeable young people, who had been victims of racism and this had led them to retaliate and get involved in anti-social behaviour and *minor* criminality. When asked if the boys were involved in violent crime, social workers and youth offending officers said that they were not.
- 6.5.5 This professional perception by those involved at the time is strikingly different to the facts as presented by the police chronology for this review. This shows, especially in relation to siblings Q and W, extremely frequent contact with police, at times several times a day. It also showed that although police were in frequent contact and that they were often suspected of involvement in aggressive and violent offences, these were rarely prosecuted due to lack of evidence.
- 6.5.6 Examples of this pattern of behaviour include the following events reported to police over 8 days in February / March 2012 (this was extracted as an example from a very long chronology provided by the police):
- Day 1: an unprovoked attack on Spanish student by group of young people - sibling W arrested but insufficient evidence to charge him with wounding with intent, although another member of the group was charged
  - Day 1: both siblings Q and W were part of a group who were reported to regularly torment the owner of a car and one of the group (not one of the siblings) was arrested for damaging the car

- Day 1: parent found messages from sibling Q on son's telephone indicating Q was selling drugs (reported to police)
- Day 1: sibling Q part of group stopped by police for causing a disturbance
- Day 2: sibling W alleged to punch a drunk to the floor and continuing punching him on floor [despite being named by witnesses, W was never interviewed or arrested because the victim did not want to pursue charges]
- Day 2: a student struck in face allegedly by another sibling
- Day 2: sibling W part of group that committed a burglary (mobile phone stolen), sibling W was arrested but not charged due to insufficient evidence, but others in the group were charged
- Day 2: sibling Q part of group who assaulted foreign student on the bus, and he allegedly struck the student on the face
- Day 7: Report from member of public that sibling W shouted and then struck a man before getting onto a bus (this was not followed up by the police, despite the identification of sibling W)
- Day 8: an Italian student punched in the face causing possible loss of sight (one of siblings amongst group suspected)

- 6.5.7 This pattern of offending continued throughout the period under review in relation to siblings Q and W, and over time the two younger siblings also became involved in the criminal justice system. Sibling P was never involved in such behaviour. Siblings Q and W were suspected of being involved in many more crimes than they were charged with, including selling of drugs, burglary and assaults. Some of these were particularly violent crimes, especially in relation to individual foreign language students in Brighton & Hove. The attacks were vicious, usually being committed as part of group activity against individual victims.
- 6.5.8 While the police were seeing these young people as criminals and committing anti-social behaviour, regularly picking them up in the early hours of the morning, this information was not communicated to others, and in most cases did not lead to prosecution.
- 6.5.9 The police have explained that the reasons for lack of prosecution for the offences varied, from insufficient evidence, the victim not wishing to pursue the matter (sometimes associated with suspicions of intimidation), to identification problems and on occasions possible lack of follow-up or sufficient investigation by police.
- 6.5.10 The boys' safeguarding needs, for example being frequently out in the early hours of the morning, were also not identified, though this should indicate parental neglect. This links to finding 2 and the extent to which some aspects of risky adolescent behaviour is perceived to be about safeguarding needs. In consequence, the police in some instances appear to have neither fully investigated the siblings for suspected offences, nor identified the boys' behaviour as indicative of their safeguarding needs (which would then need referral to other agencies).
- 6.5.11 In exploring the difference between the level of police contact and arrests, with the knowledge of the boys offending behaviour, the YOS staff explained that they would only (at that time) be informed of convictions, so were unaware of the level of contact the siblings had with the police. Moreover, it is not clear if police recording systems

would have provided police officers with the entire picture of such contact, in particular the many occasions when contact did not lead to an arrest.

- 6.5.12 The frequency of the contacts with police, whether they led to arrests and prosecution or not, illustrate clearly the boys' life style and arguably their own needs to be safeguarded from involvement in such activities. However, such information was not analysed within the police force, nor shared with other agencies.
- 6.5.13 From January 2012 the children were no longer subject to child protection plans, but had the pattern of offending been more fully understood, this may have raised questions about the need for the re-involvement of Children's Social Work and use of the child protection system in relation to their neglect, due to being beyond parental control.

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.5.14 In Sussex and elsewhere in the UK, there has been a system for at least 20 years of police providing Children's Social Work (or now the multi-agency safeguarding hub or MASH<sup>23</sup>) with notifications every time there is direct contact with a child. Most commonly this has been in relation to domestic abuse incidents. The notification additionally includes a risk assessment to assist recipients in determining the action to be taken. In Sussex the current form is called a SCARF<sup>24</sup>, and is sent to the MASH, where a decision will be made as to the need for any further action. Prior to the SCARF the form used was called a MOGP/1.
- 6.5.15 During the process of this review there has been much discussion within the serious case review team to understand why this system did not consistently work in this case and the extent to which this reflected a more widespread problem. One of the police representatives on the review team confirmed that the policy for sharing MOGP/1's and SCARFs with Children's Social Work services has always, and remains, in place. However, prior to 2006, when electronic notifications were introduced, a separate process had been developed to notify Children's Social Work services of children who were suspected perpetrators of crimes or anti-social behaviour (as opposed to being the victims of crimes). This was initiated by custody when someone was arrested. The MOGP/1 then ceased to be used for this type of contact. However, over time, systemic changes in crime recording occurred, which led to the notifications of criminal activity to Children's Social Work ceasing.
- 6.5.16 A finding in another serious case review in Brighton & Hove (Child E, 2016) also identified this problem, with 9 out of 10 contacts with police (of the child who was the subject of the review), not shared in 2013. That review refers to a planned routine audit to be undertaken by police of SCARFs through the introduction of new audit measures for the Safeguarding Investigation Units. This is a welcome initiative by the police.
- 6.5.17 Another factor may be around culture at the time, with some practitioners in both police and YOS expressing resistance (in the review process) to taking account of information about police contacts in the absence of convictions, on the basis of the offences not being proven. Whilst clearly such information is not of the same status as convictions, it does provide information about the adolescents' behaviour and peer group that are critical to assessments.
- 6.5.18 During the process of this review, senior managers acted upon the emerging learning and made changes to improve information sharing between police and children's social work services, including the YOS. The new process involves police providing information

when a child is arrested. It is too early to say how successful this has been. Moreover, it is not clear that the new system enables sharing information of all contacts, and it may be that if a child is not arrested for a suspected crime nor identified as a victim, the information may not be shared within the police, nor with other agencies.

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

6.5.19 The obstacles to the consistent and reliable communication of police notifications to other agencies frequently arise in serious case reviews around the UK, as well as in audits undertaken by the independent lead reviewer. Typically the problems encountered are:

- Incidents discovered in a serious case review that were not communicated to other agencies
- Incidents not communicated by the police officers to the police child protection team, so not always available to social workers
- Police not having sufficient resources to do this work, so make individual judgments when it is critical to do so
- Children's Social Work or MASH being swamped by such notifications and struggle to process them consistently (this was also mentioned specifically by police in the review team as having occurred in the force area)

6.5.20 Whilst information sharing problems emerge in different ways in different places, there does appear to be widespread difficulties in the consistent communication of all direct police contacts with children. But if such contacts are more reliably communicated, there may be an impact on the resources in MASH which may not have the ability to undertake reliable screening of all such notifications.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

6.5.21 Anti-social and criminal behaviour of children and young people is a safeguarding issue and could constitute a child protection concern, so such information from the police needs consideration in ongoing assessments.

6.5.22 When young people are perpetrators of crimes against other children or vulnerable adults, the child's behaviour could stem from their own inner distress. Such circumstances need careful evaluation and it is important that this information is communicated, so that any welfare needs of the child is able to be assessed and identified.

6.5.23 The information about the level of contact between police and a young person is relevant for any practitioner working with the young person. However, for social workers in the Youth Offending Service, such information is particularly critical, as the focus of the work is the young person's offending. If practitioners working with young people around their offending behaviour are unaware of the extent of, and range of, suspected criminality, then their assessment of risk is likely to be flawed, as well as any resulting plans that are predicated on the assessment. Such relevant information includes when children are in contact with police when they are out in the middle of the night and when they are part of groups involved in criminal behaviour, even if this does not result in an arrest of the individual concerned.



**FINDING 5: The systems of collecting and sharing data about young people who come to police attention, in Brighton & Hove, do not consistently provide all relevant information to practitioners so as to assess, identify and address safeguarding needs.**

**CONSIDERATIONS FOR THE LSCB**

- Do front line police officers understand their safeguarding role and know when information needs to be shared with other agencies? Is there a need to define what information should always be communicated to whom and where they may be discretion?
- Does the LSCB accept that Youth Offending Service staff need to know about every contact of a young person with the police, not just when the young person is convicted? Are there any other practitioners who need this information e.g. other social workers, community safety and Protect officers?
- Would it help children's welfare if schools were informed of their pupil's contact with police?
- Does the LSCB have sufficient information with regard to where the obstacles lie in the information sharing process, both within the police force and then if communicated to MASH?
- Is there a need for a formal information sharing agreement between the police and other agencies around information sharing on children who come to the notice of the police, including those arrested for suspected offences and those not arrested but involved with others in such activity?
- If this information is routinely communicated, will systems in MASH be able to deal with the rise in notifications?
- Do practitioners need any guidance about how to take such information into account in assessments?

## 6.6 FINDING 6

**Do practitioners understand and know how young people are radicalised and how to counter the propaganda that influences them into extremist thinking?**

### HOW DID THE ISSUE MANIFEST IN THIS CASE?

- 6.6.1 Prior to the discovery that the siblings and their friends had gone to Turkey/Syria in January 2014, there had been no suspicion of Brighton & Hove young people being radicalised and thinking of travelling to join any of the various factions fighting in Syria. The only concerns identified *at the time* (as described in Finding 8) related to related to the emotional outburst against Americans by sibling X, the conversion of some other young people to Islam and being encouraged (by a relative of the siblings) to attend the gym behind a place of worship, instead of being involved in anti-social activities. The presence and leadership of sibling P at this gym was perceived universally as re-assuring: he was considered to be a sensible young man, who supported his mother with his younger siblings, did well in his studies and appeared to have a bright future.

- 6.6.2 Local practitioners do not know how, when or why the siblings decided to travel to Syria. Their mother's understanding is that the boys travelled for humanitarian reasons. Whatever their motives for travel, the Police understood that the boys died participating in the conflict in Syria. Comments that have been made by other young people and their families subsequently suggest that some family members were considered to be 'high-up terrorists' by peer groups members.
- 6.6.3 The lack of detection of changes going on within the family, despite frequent contact with professionals, suggests that the young people were skilled in hiding their thinking. It is of note that sibling P has subsequently spoken online of researching what was going on in Syria and watching videos that 'pushed me to go there' as people 'called out for help'. He advised those who were going to Syria to keep it to themselves and that 'parents are the last people you should tell'. It is of note that the mother told the report authors that she had no knowledge of her children's plans before they left home, and whilst she knew her sons cared about the plight and suffering of others, she never suspected they had any intention to join the fighting in Syria.

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.6.4 One of the features of child abuse, especially in relation to sexual exploitation is the way that children do not 'tell' and feel loyalty and/or fear towards the exploiter/s, such that they keep what is happening a 'secret' from parents and those in authority.
- 6.6.5 Another feature that is identified as increasing risk to children's safety is the vulnerability of some children on the internet. This has been increasingly pertinent in terms of being sexually exploited by strangers. Barnardos<sup>25</sup> research in 2015 identified the following ways the internet provides opportunities to exploit children including:
- Enables children to be accessible and perpetrators anonymous encouraging risk-taking
  - Young people who are vulnerable may have shown no previous signs of such vulnerability, so are not easily identified - often first parents know is when police inform them of the abuse
- 6.6.6 There are characteristics of radicalisation of young people that have similarities to that of sexual exploitation, especially with regard to the use of the internet as a way of reaching children, grooming them and convincing them of the need for secrecy before ultimately exploiting them.
- 6.6.7 In a report to the High Court<sup>26</sup>, Silke and Brown (2015) explain that there is no single root cause of radicalisation and that social relationships are one of the key elements. Young people aged from 14 years old are being recruited by Islamic State and 'connected through siblings, friends and individuals known to them'.
- 6.6.8 Silke and Browne refer to recent research which 'suggests that in up to 20% of cases family members played a key role in introducing and initiating to an extremist movement. In contrast, friends played the key role in almost 50% of cases.'<sup>27</sup>
- 6.6.9 Online environments are another major recruitment method, although Silke and Browne suggest this frequently relies on 'real world' contacts. Also online propaganda suggests that those in authority in communities may have been corrupted by working for European authorities, don't understand and are not to be trusted.

- 6.6.10 This suggests that those who are being 'groomed' into radicalisation are less likely to be able to share and discuss their changed views and consequently become more vulnerable to exploitation, becoming part of a secret world.
- 6.6.11 In a meeting in Brighton and in a telephone conversation and an email exchange with one of the lead reviewers, Alyas Karmani, counter extremism expert and Imam, spoke about how the powerful social media machine creates messages that indoctrinate individuals, through immersive engagement, that can be as much as 100 hours per week. These powerful and emotive messages can be very compelling if an individual does not have anything to counter them. Moreover, if the grooming process involves such considerable individual time commitment, the ability of professionals to be able to counteract such pressures is extremely difficult.
- 6.6.12 Each individual is unique in terms of their own vulnerabilities that make them susceptible to radicalisation, this is often exacerbated by poor emotional wellbeing and a low baseline in regards to Islamic teaching and understanding, which means that they do not have resilience to the extremist message. Karmani refers to experiences of racism accentuating a sense of exclusion and being on the 'outside' and overall disconnect from society, family and institutions for young people. Without support and guidance for young Muslims to enable them to navigate and negotiate issues related to identity, inclusion and integration they become vulnerable to radicalisation. At the same time young Muslims need safe spaces to explore challenging issues that are seen as taboo such as sexuality, foreign policy and 'jihad'.
- 6.6.13 This highlights the underlying challenge for practitioners and for parents in identifying those at risk of being exploited and knowing how to counter the influence of the propaganda that adolescents are exposed to on the internet and through social networks. If young people are being discouraged from sharing their views with parents and those in authority, the opportunity to identify risk, intervene and try to de-radicalise the young person is very small.

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

- 6.6.14 The independent cultural consultant for this review explained that one of the most important elements that have become associated with the rise of Islamic State (ISIS) in 2014 is the use of social media. This aims to pull young men and women to the growing territory that they had occupied in their expansion across Syria and Iraq. This promoted a perception of the suffering of the Sunni population in Syria and promoted a narrative that Sunni Muslims across the globe had an Islamic duty to join ISIS in the drive to push out Shia armed groups and Assad's forces, from Sunni dominated areas.
- 6.6.15 The use of video material highlighting mass civilian casualties and messages through thousands of Twitter accounts, run by determined ISIS followers and sympathisers, drew in human and other resources to the growing Islamic State. A Brookings University analysis of ISIS social media accounts during the period of October 4<sup>th</sup> through to November 27<sup>th</sup> 2014, estimated that there were no fewer than 46,000 Twitter accounts that were supporting ISIS.<sup>28</sup>
- 6.6.16 Through the use of a multitude of social platforms, young people came across ISIS material, including videos of civilians suffering death and ISIS fighters standing up to Assad and Shias (whom the Jihadists regarded as 'unbelievers' or non-Muslims). This resulted in some vulnerable young people being drawn into Iraq and Syria, sometimes through a desire to protect civilians and to help the people of Iraq and Syria.

## **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

- 6.6.17 Traditionally, safeguarding children has centred around issues of parenting, and supporting parents to be able to keep their children safe. With the arrival of online risks, it is increasingly difficult for parents and professionals to be confident that they know what is influencing children whilst they are using the internet. This has increased the numbers of children vulnerable to grooming and exploitation. Moreover, those at risk are a wider group of young people, some of whom will not be considered conventionally at risk in terms of safeguarding. This particularly applies to being groomed into radicalisation, which can appeal to a wide variety of young people, including those who are successful and appear well integrated into UK society.
- 6.6.18 Parents and professionals often do not understand the different elements of social media, in terms of its impact, messages, sites and changing format, so it is difficult to discuss and explore with young people.
- 6.6.19 In this very quick moving environment, it becomes difficult for those in authority to develop effective strategies, when perpetrators on-line will change and adapt their techniques to avoid detection.

**FINDING 6: Do practitioners understand and know how young people are radicalised in Brighton & Hove and how to counter the propaganda that influences them into extremist thinking?**

### ***CONSIDERATIONS FOR THE LSCB***

- How to provide children and young people with information and evidence to counter the propaganda that they may be accessing on the internet and the impact of peer pressure via social networking: to be effective this will need to address the appeal of belonging to particular groups, who provide a strong identity, promise the resolution of the world's problems and social injustices
- How to equip parents and professionals to be able to identify risks and be able to intervene effectively?
- How to encourage young people to talk freely about their thoughts and beliefs, when they may be discouraged through those who wish to exploit them and/or through fear of being reported to Prevent and the Channel process?

## 6.7 FINDING 7

**Efforts to help and support children, so they are less likely to become vulnerable to exploitation into radicalisation, do not adequately address all the core issues, as perceived by community members.**

- 6.7.1 This finding focuses on the issues community members raised in the meetings held as part of this review. These were considered critical in terms of helping to minimise the risk of children being exploited by radicalisation.

### HOW DID THE ISSUE MANIFEST IN THIS CASE REVIEW?

#### *Basic need for self-esteem in childhood*

- 6.7.2 The core issue explored in one of the meetings with community members was around the need of all children to have self-esteem. However, early experiences of racism in nursery schools and primary schools were described as leading to children becoming alienated and as a consequence more vulnerable to searching for ways to feel better about themselves through other means. This could involve anti-social and criminal behaviour, or could lead into a desire to identify with others of their community elsewhere in the world.
- 6.7.3 There was concern expressed that schools are not able to protect Muslim children sufficiently from racism and that with the ending of required reporting of incidents, there is no longer awareness of the level of hate incidents within schools.
- 6.7.4 Positive Muslim role models (along with those from other minority groups) need to be invited into schools, so as to provide all pupils with an understanding of the variety within the Muslim community and the diversity within society. It was suggested that Muslim women might be a useful resource here, rather than relying on the input of religious leaders. Also there is the need for schools to be more welcoming to BAME parents from the outset, so they are involved in the school's community, and that members of the community, including mothers, are involved in school life, explaining about the culture.
- 6.7.5 The meeting explored current efforts of the various Muslim communities to provide self-esteem for their children. This particularly occurs through involvement in educational and social activities linked to the Mosques. But such activities to support children are not considered to be always able to counter the negative racist experiences some children suffer at schools and in the wider community.
- 6.7.6 The basic need of a child to be proud of her/his identity was discussed, and then from that position of positive self-esteem, they are able to be part of a diverse and integrated society. However, the ability of children to be able to achieve this without more change in schools was questioned. There was a suggestion made by one person, that if schools continue to be unable to meet Muslim children's needs, attendance at faith schools might provide a better basis for developing the self-esteem necessary to become fully functioning members of UK society.

#### *Other issues raised by community representatives:*

- 6.7.7 The role of the internet was discussed and its influence on young people, with messages about Shia killing Sunni having a profound effect on the young people, who perceived their Sunni brethren to be under threat. However, the motivation of the young people

who travelled from Brighton & Hove was described to be about the provision of humanitarian aid, albeit, once there, they were able to be exploited by others. It was recognised that the influence of the internet is a challenge, but solutions to this are more difficult to identify.

- 6.7.8 The community representatives expressed their support for the aims of the Prevent agenda, but frustration with the methods used which are not considered to be working, Prevent is perceived as a tool to 'spy' on Muslims and is not trusted.
- 6.7.9 The view was expressed that the policy of arresting all those who return from Syria deters any young people who have gone from being able to admit this was a mistake and returning to the UK. Such a policy was considered to increase the risk to young people. However, those present at the meeting were unable to say if this had a bearing on any of those from Brighton & Hove who have travelled. It was accepted that given the risks of terrorism, there is a need for an investigation of anyone that returned, but also that, depending on the outcome of this, does not necessarily lead to imprisonment.

### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE? HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

#### ***Low self-esteem and links with racism and bullying***

- 6.7.10 Links between low self-esteem and troubled (and troublesome) behaviour in adolescence are widely recognised in the literature on child development. This links to the difficulties professionals face working with children who have long standing experiences of trauma, as discussed in finding 1.
- 6.7.11 The impact of low self-esteem has wide ranging effects on all aspects of children's development, including increasing the child's vulnerability to exploitation by others through all means including the internet.

#### ***Data from survey of pupils***

- 6.7.12 The Brighton & Hove Safe and Well at School Survey (SAWSS) is an anonymous online survey conducted annually by primary and secondary schools during lesson time. It has been undertaken for the last 7 years. The 2015 survey involved 9206 young people aged 11-16 years old. Its main findings were that:
- There has been a significant fall in pupils saying they have been bullied - from 26% in 2005 to 14% in 2015; it is thought this reflects the work undertaken in schools.
  - The most common forms of bullying were verbal bullying, associated with appearance
  - Those most likely to suffer bullying (in this survey) are those receiving extra help at school and those who do not identify with the gender they were assigned at birth
  - 83% of students reported 'my school helps me to get on with others including people from different religious and cultural backgrounds', but this dropped from 88% in 11-12 year olds to 78% in 15-16 year olds
- 6.7.13 In general the report supplied to the serious case review noted that 'there was no significant difference between Black & Minority Ethnic (BME) students compared to those who identify as White British (16% and 13%), but Chinese students are

significantly more likely to state having been bullied (30%). Lesbian, Gay or Bisexual (LGB) students (28%) and students unsure of their sexual orientation (22%), are significantly more likely to be bullied than heterosexual students (13%)'.<sup>29</sup>

- 6.7.14 The above suggests that the experience of children in Brighton & Hove schools may have significantly changed since the brothers of this case review were at school. However, whilst the report provides data on bullying, it does not report on racism. If it did do so, it may be that a different picture would emerge.
- 6.7.15 Related to this is the drop in perception (as children get older) that the school helps pupils getting 'on with others including people from different religious and cultural backgrounds' (see last bullet point at 6.10.12). This may suggest that more work needs to be targeted at older pupils.
- 6.7.16 In 2016 the survey for the first time looked at bullying in relation to ethnicity, religion and those born outside the UK. At both primary and secondary level the demographic reports for 2016 does not show that BME students are significantly more likely to report they have been bullied than White British students. While those born outside the UK are slightly more likely to report being bullied in both the primary and secondary school survey. However, in school level reports and focus group discussions some ethnic groups do come up as more likely to be bullied and experience school racist and religiously motivated incidents (rather than bullying), often dressed up as banter.

#### **Internet**

- 6.7.17 The role of the internet as a potential tool used by those exploiting children is identified in a number of serious case reviews, especially in relation to child sexual exploitation.

#### **Prevent role**

- 6.7.18 The issues raised by the community representatives in relation to national policy on Prevent and the treatment of those that return, are concerns that are spoken about nationally and have led to the Muslim Council of Britain planning to set up their own programme to stop people becoming involved in terrorism. This is reported as planning to focus on the message that violence should never be used, and avoid what is perceived as an 'ideological purity test meaning western foreign policy cannot be criticised, and the government is only prepared to work with those who do not challenge it'<sup>30</sup> If this plan is implemented, it has the advantage of the community taking an active role in the protection of members, but it is not yet clear how it will operate together with the Home Office's Prevent scheme.

### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

- 6.7.19 Brighton & Hove agencies have taken on board the need to respond to radicalisation as a safeguarding issue, and to develop policy and service initiatives to promote the welfare of BAME young people.
- 6.7.20 The community representatives were particularly emphasising the critical importance of further improving the ability of nurseries and schools to promote all children's self-esteem. This would be a positive step to safeguard children and make it less likely that they will be involved in the wide range of behaviours (see finding 5) associated with troubled adolescents.

**FINDING 7: Efforts to help and support children so they are less likely to become vulnerable to exploitation into radicalisation, do not seem to adequately address all the core issues, as perceived by community members.**

**CONSIDERATIONS FOR THE LSCB**

- How to promote the self-esteem and positive self-image of all children at nurseries and schools in Brighton & Hove?
- Is there a need to re-introduce reporting of racist incidents within schools?
- The need to report on pupils experience of racism, as well as bullying, for example via the annual Brighton & Hove Safe and Well at School Survey
- How can Muslim communities be increasingly involved in schools and youth groups so as to increase collaborative working to better support children?
- The need to openly discuss the work of Prevent locally with community groups and whether it is possible to make any adjustments in methodology locally, so as to increase the trust of local communities
- How can members of the different Muslim communities work together with local agencies to counter the propaganda that children are exposed to via social media?

## 6.8 FINDING 8

**Professional responsibilities arising from the government's counter terrorism strategy are new, not yet fully understood by all relevant staff and subject to ethical dilemmas: this presents a challenge in being able to reliably recognise both the risk of radicalisation and the links to safeguarding concerns.**

- 6.8.1 This finding focuses on the professional responsibilities to recognise and respond to the possibility that individuals have been radicalised. The governments counter terrorism strategy (CONTEST) involves identifying people who may be at risk of being drawn into terrorist activities and providing support to them via the 'Channel' process. This involves an assessment by Prevent police staff, a multi-agency panel meeting to consider the risk posed to the individual and the offer of support of an intervention provider if the individual is identified of being at risk (see 3.3.1- 3.3.5).
- 6.8.2 With the knowledge of children travelling to Syria from 2014, there has been a greater understanding of the safeguarding risks to young people of being radicalised. This contributed to the governments recognition of the need to strengthen the guidance for authorities and in 2015 published the current guidance which explains the statutory duty on professionals to have *'due regard to the need to prevent people from being drawn into terrorism'*.<sup>31</sup>

### HOW DID THE ISSUE MANIFEST IN THIS CASE?

- 6.8.3 The news that siblings W and X had gone to Syria, with two young people from Brighton, was a total surprise and shock to professionals who knew the boys. This possibility had never been identified and there was also no recognition that the siblings were vulnerable to radicalisation, travel or participation in conflict.



- 6.8.4 During the period under review Surrey and Sussex Special Branch explained that they were unaware of any children being vulnerable to radicalisation in Brighton & Hove, even where adult members of families had been identified as people of interest. At this point there was no knowledge of any Brighton & Hove resident, whether child or adult having travelled to join terrorist organisations abroad; nor was this on the agenda as a possible risk. Even when it was known (in November 2013) that sibling P had gone abroad the previous month, it was understood that he had gone to undertake humanitarian work (see section 3).
- 6.8.5 In this context, comments made by the siblings in anger to police officers would not have been perceived at the time as particularly significant, and may not have been that unusual as a way of expressing anger by young disaffected people. Examples of these are:
- *"Allah will seek his revenge for me, do what you want to me, see what happens when judgement day comes, you will all go to hell"* [2012];
  - During arrest and while in custody sibling X shouted at officers they would die as they did not follow Allah, that they would burn in hell on judgement day and that the day was coming very soon [2012].
- 6.8.6 A year later though, it is of note that practitioners were beginning to be more sensitive to potential radicalisation and in 2013 referrals were made to Community Safety and Prevent following concerns identified firstly at a school and secondly by a sessional youth offending worker.

#### ***School referral to Community Safety and Prevent***

- 6.8.7 In the first instance, the school were already sensitive to radicalisation due to another young person previously being identified as vulnerable. In this context, in early 2013, a learning mentor was concerned about the vulnerability to radicalisation forming within a friendship network. The learning mentor heard, from a young Muslim pupil that:
- Some friends had converted to Islam
  - They had been paid money as a reward for attending the gym at the rear of place of worship (rather than committing anti-social behaviour) and
  - The payment was from an extended member of the siblings' family who had previously been imprisoned, but released without charge (see 5.2.12).
- 6.8.8 The school also mentioned as worrying was the type of material the young person was accessing on his phone, which, in relation to Israeli army and Palestinian confrontations, led to comments of how 'disgusting the Jews were'. The school's concern led to a referral to Community Safety.
- 6.8.9 Community Safety appeared to have had less concern than the school about any potential radicalisation risks in this instance, partly because the payment was understood to be a one-off payment for food, to be shared amongst the boys, and to keep them usefully occupied. This re-assurance was also based on the fact that sibling P (considered a sensible young man) was known to be responsible for activities in the gym.
- 6.8.10 Community Safety appropriately passed the information to the police element of Prevent, but it was not shared with other agencies. The police staff member involved did not appear to recognise this as intelligence and it was therefore not placed on the force

system. It is not clear if or where this information was discussed subsequently, but it was not recorded against any person as a safeguarding concern, and was not subsequently available to assist in later risk assessments. This staff member has now left police employment. The serious case review has been informed that the individual's current contact details are not known, so it has not been possible to obtain any further understanding of why it was not perceived as relevant intelligence, or of needing further exploration.

- 6.8.11 The response from the Community Safety Team to this review provides an indication of why this opportunity (to learn more about the school's concerns of the links between the young people, their attendance at the gym at a place of worship and the potential for radicalisation of young people) was not pursued further at the time, other than passing to Prevent. The referral was perceived as being about the specific young person, who had spoken to the teacher, as opposed to the siblings in this family and the activities of the gym. This suggests some lack of understanding, at that time, of the need to focus not just on individuals but on the links between people and wider safeguarding issues. Since that time this lesson has been learnt in Brighton & Hove (see finding 10).
- 6.8.12 Also relevant is the difficulty there is in identifying what is a risk and needs further exploration. Taken singly, or even together, the concerns may not have met the threshold of needing further investigation at the time. However, the fact the school was concerned enough to make a referral, and to chase up what was being done about it, was indicative of needing further exploration with them of why this was being perceived as so worrying.

#### ***YOS referral to Channel Panel***

- 6.8.13 The second instance relates to the referral to Channel Panel of sibling X in the autumn of 2013, following his making a heated remark against Americans. He had recently returned from a trip to his family's home country and made the remark to a sessional youth offending worker: she was concerned because of his lack of rational thinking. The worker commendably sought advice from management, who in turn appropriately sought advice from the Prevent Lead.
- 6.8.14 A Channel Panel was held in November 2013. This was early days for the Channel Panel process, with few children previously considered at such a forum and the police officers explained that this was the first time a new assessment format was used. The risk of travel was not on the agenda at that time, so the information shared that day of P being overseas, possibly in the family's home country or Turkey was not regarded as significant, but it was agreed that the police would look at this information.
- 6.8.15 Two attendees knew of the school's concerns that a friend of X had alleged he was paid to attend the gym at the Mosque (rather than committing anti-social behaviour). This information was not shared at the panel meeting. Partly this was because of the view outlined in 6.8.11 above, but it additionally reflected the narrow approach taken, at that time, by the Channel Panel, focusing primarily on the individual concerned, and not the person's wider family or social groups.
- 6.8.16 The panel concluded that there was no current evidence that X was at risk of radicalisation, which was appropriate given the information presented and discussed. Had the information about the gym behind the place of worship been shared it is not known whether this would have changed the outcome of the panel, or led to any further investigations.

- 6.8.17 The task of follow-up was left to a YOS worker, who was unaware of the concerns from the school. Moreover, X had completed his referral order at the YOS and contact with him was on a voluntary basis; he subsequently chose to have no further contact with the YOS.
- 6.8.18 The review has identified what they considered to be weaknesses in the conduct of these early Channel panel meetings, but have since then been addressed, including:
- the restriction of attendees to only those practitioners involved with the individual (not the siblings or family)
  - the omission of Children's Social Work because they were not directly involved in the family
  - the lack of follow-up work undertaken and vagueness in relation to the need or not for a review panel meeting
  - the lack of circulated minutes

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.8.19 Staff involved in this case review spoke openly about their lack of knowledge of their safeguarding role for those vulnerable to radicalisation as well as their understanding on faith and religion. Whilst they had been trained about the function of Prevent and Channel, there is no training available about their own role in regard to this new responsibility. Several practitioners spoke about having to find their own training from a Mosque elsewhere, as they were not aware of anything suitable provided by the LSCB.

#### ***Ethical dilemmas***

- 6.8.20 When to report concerns is a major ethical question for staff, with very different views existing about what does or does not constitute a risk of radicalisation. Adolescence is a time when children explore beliefs and religions, so what circumstances make conversion to Islam a risk? What does this also mean for children whose families are involved in extreme right wing politics, or who make racist comments?
- 6.8.21 This is possibly a particular issue for staff in youth clubs and schools, who are most likely to hear unguarded comments in their daily work, and can experience ethical conflicts about when to report these comments to Prevent and Channel.

#### ***Channel Panel***

- 6.8.22 There has been considerable learning in Brighton & Hove, including from this case, about how to ensure the Channel Panel maintains a safeguarding focus for children. Since 2013, changes have been made with regard to the composition of the Channel Panel and its conduct. It now circulates the minutes (previously shared at a restricted level), holds review meetings when this has been agreed at the initial panel meeting and has decided that membership in the first instance is agency representatives and the involved practitioners. Whether or not this leads to better decision making about the risks to the child though is not yet clear.
- 6.8.23 The national assessment remains a single agency assessment by Prevent officers, which tends to focus on the person of concern, and less so on their family and links, though these are now taken into account. It relies on the verbal inputs from other agencies to provide a holistic assessment of risk to supplement the police assessment.

## HOW PREVALENT AND WIDESPREAD IS THE ISSUE?

- 6.8.24 Information from other areas shows that other local authorities are grappling with how to implement Channel and Prevent and there is a variation in how this responsibility is being applied.
- 6.8.25 Differences in local authorities with regard to the organisation of the Channel process arise in relation to chairing arrangements. For example in Brighton & Hove, the Channel Panel is managed through Community Safety, and the Prevent co-ordinator (and until recently also the Channel chair) is a manager within that department. This led reviewers to look at other areas, where the model was different, with the chairing role being undertaken by senior safeguarding managers from social care and in one local authority an education lead chairs the panel and it is part of the Social Inclusion Panel for children. This provides a helpful focus on safeguarding children. Brighton & Hove have recently also changed to the model of the Channel Chair being the Head of Safeguarding for Children's Services: this is a positive change, which had been identified as learning of this review.
- 6.8.26 Agency participants vary in different authorities, from senior managers able to provide strategic input, to practitioners involved with the vulnerable person.
- 6.8.27 A further difference in service provision is around the need or not for specialist social work teams to undertake this work. This has been developed in Tower Hamlets in response to the complexity of cases referred including those not known previously to social care. This is in contrast to Brighton & Hove, where many of those identified as vulnerable are already known to social workers.
- 6.8.28 What is common to the sector is a recognition that this is new and to some extent everyone is learning how best to manage this responsibility and equip staff and managers to identify risks, to undertake holistic assessments and ensure that the process and the outcome address child safeguarding issues including the risk of radicalisation. Within Children's Social Work nationally a debate is whether it is best to equip all social workers to undertake this work, or whether a specialist team should be developed.
- 6.8.29 The extent to which the ethical conflicts are identified and debated is unclear nationally, but it is of note that one of the reasons for a specialist team in Tower Hamlets was that this would consist of staff who had received a relatively high level of specialist training so as to equip them to have the skills needed for this complex area of work, especially in relation to a higher level of disguised compliance than usually seen in social work cases. In contrast Brighton & Hove have taken the view that all staff need to be able to undertake this work, which makes sense given that those identified as vulnerable are often already known to social workers and other specialist services (in contrast to the experience of Tower Hamlets).
- 6.8.30 A further common challenge is how local staff can intervene effectively once such risks are identified, how this fits in with the work of specialist intervention providers and what to do when individuals decline such support. This is again subject to further ethical dilemmas, with some criticism nationally about the current processes. David Anderson Q.C. (Independent Reviewer of Terrorism Legislation), in his written submission<sup>32</sup> in January 2016 to the home affairs select committee inquiry into the government's counter-terrorism strategy, argues for the need for Prevent to be subject to an independent review. The need for this was in recognition that others have raised

concern that elements of Prevent were 'ineffective or being applied in an insensitive or discriminatory manner'. He quoted concerns of others that Prevent had become a 'toxic brand', that it divides communities and unfairly targets Muslims.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

- 6.8.31 The recognition of the safeguarding risks associated with radicalisation has only been identified in the last couple of years. However, this realisation has been linked to child protection concerns given the outcomes for the children who have gone, such as the deaths of siblings W and X in this case and the disappearance of three girls who left their families in Tower Hamlets in February 2015 (and subsequent reported death of one of the girls).
- 6.8.32 For practitioners to undertake this new role of identifying children at risk of radicalisation, there needs to be firstly an understanding of the links to child protection so that the ethical basis for this work is clear. Secondly practitioners then need to have the knowledge, skills and confidence to undertake this work.
- 6.8.33 The real danger to children of such beliefs is being faced by some Children's Social Work departments, with decisions having to be taken whether such risks constitute grounds not just for child protection conferences and plans, but if children need to be removed from their families in order to be able to keep them safe. It is of note that Tower Hamlets in 2015 were faced with this dilemma, and did indeed obtain an interim Care Order on 'B', a 16 year old girl<sup>33</sup> in August 2015. The judge stated that cases of this nature 'present a new facet of child protection where there is, as yet, limited professional experience or, for that matter, available training.' The judge concluded that B had suffered serious emotional harm and continued to be at risk in her parents' care.

**FINDING 8: Professional responsibilities arising from the government's counter terrorism strategy are new, not yet fully understood by all relevant staff and subject to ethical dilemmas: this presents a challenge in being able to reliably recognise both the risk of radicalisation and the potential links to safeguarding concerns.**

#### **CONSIDERATIONS FOR THE LSCB**

- How can staff be supported in their responsibilities to report concerns about radicalisation, so that there is more clarity about what needs to be reported and why?
- How do agencies counter the perceived risk that referrals to Channel / Prevent will limit free expression of political views and the withdrawal of individuals, families or part of communities from open discussion and debate?
- Is it known if there are any ethical dilemmas for staff in this area of work in Brighton & Hove? If so how is this being addressed?
- Do the changes to the local functioning of the Channel framework meet current best practice for holistic multi-agency assessments, including a focus on child safeguarding, involvement of all agencies involved with the child / family and consideration of the risks posed to others in the family network?
- What happens to concerns which do not meet the threshold of the Channel Panel, or who refuse to work with an intervention provider?

## 6.9 FINDING 9

**The lack of a well established working relationship between counter terrorism police officers and other agencies can lead to an atmosphere of suspicion between professionals of inappropriate confidentiality, which could compromise children's safeguarding.**

- 6.9.1 One of the expectations of practitioners and review team of this serious case review was that information would come to light, that had not been shared between or even within agencies, which would have led to the discovery that the siblings were being exploited into radicalisation and were intending to travel to Syria. In particular, some practitioners and managers suspected that counter terrorism officers had such information which was not shared prior to the siblings travelling. This is associated with a feeling amongst professionals that there must have been information available, which if they had known about, could have led to intervention to stop the boys travelling.
- 6.9.2 The serious case review has **not** discovered any information sharing weaknesses between counter terrorism officers and other agencies. Instead it has confirmed though that there exists a lack of belief of many practitioners that counter terrorism police officers will have sufficient understanding and experience of child safeguarding to know when to share information. There are a few examples where this has occurred and which highlights potential tensions that can occur between the two different priorities of the welfare of children and national security imperatives.

### HOW DID THE ISSUE MANIFEST IN THIS CASE

- 6.9.3 Some practitioners and managers contributing to this review across different agencies, including parts of the police force, had the (mistaken) perception that:
- Surrey and Sussex Special Branch counter terrorism officers must have had information relating to the activities and beliefs of the siblings prior to February 2014, which could have enabled the risk to them being identified
  - Surrey and Sussex Special Branch counter terrorism officers delayed sharing with others information about the siblings' whereabouts after they disappeared and that senior managers in other agencies may have not disseminated information they had in a timely way.
- 6.9.4 The lead reviewers met with senior officers from Surrey and Sussex Special Branch and were told that, until the discovery that the siblings had travelled in early 2014, there were no investigations involving children in Brighton & Hove (see 6.5.3 -6.5.5).
- 6.9.5 The speed in which information was and should be shared once the young people were known to have left Brighton is more complicated, due to the length of time it took to investigate and establish with sufficient certainty the boys whereabouts, and that they were likely to be involved in military operations, as opposed to joining in a humanitarian aid convoy. Until that time, as explained in section 3.3, those travelling to Syria were understood to be young adults who were seeking to provide aid.
- 6.9.6 SECTU first suspected the boys had travelled to Syria on the 12th February, when the entry was made into records. The police continued to investigate during February 2014 before formally informing the local authority Chief Executive at the beginning of March that the boys were thought to be in Syria. During that time the police pieced together

information, and only shared this when sufficiently confident of the reliability of their information that the boys had gone to Turkey and Syria.

- 6.9.7 By this time, members of the Muslim community had already contacted the Head of Community Safety because of their concerns that people were being treated differently if they returned from Syria, as opposed to those who went to join wars elsewhere. A meeting was held with the community representatives on the 26th February to discuss their concerns, with police attendance. Following the meeting a police officer informed the Head of Community Safety of the suspicions that at least 5 Brighton & Hove young people had gone to Syria, and that there were others who may be at risk of doing so. The number of 26 was mentioned. This information was immediately communicated to the Chief Executive, Director of Children's Services and other senior managers.
- 6.9.8 During March 2014, there was good information sharing between counter terrorism officers and the local authority, with further meetings held (on 11th and 12th), to share information and plan the strategy of how to safeguard other children in Brighton & Hove. There was (as far as those attending can recall), no constraints placed on other agencies around how this information could be shared within agencies. It has not been possible to locate any notes of these meetings to confirm this, perhaps because the meetings were outside of normal work processes.
- 6.9.9 When and how practitioners working with family members learnt about the whereabouts of the boys is less clear; the initial child protection conference held on Y in early April refers to *'it being feared that they [his brothers] may have gone to Libya or Syria to fight'*. The conference chair did not actually know that the boys were in Syria or Libya, which probably reflects the inability of the police to state categorically that they were in Syria. However, subsequently some practitioners expressed the view that this lack of definitive statement was a lack of openness by senior management / counter terrorism.
- 6.9.10 The review has though established two other areas of information sharing deficits. Firstly in relation to the consistent notification of children coming to the attention of police as described in finding 5. The second issue related to the police information provided at the initial child protection conference held in April 2014, attended by Prevent officers as opposed to those from the local Safeguarding Investigation Team. These officers did not provide all the routine information expected at such meetings around the family, the contact of the child with police, and did not share that the siblings were by then believed to be in Syria (as opposed to having travelled to Turkey). Rather than share information participants recalled that it felt like the officers were there to collect intelligence from others. This weakness lay in the lack of experience and understanding of Prevent officers into child protection processes in general and child protection conferences in particular.

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.9.11 There are two potential ways for potential tension in information sharing between counter terrorism officers and other practitioners in the multi-agency system.
- 6.9.12 Firstly there is the potential for conflict between police investigations involving the security of the state and the principle that the 'Welfare of the Child is Paramount'. This principle, enshrined in the Children Act 1989, is behind information sharing arrangements between agencies. Whilst there is no evidence of any such conflict in this case, there is potential for this. The Director of Children's Services, when participating in

this review, reflected that whilst there had been no problems in information sharing between counter terrorism officers and social workers in this case, there was evidence in a subsequent case, later in 2014, of information not shared with social workers.

- 6.9.13 The second feature of the multi-agency system relates to the strong understanding of child safeguarding within the police safeguarding investigation team, which is not always reflected in partnership working with police officers outside of this specialism. Hence, for example, they are not used to attending child protection conferences and do not know exactly what information can and cannot be shared.
- 6.9.14 The West Sussex serious case review 'John' (2014)<sup>34</sup>, highlighted that 'Joint working between Police and Children's Social Work in West Sussex is less child focused and less effective when CID or uniform respond in place of the Police child protection team'.

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

- 6.9.15 There is little information on the prevalence of this suspicion between information sharing of counter terrorism officers. Tower Hamlets did share with the report authors that this had been a feature of their initial experiences in working in this field, which has been overcome as counter terrorist police have gained experience of working with children's social work services. Similarly, the Brighton & Hove Director of Children's Services told the reviewers of hearing this from some colleagues elsewhere in the country. In Tower Hamlets it was additionally queried if the Home office has yet reached this understanding of the need for information sharing in situations which involve safeguarding concerns.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

- 6.9.16 There are recognised positive outcomes for children's safeguarding arising from the partnership working between social workers and police officers. Potential weak links in this partnership working can arise if the police officers involved do not fully understand the principle that the 'Welfare of the Child is Paramount' and what this means in terms of information sharing within the police and with other agencies. For police officers working in counter terrorism, there may be times when there are concerns that sharing particular sensitive pieces of information relating to children may be premature (e.g. due to lack of evidence) and/or may prejudice an ongoing investigation and in so doing risk the security and welfare of the wider population, including other children. So as to ensure there is adequate information sharing and that the welfare of the child is paramount, there needs to be mutual trust between agencies and professionals, and processes which enable the communication of such sensitive information. Additionally all police officers need a basic understanding of children's safeguarding, and those that represent the agency at forums such as child protection conferences have to understand the police role is to share information as opposed to collecting intelligence.



**FINDING 9: The lack of a well established working relationship between counter terrorism police officers and other agencies can lead to an atmosphere of suspicion between professionals of inappropriate confidentiality, which could compromise children's safeguarding.**

**CONSIDERATIONS FOR THE LSCB**

- Is there clarity around how police officers resolve potential conflicts between the security of the state and the safeguarding of children involved in such investigations?
- Is there confidence that information is reliably shared, between and within agencies, in line with the principle that the 'Welfare of the Child is Paramount'?
- Are there arrangements now in place to ensure that police representation at child protection conferences will always include an officer / member of staff who understands the child protection process and the role of police at that meeting

**6.10 FINDING 10**

**Does the timely and constructive response of Brighton & Hove to the newly identified safeguarding risks to children posed by radicalisation, represent a systems strength?**

- 6.10.1 This finding relates to the work undertaken by all the agencies in Brighton & Hove following the discovery in February 2014 that the two siblings and another young person had gone missing. It recognises the constructive response that occurred in a crisis and the development of ways to provide a more effective response to this newly identified threat to young people's safety. It considers the changes made to processes, practice and working relationships to help prevent other young people at risk of radicalisation and travelling to Syria.
- 6.10.2 The systems locally, nationally and internationally up to this point had not considered young people to be at risk of either travelling to Syria or vulnerable to recruitment as child soldiers. At that time there was no national or EU guidance on counter terrorism and risk to young people. Guidance did not appear until January 2015 in the form of the EU strategy paper 'Outline of the counter-terrorism strategy for Syria and Iraq, with particular focus on foreign fighters', which on counter-terrorism points to EU member-states' obligations under the UN Committee on the Rights of the Child (CRC) and counter terrorism. However it is a very cursory mention of EU member states' obligations under the CRC and does not amount to a specific guideline on how the rights and vulnerabilities of children are most appropriately addressed in national counter-terrorism.

**HOW DID THE ISSUE MANIFEST IN THIS CASE**

- 6.10.3 The lack of knowledge and understanding of risks posed by radicalisation in 2013 is highlighted by the fact that when the Channel Panel met to discuss sibling X in November 2013, the new information shared that day of sibling P being in Turkey, possibly supporting Syrian refugees, rang no alarm bells. There was no consideration of the possibility that he might be drawn into the conflict or of any impact on his siblings.

- 6.10.4 Following the identification in February 2014 that the boys were missing, services quickly worked with the mother to try and establish the boys whereabouts. Initially information from the family indicated they were visiting family members, but the mother did after a few weeks express concerns that they may travel to Syria to fight. At that time police intelligence also led professionals to believe they could be at risk of travelling to Syria, though their exact location was not known.
- 6.10.5 Following this, at both a senior strategic level and at operational level, systems regarding young people at risk of travelling were developed. It is thought that the rapid response may have been in part as a result of the Chief Executive, at that time, being a social worker herself and recognising the need to respond to this news as a safeguarding issue. As a consequence the Director of Children Services, the Assistant Director of Social Work and the Head of Safeguarding were all involved in the senior managers strategic meetings to share information and plan responses.
- 6.10.6 Critically, concerns were raised with regard to the possibility of siblings Q and Y being at risk of travelling along with their wider friendship group. As a result a cohort of young people were identified as being at possible risk of travelling and/or radicalisation through their social networks and use of social media. Also considered were those young people who had recently converted to Islam and those where families had raised concerns.
- 6.10.7 From this point onwards, what is striking is the way that agencies all came together, sharing information, and openly debating the issues raised for the system's abilities in responding to this newly identified risk. The way this was done is described in the following.

#### ***Child protection conferences in individual children***

- 6.10.8 Just prior to the report of the first death in April 2014, the concerns regarding travel resulted in a strategy to link Child Protection and Prevent processes. All the young people identified as at risk of travelling or thought to be at risk of radicalisation were considered under child protection procedures and subject to initial child protection conferences. In *all* cases consideration was also given to whether a referral to Channel was required.
- 6.10.9 The main features of the new process were, and have remained:
- All concerns regarding radicalisation to be referred to MASH<sup>35</sup> and a single assessment undertaken and the prevent coordinator informed
  - One consistent child protection conference chair deals with all the radicalisation child protection conferences and reviews
  - When a child is placed on a child in need plan (as opposed to a child protection plan), that chair will also manage the Child in Need review meetings.

#### ***Strategic management groups***

- 6.10.10 In the weeks prior to the first death a multi-agency strategic risk management group was developed, incorporating children and adult services along with wider partners. This was based on a model developed between the police and the community safety team to manage and oversee responses to anti-social behaviour in the city.

- 6.10.11 The strategic functions have now been absorbed into the new Prevent Board, a senior management group. This includes the Head of Safeguarding, Heads of Services (from adult and children services as well as partner agencies), police officers (from the local safeguarding team, Prevent and SECTU (South East Counter Terrorism Unit)). They continue to meet on a bi monthly basis to ensure robust multi agency oversight of operational delivery. In particular this looks at management of those young people transitioning from children to adulthood, where they may be concerns, but their level of risk does not meet the threshold for Prevent or where a Channel intervention is refused. The group also monitors protocol and delivery procedures and ensures any gap in the system is addressed.
- 6.10.12 Changes to Prevent through the Counter Terrorism and Security Act, 2015 and the placing of Channel on a statutory footing has enabled the strengthening of the multi-agency partnership. This has a dedicated Prevent coordinator, who links into and works with wider partnership and communities. The Prevent Board was established and the Channel meeting became the process by which a multi-agency approach identifies and provides support to those who might be at risk of being drawn into terrorist-related activity. There is now consistent representation from adult and children services, as well as wider partner agencies, including health at all Channel meetings. Practitioners working with the family/ Channel nominee are additionally invited to the meetings.

### ***Use of legal interventions***

- 6.10.13 In September 2014 coordinated action between the SECTU and Brighton & Hove City Council (BHCC) demonstrated advances in the capacity of agencies to respond swiftly and effectively to young people understood to have been subject of attempts to radicalise them and persuade them to travel. Police intercepted a young person en-route to Turkey, who had been assisted to travel without parental consent. The young person was taken into police protection before reaching the airport. Urgent legal advice was obtained resulting in a successful application to make the young person a ward of the High Court, believed to be the first application of its type. This response recognised the risk, identified it as a safeguarding issue, generated prompt co-ordinated action so as to disrupt the plan for travel, and thereafter provided additional legal protection, including restrictions on travel sanctioned by the high court.

### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.10.14 Following the Ofsted inspection in 2015, Ofsted met with Brighton & Hove managers and practitioners and spoke of disseminating, as a good practice example, the model developed locally around the identification and prevention of young people at risk of travelling. Ofsted has not yet published this good practice report which was understood to be highlighting the fast and effective responses of Brighton & Hove to this newly identified area of work.
- 6.10.15 The response suggests a strong multi-agency environment in Brighton & Hove, able, once aware of risks, to adapt and provide an integrated approach across and within agencies.
- 6.10.16 This underlying desire to learn and respond to what happened is also demonstrated by the LSCB decision, following the death of sibling W, aged eighteen, to undertake an internal learning review . There was a wish by all agencies in the city to look at and learn from how they had worked with this young man and his family, so as to prevent further young people from travelling. Following the death of sibling X, given the fact that he was

under 18 at the time of his death, a decision was made to undertake a serious case review. To the knowledge of the review team, this remains the only serious case review that has been undertaken in response to the deaths of children who have gone to be part of wars abroad.

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

6.10.17 Home Office statistics<sup>36</sup> show that in the year up to March 2015 in Great Britain, there were 299 arrests for terrorism-related offences, an increase of 31% compared with the previous year and the highest number since data collection started in September 2001. In October 2015, of 800 people referred to Channel<sup>37</sup> the government's de-radicalisation programme in the UK, one third were under the age of 18.

6.10.18 This has led to a significant new area of safeguarding children. Because of the lack of knowledge to date and research of how to best deliver such services, local authorities and partner agencies have had to quickly adapt and create policies and processes that are child focused.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

6.10.19 The ability of the system to learn in response to newly identified risks to children's safety has been critical in the implementation of more robust processes. This has enabled measures being taken which have contributed to preventing other children from travelling, including the use of legal intervention. This has demonstrated the development of joint working processes and a greater understanding between social work teams, Prevent, SECTU and the police vulnerable person team.

#### **CONSIDERATIONS FOR THE LSCB**

6.10.20 There are no considerations for the LSCB arising from this positive finding.

### **6.11 FINDING 11**

**Does the multi-agency safeguarding system have the resources and strategies available to consistently help abused women and children from minority cultural backgrounds, if they fear that co-operating with statutory authorities could lead to the loss of support of their wider family and community?**

#### **HOW DID THE ISSUE MANIFEST IN THIS CASE?**

6.11.1 Initially the mother and children wanted the help of statutory authorities in 2010, when allegations were made about domestic and physical abuse. The mother co-operated with professional advice, moving from the family home with her children. However, despite bail conditions, professionals believe that the father continued to have contact with his wife and children, but the mother was not open about this. The police understood that this contact led to the children being pressurised into retracting their statements.

6.11.2 Whilst the mother and children were no longer living in the family home, and there were no further reports of physical violence towards her, it is likely that the coercion

and control aspects of domestic abuse will continue to have been a feature of family dynamics, compounded by the mother's social isolation and lack of alternative support. This context would have made it extremely difficult for the mother to be totally open and co-operate effectively with professionals, given the father's continued visits and involvement with the siblings, both before and during the period under review.

- 6.11.3 This could have been exacerbated by family and immediate cultural factors, which may have inhibited the mother from being able to speak openly and without fear: professional understanding was that she was unsupported by extended family members and by other members of the family's community. Moreover her husband's high status within that community, may have been another factor in discouraging her to speak openly. By protecting herself and her children, the mother may have lost her own community supports. Attempts to link the mother to other Muslim support groups ultimately failed, because the groups were either too far away, in London, or the mother did not wish to attend. The reasons for this are not known albeit one practitioner working with the family suspected she was worried that anything she said would be reported to the father.
- 6.11.4 The father himself, after some initial contact with social workers, declined to have contact or to access services to address his behaviour.

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.11.5 Practitioners spoke in the review of the lack of BAME specific services for victims and perpetrators of domestic abuse in Brighton & Hove; the services offered, such as those in London, will be too far for most parents.
- 6.11.6 The review team additionally questioned whether practitioners feel sufficiently confident in dealing with such sensitive issues with individuals from different cultures and beliefs, where there may be different attitudes to state intervention in family life.
- 6.11.7 An internal multi-agency case review in Brighton & Hove in 2016 addressed specific cultural issues and questions whether 'professionals in Brighton & Hove are sufficiently supported to work effectively with women and children experiencing domestic abuse (who don't recognise this as abusive because they see it as being culturally normal) where the perpetrators of the abuse use the issue of race and culture to threaten professionals?' In this context families may explain (and understand) the abusive behaviour as part of cultural and religious norms and practices, and professional intervention is interpreted as lacking respect for such cultures or of being racist.
- 6.11.8 Within particular cultures there may be even greater disincentives to being open about abuse within the family, as statutory intervention can risk the family's position within their own community. It is of note that at one of the meetings with representatives from the Muslim community, reference was made to the negative implications for victims who follow professional advice which results in breaking up the family; this could lead to the isolation of such victims from their community. The involvement of the Imam in supporting victims of domestic abuse was suggested as the way forward. However, without training around domestic abuse for Imams and other members of the mosque, there is a risk that victims of abuse may not be adequately protected from further harm.

## HOW PREVALENT AND WIDESPREAD IS THE ISSUE?

6.11.9 It is not known or evidenced how prevalent it is, either in Brighton & Hove or nationally, if professionals find it more challenging when trying to support children and families experiencing domestic abuse from particular communities.

## WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?

6.11.10 If fear of being isolated from wider support networks (as provided by extended families, communities and religious institutions) discourages abuse victims from seeking help, the risk of children continuing to be significantly harmed is increased.

**FINDING 11: Does the multi-agency safeguarding system have the resources and strategies available to consistently help abused women and children from minority cultural backgrounds, if they fear that co-operating with statutory authorities could lead to the loss of support of their wider family and community?**

### **CONSIDERATIONS FOR THE LSCB**

- Is there sufficient understanding of the different cultural factors that can influence the ability of professionals to intervene effectively in domestic abuse, and how victims may experience more difficulty speaking openly within some parts of society and within some cultures?
- Is the right infrastructure in place for the development of domestic abuse services able to meet the specific needs of the BAME communities in Brighton & Hove?
- Is there a need to engage directly with Imams and members of Mosques, to deliver training and consultancy around domestic abuse, child safeguarding and child protection? Will it be more effective for such provision to take place within the Mosque itself?

## 6.12 FINDING 12

**Do practitioners in Brighton & Hove have sufficient curiosity, knowledge and skills to explore the role of culture, identity, gender, religion, beliefs and potential divided loyalties experienced by some children and families?**

6.12.1 The impact of global events in recent years has led to the arrival in the UK, including Brighton & Hove, of families and unaccompanied children, some of whom have undergone traumatic events prior to their arrival. Many of these will have been forced out of their homes and environment, some will have suffered abuse and some torture, some will have witnessed atrocities and some will have lost close family and friends. They will have found themselves relocated to a different culture and possibly experiencing financial difficulties and hardships, along with the fact of, or threat of, hostile reactions from parts of the community in which they find themselves.

6.12.2 This finding concerns the challenges practitioners experience in understanding how to support children and families from such different cultures and countries, who may be subject to conflicting identities and political or religious loyalties. The links between the

search for identity and the potential risks of radicalisation can only be understood and recognised through such work.

- 6.12.3 This is especially significant in understanding adolescents, for whom the issue of identity is developmentally significant, especially if they perceive themselves as different to those around them. Difference can be for a variety of reasons, but when the young person or their family originate from another country, or if they belong to a minority group, such differences are more obvious. This can apply both to those who display overt signs of inner distress and those who seem to be functioning well in society.
- 6.12.4 In working with young people in these circumstances, practitioners and agencies need to be able to understand the:
- importance of getting information about family history and the need to access agency records in doing this
  - part that identity and belief systems play in the development of children and teenagers
  - wide ranging impact on children of mixed and conflicted internal and external identities

#### **HOW DID THIS MANIFEST IN THIS CASE?**

- 6.12.5 There was insufficient understanding of the history of the family as well as the role of identity, religion, culture, family and community in the lives of the children and their parents, including the existence or not of Islamist thinking (see 3.2.7). This was illustrated in the conversations held with practitioners as part of this serious case review, who reflected on what they realise now that they did not know, or did not pay enough attention to at the time:
- The family's history, including why they left their country of origin and the political links of the wider family: whilst this was known to Children's Social Work, this service was not involved for most of the period under review and youth offending staff did not access the background information.
  - Although all knew the religion of the family was Muslim, there was little knowledge or curiosity around which Mosque they attended, whether they were Sunni or Shia and the meaning of identity, religion and culture to each individual family member - accepting on face value that the boys were not observant in 2012 and so would not be attending the Mosque where the father was an important figure.
  - There was some awareness at the time that leaving the family home and making the allegations against father, was casting the family adrift, not just from the father, but extended family in Brighton & Hove (and abroad) and possibly the wider community to which they belonged - however, the impact of this on maternal ability to cope, on an adolescent need for identity and belief and on conflicted loyalties to family was less well understood or not acted upon.
  - Attempts were made to provide support from elsewhere for the mother via Arabic speaking groups; however, there were insufficient local resources and she did not feel able to make use of those that were there: according to a

practitioner this was because of her own conflicted (and misplaced) feelings of shame and her wish to focus on her sons' welfare.

- Lack of full understanding of the enduring impact of coercion and control issues associated with domestic abuse, which can persist even after the mother and children ceased to live with the father
- Lack of consideration of gender issues in the allocation of the case, and the advisability of a joint allocation to both a male and a female worker, so that if the mother preferred a woman this could be provided, and if the boys a man this could also be addressed
- There were attempts to allocate staff with an understanding of the culture, but local resources are limited in this respect
- All staff spoke of their limited understanding at the time of faith (including Islam) issues in general and of the safeguarding risk of radicalisation: two practitioners spoke of seeking out their own training on faith and Islam via a Mosque in another area
- Training that has been provided on the role of Prevent and the Channel Panel did not assist them in understanding what their own role in this should be

6.12.6 Following a succession of youth offending social workers, including duty cover, the autumn of 2013 saw the beginnings of the benefits to the Youth Offending Service restructure, and ability to recruit experienced and qualified social workers. This led to both siblings Q and W having consistent workers and identification of the need for a referral to CAMHS for Q in recognition of the impacts of early trauma as well as the need for work around identity and beliefs.

6.12.7 A skilled social worker and therapist from RU-OK<sup>38</sup>, experienced in working with young people with underlying identity conflicts, undertook individual and joint work with sibling Q. This saw the beginning, in early 2014, of a promising model of service delivery, with input from both male and female experienced and skilled social workers.

6.12.8 Whilst the issue of identity and beliefs is important in all work with adolescents, this case highlights the fact that this is not just an issue for young people who display overt behaviour problems, such as substance misuse or anti-social behaviour. Sibling P was highly regarded by all those with whom he had contact. Whilst it was known that he was organising activities in the gym at the rear of a place of worship, his presence re-assured staff in the community safety department of the local authority (when the school were concerned in 2013) about the involvement of young people in this activity (see finding 8).

6.12.9 It is now better understood that although P may not have displayed overt signs of inner conflict, like his siblings he had experienced childhood trauma and he was drawn to identification with global events, which led him to travel to Turkey and Syria. It is not known whether he initially went to be part of an aid convoy (as originally understood) or if his intention was always to be part of the fighting. His role in influencing his younger siblings to travel is also not known to the serious case review.

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

6.12.10 Many families and children manage to adapt to their new surroundings and thrive. However, there will be some whose past history, or current circumstances, will affect current parenting abilities. Some children may also find it more difficult to adjust and



show signs of disturbed behaviour, whilst others may not display their trauma and inner conflicts, appearing to function well.

- 6.12.11 For some adults and children the events in the world and the continuing struggles in their land of origin, or other places with cultural links, will be an extremely important part of their identity and their current lives. For some there will be identification with struggles and fighting abroad, and for a very small number a feeling that their duty is to be part of this.
- 6.12.12 Recent years have led to many changes in the world, especially in North Africa and the Middle East (see section 3). The impact on residents of the UK has been recent and is only being understood more widely now, since the recognition of the 'push' and 'pull' factors internationally for people to go and fight in Syria, usually with one of the various factions that oppose the Assad regime.
- 6.12.13 There has been longstanding recognition for practitioners to consider identity, religion, race and culture within assessments, as well as a history of training being provided on this. However, what is apparent speaking to staff as part of this review is that there are obstacles in doing this, partly through lack of knowledge of individual cultures, but also through a lack of confidence in knowing how to ask the right questions without being perceived as prying or being considered racist.
- 6.12.14 This can be particularly difficult if a family's previous experiences have made them wary of trusting officials, whether the professionals are in universal services, such as health and education, or in targeted services for those needing more support.
- 6.12.15 What is clear is that whilst practice is still developing in this field, practitioners involved with this family now recognise the need for universal services<sup>39</sup> to be more professionally curious about the history of families and children. Schools involved in this case review spoke of admission processes becoming pro-active in doing this, in one case involving a third sector organisation to routinely become involved when children arrive from abroad, so as to have someone skilled exploring the child's history and experiences.
- 6.12.16 The new adolescent 'pod' within Children's Social Work services aims to provide consistent relationships which may help this task, albeit the family in this case did have a consistent relationship with the FIP worker, but still did not speak openly about their past history. Key to this will be the ability of services to be able to engage young people.

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

- 6.12.17 Whilst the radicalisation of children into jihadism<sup>40</sup> in the UK is considered to be a new phenomena, Deeyah Khan's film *'Jihad, a story of the others'*<sup>41</sup> shows that this phenomena involving young people is not new, albeit the individuals in the film may have been young adults when they were radicalised. The film shows that for three generations, young people across Europe have fallen prey to extremist groups and fought, killed and died with mujahideen<sup>42</sup> movements from Afghanistan, Bosnia, and Kashmir, to Chechnya and Burma.
- 6.12.18 Khan speaks to a number of those who were involved in such wars in the past. Some describe childhood experiences of racism, abuse, victimisation and a lack of acceptance within their family and the wider society. One explains the attraction of jihadism in terms of 'unconditional acceptance' and another of providing 'family, understanding and belonging'. The feeling of having a 'raging anger', 'crisis of identity' and 'disaffection'

being replaced by a sense of 'heroism', 'fulfilling your duty' and fighting 'for the sake of Allah'.

6.12.19 Counter extremism expert and Imam, Alyas Karmani, who appears in the film, spoke in Brighton on 08.11.16 (at a screening of the film) of the underlying trauma common to those recruited into extremism. He referred to the identity issues for young people due to the conflict between their home and culture, and the culture of mainstream society. He spoke of teenagers at risk of being radicalised because they feel isolated in 'sexualised' British society, and resent not having the same freedoms of Western youths to have girlfriends and intimate relationships. Rather than it being primarily around being attracted to a particular ideology, some young people find this a way of dealing with their conflicting emotions, and underlying anger.

6.12.20 Work being undertaken at Kings College, London's International Centre for the Study of Radicalisation, provides insights into the psychology of radicalisation. Maher<sup>43</sup> states:

*'... strip away all the grievances and myriad individual triggers that might drive an individual to join an extremist group and you find underlying issues of identity and belonging.....'*

*... issues of identity have long been recognised as being central to radicalisation and are not unique to Muslims. Look at the jackboots of the English Defence League and Britain First, or their counterparts like Germany's far-right party, Pegida to get a sense of how others are moving towards violent — or at least confrontational — extremism.'*

*... The underlying ingredients are always the same: righteous indignation, defiance, a sense of persecution and a refusal to conform.'*

6.12.21 Whilst working with diversity and issues of identity and belief may not be new, the safeguarding risks of UK children (as opposed to adults) going abroad to fight in a war is newly identified. Brighton & Hove in common with other authorities is faced with the dilemma of how to work in this new global context.

6.12.22 This case has led to Brighton & Hove agencies identifying other children who may be at risk, focusing partly on peer group links. Some of the cohort identified were children who had converted to Islam and identified themselves with being 'victims'. In one case there was a white boy, who perceived that he had been subject to racism, saying to police they had arrested him because he was a Muslim and would not have done so if he had been white.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

6.12.23 Given the increasing diversity of the UK population, it is important that practitioners are professionally curious, and able to assess and identify any particular needs the family may have for support. This requires knowledge, confidence and skills in being able to explore people's history and the significance to them of their identity, culture and beliefs. Without this it is less likely that needs will be identified in a timely manner and more likely assessments flawed.

6.12.24 The chances of being able to build an effective relationship with children and families, requires attention to be paid to identity, culture and belief systems. For example, whilst this may or may not have applied in this particular case, some Muslim women may not wish to have a male social worker, or if they did so this could impact on their status

within their family or community. Similarly there will be some young men (who follow an orthodox Salafi doctrine) who would not wish to have to speak with a woman in such circumstances, and this could impact on the possibility of providing support and help to adolescent boys. The priority must centre on the children's welfare, which needs to be facilitated by allocation of staff best able to work with the family.

- 6.12.25 It is particularly important for practitioners in all services to be curious about history (and access agency records), to be comfortable speaking about identity, culture, race, belief and value systems and to identify when consultation is required about the need or not for referral for therapeutic services or for targeted services, including Prevent / Channel.
- 6.12.26 Practitioners need awareness of global events and consequent impact on different local communities, along with familiarity with risk indicators for radicalisation. However, it is important to be aware that the risk of radicalisation is not only apparent in terms of overt behaviour disturbance, but can additionally involve the apparently perfectly socialised young people as well as those from different cultures and backgrounds (including those from the far right politically).
- 6.12.27 If staff working with families do not understand the culture, background and influences on families it will be harder to be able to be sensitive to possible risks due to radicalisation and when necessary to challenge information provided by individuals.
- 6.12.28 Some of those who will be vulnerable to radicalisation will have no contact with specialist services. Consequently it is particularly important for universal services' staff to be equipped with the skills and confidence to understand identity and cultural issues.

**FINDING 12: Do practitioners have sufficient curiosity, knowledge and skills to explore the role of culture, identity, beliefs and potential divided loyalties experienced by some children and families?**

**CONSIDERATIONS FOR THE LSCB**

- What knowledge is there of the needs of the different cultures, religious and belief communities in Brighton & Hove and what this means when providing professional help to a family? How do new staff acquire knowledge on the cultural diversity of Brighton & Hove?
- How are staff supported to be curious about a family's life in another county or where they go when they are visiting family abroad?
- How can the LSCB facilitate agencies to equip staff, including managers, with knowledge, skills and training, including professional curiosity, so that they routinely consider cultural, identity and religious / belief issues from the first point of contact, including the collection of family history for new arrivals to Brighton & Hove?
- Is the important role of staff in universal services understood as having the prime role in exploring such issues with children and families?
- A common finding from serious case reviews is that practitioners do not access historical files to get an understanding on the context of presenting symptoms: how can this become a routine part of practice? Are there ways of working that could be put into place that make this a routine part of a practitioners approach to working with families? How does the system carry through professional curiosity and nurture it?

- Given the importance of building a relationship with alienated young people, is there sufficient consideration given to what factors need to be taken into account in selecting the allocated practitioners and the use of joint work within and across services? In particular are cultural and gender criteria considered routinely?
- Is the ethnic mix of staff in all agencies a reflection of the local population? If not should steps be taken to move towards this?
- How do we develop an understanding across services of children and young people's needs to support their identity and sense of belonging?

## 6.13 FINDING 13

**Brighton & Hove statutory agencies have insufficient knowledge about, and understanding of, local minority ethnic and faith community groups and how best to work together to safeguard children, including those at risk of exploitation of local children into radicalisation.**

- 6.13.1 Findings 7 and 13 address a research question for this serious case review (see 2.3.1): 'What further support and resilience-building could the community as a whole provide to support children and young people at risk of radicalisation?'
- 6.13.2 This finding looks at the extent to which statutory agencies work together with community groups and finding 7 considers the professional practice issues raised by those who did speak with the authors and members of the review team.

### HOW DID THE ISSUE MANIFEST IN THIS CASE?

- 6.13.3 In order to explore how statutory agencies and the community could better work together to support children vulnerable to exploitation into radicalisation, the lead reviewers sought to speak with representatives of the three Mosques in Brighton & Hove and with representatives of the community organisations. Two meetings were held with representatives of community groups and one with representatives of the Mosques, including two Imams. Some of the Mosque representatives were also representatives of community groups.
- 6.13.4 The meetings were intended as an opportunity to both explain what was emerging from the review, and seek ideas about how we can all work together to better support children and young people at risk of exploitation through radicalisation. To some extent this dialogue was started, as outlined in finding 7.
- 6.13.5 The independent lead reviewer at the first meeting observed that interaction between the community representatives and those members of the local authority present, tended at times to become an enthusiastic explanation of new initiatives by managers present, instead of a meaningful dialogue. The latter involves listening, and then exploring, the views and perceptions of the community representatives, even if this might surface areas of debate.
- 6.13.6 This perception of the dialogue was reinforced by comments made by the community group representatives at the first meeting:

- One repeatedly apologised for keeping on returning to the very important subject of low self-esteem (see finding 7), despite the fact that her/his contributions were highly relevant
  - Another, in response to being asked her/his views, said that s/he was uncertain if they had come to listen as opposed to give their views
- 6.13.7 At the next two meetings held the issue of whether or not community representatives felt 'heard' was further explored. We were told that there is a pressure of time on the few individuals who do try to meet with the statutory authorities. However it was felt that the community is not always 'kept in the loop' after being consulted, the local authority do not always come back and explain the outcome of discussions and their views are often not 'heard'.
- 6.13.8 In particular there is a perception that when racial harassment incidents are reported to statutory agencies, nothing is heard back of the outcome of the reports and there is little sense of things changing.
- 6.13.9 In discussion around the best way to have communication with the community, it was explained that the Brighton Muslim population is diverse, originating from a large number of countries. However, we were told that they all mix within the Mosques, and the Imams are the best point of contact, especially if meetings are held in the Mosque.
- 6.13.10 There was very positive feedback of the communication with community groups that takes place through 'One Voice', which developed in the wake of the boys disappearance and has continued meeting, at least quarterly. The aims include providing a conduit to alert statutory services of community tensions, to work together to respond to tensions, to give out clear messages that extremism will not be tolerated, to promote understanding across diverse cultures and faiths and provide a platform to respond to the ongoing concerns of radicalisation of young people.

#### **HOW DO WE KNOW IT IS AN UNDERLYING ISSUE AND NOT SOMETHING UNIQUE TO THIS CASE?**

- 6.13.11 Whilst the local authority does liaise regularly with community groups, in a variety of ways, it is not clear whether or not BAME community members feel they are listened to and heard, as opposed to consulted about various policy and service developments. It is of note that some of those present at the meetings made a point about it being good to be 'listened to'.
- 6.13.12 Managers participating in the review have also reflected that in the past there has been insufficient recognition of the needs and views of the BAME communities as a whole. A senior manager, with experience of working in other cities, described the relative lack of communication between statutory agencies and Mosques in Brighton. The reasons for this are not well understood, but thought to be linked with the small size of the BAME population in Brighton & Hove as described in section 3.4, and consequent lack of experience of statutory agencies .

#### **HOW PREVALENT AND WIDESPREAD IS THE ISSUE?**

- 6.13.13 The extent to which this is a widespread issue is not known by the review team. However anecdotal comments made by those who have worked in other areas and regions of the UK indicate that in some places where there has been a longer history and/or larger numbers of members of ethnic and/or faith minorities, experience

developed over time has enabled better practice to develop in communicating, consulting and in particular listening to the needs and views of minority groups.

6.13.14 Nationally, there has been debate around the role of Prevent and the way it has been implemented (see finding 7). As part of this response, some Muslim community groups have expressed frustration that the government is not listening to feedback from Muslim communities and a need to rethink the methodology of the Prevent agenda. This may be an indication of the more widespread ways of insufficient listening to the communities about the best way to achieve the aims of Prevent.

#### **WHY DOES IT MATTER? WHAT ARE THE IMPLICATIONS FOR THE RELIABILITY OF THE MULTI-AGENCY CHILD PROTECTION SYSTEM?**

6.13.15 There is an increased recognition of the safeguarding concerns for young people who are exploited into radicalisation. It is also identified that the Muslim community itself may be in the best position to advise government and local authorities on how best to protect their children who may be vulnerable to such exploitation. To do so it is vital that community groups are provided with an opportunity to not just be consulted by policy makers, but to have their views heard. This should enable more effective collaborative work to devise and implement the most effective means of supporting children and minimising the risk of them being vulnerable to exploitation.

**FINDING 13: Brighton & Hove statutory agencies have insufficient knowledge about, and understanding of, local minority ethnic and faith community groups and how best to work together to safeguard children, including those at risk of exploitation into radicalisation.**

#### **CONSIDERATIONS FOR THE LSCB**

- How best to engage with Muslim communities in Brighton & Hove so as to facilitate their voices *being heard and taken into account* in the development of policies and services to support children who may become vulnerable to becoming exploited through radicalisation?
- To consider how to engage local Mosques in discussion of how best to support children and safeguard them from exploitation through radicalisation
- To consider how best to engage local Mosques in the work of the LSCB

## 7 CONCLUSIONS

- 7.1.1 The discovery that young people from Brighton & Hove had travelled to join the conflict in Syria and then get killed in the war has had a major impact on the understandings of the risks posed to children through exploitation into radicalisation. This has led to changes in systems and processes in the way such concerns are referred and assessed, with responsibility for this resting initially with the MASH. Closer working relationships and processes between safeguarding and Prevent and Channel processes were implemented from 2014. Recently, in line with the emerging findings from this review, the Head of Safeguarding, (a member of the review team for this serious case review) has taken over as the Channel Panel chair.
- 7.1.2 There was no knowledge amongst practitioners that the siblings were at risk of travel. This represents the real challenge for professionals in being able to identify children that are being exploited into radicalisation, especially in the context of the role the internet plays in accessing children and encouraging secrecy. The findings of this review relate mainly to the challenges for professionals in being able to provide effective help and support to children who have suffered trauma in their early childhood. These are the children that are more likely to be vulnerable to all types of exploitation and/or becoming involved in various risk taking anti-social behaviour. The impact of the adolescent search for identity, for some, can mean that vulnerability to exploitation through radicalisation is a particular risk, and may affect a broad range of young people, not just those whose behaviour already indicates that they are vulnerable.
- 7.1.3 The review has identified also the need for practitioners to have a greater understanding of, and curiosity about, the role of culture, identity, gender, religion and beliefs on children and the potential impact this can have on adolescent's self-esteem. There remains a need to support staff to be able to have the necessary tools, skills and knowledge to address these issues.
- 7.1.4 Since 2014, there has been a major restructuring of adolescent services and there is a need to consolidate this progress to be able to provide a holistic and flexible service, able to meet children's needs at the time when they are accessible. Integral to this is the urgent requirement to be able to provide therapeutic services for those who have suffered, or continue to suffer, trauma. Again such a service needs to be flexible, accessible and part of the entire adolescent offer.
- 7.1.5 There has been considerable efforts to engage with Mosques and community groups in the City, especially since 2014. This has resulted in some good communications and consultations, especially in relation to One Voice. However, this review indicates that there remains considerable work to develop more effective partnership working between statutory agencies on the one hand and the Mosques and Muslim community groups on the other.

## APPENDIX: REVIEW TEAM MEMBERSHIP

The review team consisted of the agency representatives listed in the table below, working closely with the three lead reviewers and independent consultant identified in 2.4 of the main report.

7.2 ROLE	7.3 AGENCY
Head of Safeguarding, Families, Children & Learning	Brighton & Hove City Council
Integrated Team for Families Manager	Brighton & Hove City Council
Head of Community Safety	Brighton & Hove City Council
Head of Behaviour & Attendance	Brighton & Hove City Council
Principal Lawyer	Brighton & Hove City Council
Head of Temporary Accommodation & Allocation,	Brighton & Hove City Council
Head Of Service (Assessment, Rehabilitation & IOM)	Kent, Surrey & Sussex Community Rehabilitation Company
Child Protection & Safeguarding Manager	Sussex Police
Inspector, Sussex Police, Force Counter Terrorism Intelligence Unit	Sussex Police
Senior Probation Officer & NOMS Probation Counter Terrorism Lead (S&E Region)	National Probation Service
Designated Nurse	Brighton & Hove CCG



## GLOSSARY OF TERMS

BAME	Black and Asian Minority Ethnic Groups
BHCC	Brighton & Hove City Council
CAMHS	Children & Adolescent Mental health Services
Child in Need plan	A child in need plan is drawn up following an assessment which identifies the child as having complex needs and where a coordinated response is needed in order that the child's needs can be met.
Child Protection plan	Where a Child Protection Conference determines that a child is at continuing risk of Significant Harm, a multi-agency Child Protection Plan is formulated to protect the child. A Core Group of professionals, including the Lead Social Worker, are responsible for keeping the Child Protection Plan up to date and co-ordinating inter-agency activities within it.
FIP	Family Intervention Project
MASH	Multi-agency Safeguarding Hub
MOPG/1	The previous term used prior to SCARF (see below)
RU-OK	Young Peoples (under 18) Substance Misuse Service
RISE	Service for Victims of Domestic Violence and Abuse
SCARF	The SCARF (Single Combined Assessment of Risk Form) is a risk assessment completed by the police and sent to MASH when a child has come to the attention of the police
SECTU	South East Counter Terrorism Unit
YOS	Youth Offending Service
s.47, Children Act 1989	Section 47 of the Children Act 1989 provides the legal duty on local authorities to undertake a child protection enquiry whenever there is 'have reasonable cause to suspect that a child who lives, or is found, in their area is suffering, or is likely to suffer, significant harm,'
s.115, Crime and Disorder Act 1998	Any person may disclose information to a relevant authority under Section 115 of the Crime and Disorder Act 1998, 'where disclosure is necessary or expedient for the purposes of the Act (reduction and prevention of crime and disorder)'. [11] 'Relevant authorities', broadly, are the police, local authorities, health authorities (clinical commissioning groups) and local probation boards

## ENDNOTES

1. Fish, Munro & Bairstow; Learning Together (SCIE 2008)
2. Radicalisation is defined as children and young people who are at risk of being *drawn into extremist or terrorist related activity*
3. [www.scie.org.uk/children/safeguarding/case-reviews/learning-into-practice-project/files/lipp-project-report.pdf](http://www.scie.org.uk/children/safeguarding/case-reviews/learning-into-practice-project/files/lipp-project-report.pdf)
4. [www.bbc.co.uk/news/world-middle-east-18048033](http://www.bbc.co.uk/news/world-middle-east-18048033)
5. [www.bbc.co.uk/news/world-middle-east-16047709](http://www.bbc.co.uk/news/world-middle-east-16047709)
6. [www.bbc.co.uk/news/world-middle-east-16047709](http://www.bbc.co.uk/news/world-middle-east-16047709)
7. Guidance for specified authorities in England and Wales on the duty in the Counter-Terrorism and Security Act 2015 to have due regard to the need to prevent people from being drawn into terrorism (HM Government 2015)
8. Section 5 of the Roots of Radicalisation, Volume 1, House of Commons, 2012
9. [www.bbc.co.uk/news/world-middle-east-24856553](http://www.bbc.co.uk/news/world-middle-east-24856553)
10. <http://www.bbc.co.uk/news/uk-25022097>
11. The serious case review into the case of a mother who killed herself and her disabled daughter after suffering years of harassment from a local gang (Leicestershire and Rutland Safeguarding Adults Board, 2008)
12. The community trigger is the term generally applied to the response to complaints section of the anti-social behaviour, crime and policing act (2014); this enables victims to **REQUIRE** agencies to carry out a review of their response to the anti-social behaviour they reported, if they feel they did not get a satisfactory response
13. C A Vincent, Analysis of clinical incidents: a window on the system not a search for root causes (2004)
14. [www.scie.org.uk/publications/ataglance/ataglance01.asp](http://www.scie.org.uk/publications/ataglance/ataglance01.asp)
15. The Brooke Serious Case Review into Child Sexual Exploitation, (March 2016) [www.bristol.gov.uk/documents/20182/34760/Serious+Case+Review+Operation+Brooke+Overview+Report](http://www.bristol.gov.uk/documents/20182/34760/Serious+Case+Review+Operation+Brooke+Overview+Report)
16. Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F (OSCB 26.02.15) [www.oscb.org.uk/wp-content/uploads/SCR-into-CSE-in-Oxfordshire-FINAL-FOR-WEBSITE.pdf](http://www.oscb.org.uk/wp-content/uploads/SCR-into-CSE-in-Oxfordshire-FINAL-FOR-WEBSITE.pdf)
17. Hounslow Safeguarding Children Board, Anita B serious case review, September 2016
18. See The Brooke Report into Child Sexual Exploitation, Bristol LSCB, March 2016

19. How safe are our children? NSPCC, 2015
20. That difficult Age: Developing a more effective response to risk in adolescence. RIP, 2014
21. That difficult age: developing a more effective response to adolescence .RIP, 2014
22. Working Together to Safeguard Children, DfE 2013 and 2015
23. MASH is the multi-agency safeguarding hub, where contacts are screened to determine further action required, and the agency / agencies responsible for this
24. The SCARF (Single Combined Assessment of Risk Form) is a risk assessment completed by the police and sent to MASH when a child has come to the attention of the police
25. Digital Dangers, Barnardos 2015
26. 'How Radicalisation Happens' Silke and Brown, November 2015 (appendix to Judgement in London Borough of Tower Hamlets v B [2016] EWHC 1707 (Fam))
27. A. Kule and Z. Gül, 'How individuals join terrorist organizations in Turkey: An empirical study on DHKP-C, PKK, and Turkish Hezbollah', The Global: A Journal of Policy and Strategy, Vol.1, No.1 (2015), quoted by Silke and Brown *ibid*
28. [www.brookings.edu/~media/research/files/papers/2015/03/isis-twitter-census-berger-morgan/isis\\_twitter\\_census\\_berger\\_morgan.pdf](http://www.brookings.edu/~media/research/files/papers/2015/03/isis-twitter-census-berger-morgan/isis_twitter_census_berger_morgan.pdf) (accessed 00:51 – 12/06/2016)
29. Safe and Well at School Survey 2015, Public Health Schools Programme
30. [www.theguardian.com/uk-news/2016/oct/19/muslim-council-britain-set-up-alternative-counter-terror-scheme](http://www.theguardian.com/uk-news/2016/oct/19/muslim-council-britain-set-up-alternative-counter-terror-scheme)
31. Guidance for specified authorities in England and Wales on the duty in the Counter-Terrorism and Security Act 2015 to have due regard to the need to prevent people from being drawn into terrorism (HM Government 2015)
32. <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/home-affairs-committee/countering-extremism/written/27920.pdf> (January 2016)
33. London Borough of Tower Hamlets v B [2015] EWHC 2491 (Fam)
34. [www.westsussexscb.org.uk/wp-content/uploads/WSSCB-SCR-report-01-04-14.pdf](http://www.westsussexscb.org.uk/wp-content/uploads/WSSCB-SCR-report-01-04-14.pdf)
35. Multi-agency Safeguarding Hub
36. Operation of police powers under the Terrorism Act 2000 and subsequent legislation: Arrests, outcomes and stop and search, Great Britain financial year ending 31 March 2015, statistical bulletin 04/14, Home Office, September 2015.
37. Operation of police powers under the Terrorism Act 2000 and subsequent legislation: Arrests, outcomes and stop and search, Great Britain financial year ending 31 March 2015, statistical bulletin 04/14, Home Office, September 2015.
38. Ru-ok? is a young people's substance misuse service in Brighton & Hove

39. Universal services refers to those services provided to all children e.g. schools, health visitors, school nurses, GPs
40. **Jihadi**, or jihadist, refers to a person who believes that an Islamic state governing the entire community of Muslims must be created, and that this necessity justifies violent conflict with those who stand in its way
41. Deeyah Khan's film '*Jihad, a story of the others*' <http://fuuse.net/jihad-a-story-of-the-others/> 2016
42. Mujahideen are Muslim guerrillas who engage in Holy Jihad Some people call Mujahideens terrorists some people call them freedom fighter
43. '*The roots of radicalisation? It's identity, stupid,*' Shiraz Maher, Senior Research Fellow, Kings College, published in The Guardian 2015

**Learning & Improvement Report**  
**Brighton & Hove Local Safeguarding Children Board Response**  
**to Siblings W and X Serious Case Review**



This Serious Case Review was commissioned to support the identification of the strengths and gaps in multi-agency responses, in the city of Brighton & Hove, to vulnerable adolescents at risk of exploitation through radicalisation. It concerns two siblings, W and X, who originated from a country in North Africa / Middle East and received services from our local agencies. Both siblings travelled to Syria aged under eighteen years old and both are reported to have died in 2014, the elder soon after his eighteen birthday and the younger at age seventeen. It was understood that the boys were with the Al-Nusra Front, which in 2013 pledged allegiance to Al Qaeda.

In May 2014 I commissioned a Learning Review following the reported death of the eighteen year old sibling - W. He had gone to Syria with a sibling (sibling X) and a friend to join his elder sibling (P). At this time it was my view that the case did not meet the criteria for a Serious Case Review, as W was an adult when he died, but I commissioned a Learning Review in view of the fact that he was a child when he travelled and also because the risks to young people of radicalisation had become a concern in Brighton & Hove. When sibling X died in Syria in October 2014, aged seventeen, I requested that the Learning Review be halted and appointed an independent lead reviewer to work with internal reviewers on a full Serious Case Review. Whilst the mandatory criteria for a Serious Case Review were not fully met, I felt such an approach would provide a robust framework by which to maximise learning.

The purpose of a Serious Case Review is to conduct “a rigorous, objective analysis of what happened and why, so that important lessons can be learnt and services improved to reduce the risk of future harm to children,” (Working Together to Safeguard Children, 2015).

The review covers the period of January 2012 – October 2014, a time in which Syria had descended into civil war and, in both Syria and Iraq, sectarian violence had become rife. This unrest enabled the rise of Jihadist groups across the Middle East and North Africa. During the timeframe under review professionals across the UK were working to the June 2011 Prevent Strategy and following the non-statutory guidance regarding the Channel strand issued to Police, Local Authorities and partners in 2012.

Brighton & Hove Local Safeguarding Children Board (LSCB) fully accepts the findings of this Serious Case Review and is committed to taking the learning forward to better safeguard children in the city. This Learning & Improvement Report sets out the formal response of the LSCB to the findings and learning identified through this review. It provides key information about the process and its purpose and also gives an overview of how it was conducted and who was involved. Most importantly it sets out the learning for the LSCB as the partnership responsible for ensuring that joint working arrangements to protect children are effective.

This has been a complex and large scale review spanning a number of years. From the outset it was clear that this review warranted a participative approach with an emphasis upon professional, family and Black Asian Minority Ethnic (BAME) community involvement. Unfortunately, attempts to involve family members, at different stages in the review, proved limited and it was only in the latter stages of the review that reviewers were able to partially achieve this. Representatives of community organisations were invited to meet with the reviewers to provide their perceptions on how children can be better protected from exploitation into radicalisation. The reviewers also met with representatives from mosques who provided valuable input to further develop findings. Reflections on working effectively with minority ethnic and community groups are explored more fully in the report and form the basis of a number of the review’s key findings.

Thirty-eight practitioners (both current and ex-members of staff) who worked with the siblings and their family contributed to the review, reflecting on their experiences and safeguarding practices. Facilitating the involvement of this number of staff was a considerable undertaking. The review also benefited from the perceptions of representatives from community organisations about how children can be better protected from exploitation into radicalisation. The mother of another other young person who travelled,

also contributed her perspective on the background experiences which can make young people more susceptible to being exploited into extremist ideology.

Supporting the process was a review team comprising senior managers from involved agencies, who met with lead reviewers, providing necessary context on organisational policies and practice as information was shared. The breadth of the review, together with some emerging necessary information-handling restrictions, contributed to the extended timescale of this review. The review required three lead reviewers as well as an experienced cultural advisor. He participated as part of the review team in the data collection stages of the review as well as providing feedback and agreeing the report. Additionally, he advised at all stages on cultural matters, contacted family and mosques, provided information and drafted part of section 3 of the report.

The review I commissioned has reflected upon:

- The effectiveness of current policies and procedures across local and national agencies within Brighton & Hove in identifying children and young people at risk of radicalisation<sup>1</sup>
  - a) how well they enable understanding of any safeguarding implications and
  - b) how well they provide a framework to identify, assess, manage and review any safeguarding risk.
- What we can learn about the links between radicalisation, familial and personal experiences and vulnerabilities that would help increase awareness of the issue and support staff and managers to recognise and respond to risk.
- The confidence within our partner agencies and staff to understand the issues around radicalisation, including whether they have the tools, skills and knowledge to address it, alongside having the confidence to engage in conversations with young people and their families about their culture, attitudes and beliefs.
- What further support and resilience-building the community as a whole could provide to support children and young people at risk of radicalisation.

The heart of this review examines the siblings and their family's experiences. This includes their experience of being subjected to racist and religiously motivated abuse and attacks, domestic abuse and physical abuse. The review also considers the youngest four siblings' involvement in anti-social and criminal activities. It evaluates the professional practice and services offered to the family.

It is important to make clear that the review has found that prior to the siblings travelling, the national intelligence and threat assessment did not suggest that young people were travelling abroad to fight, nor did local professionals identify that the siblings were at risk of being vulnerable to radicalisation or at risk of travelling to join fighting abroad. Many findings relate to the challenges for professionals to provide effective help and support to those children who have suffered trauma in their early childhood. Such trauma can provide the context for children becoming vulnerable to exploitation as well as becoming involved in various risk taking and anti-social behaviours.

All professionals who provided services to the siblings and their family met to consider reflect on and debate what happened. They have identified some practice that could be improved, believing it possible that, if managed differently, it may have had a more positive influence.

It is recognised that some themes or issues appear in more than one finding. This Learning & Improvement Report should be read in conjunction with the full report. These documents seek to demonstrate and support the transparent and objective approach all parties have taken to looking at and learning from the tragic circumstances that lead to the death of these two siblings.

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<sup>1</sup> Radicalisation is defined as children and young people who are at risk of being *drawn into extremist or terrorist related activity*

This serious case review has identified 13 findings. These findings have been grouped into the following priority areas:

- **Priority Area 1: Working with trauma** (Finding 1)
- **Priority Area 2: Working with high risk adolescents** (Findings 2,3,4,5)
- **Priority Area 3: Working with children vulnerable to radicalisation** (Findings 6,7,8, 9,10)
- **Priority Area 4: Working with minority ethnic groups** (Findings 11,12,13)

Actions arising from this review are being monitored by the Brighton & Hove LSCB's Case Review Subcommittee with progress reported to the Board.

Graham Bartlett  
Independent Chair  
Brighton & Hove Local Safeguarding Children Board

## 1.0 Priority Area 1: Working with Trauma (Finding 1)



**Finding 1: Professionals do not have effective ways to intervene in families who have suffered long standing trauma: in such circumstances, the risks of young people being vulnerable to exploitation increases.**

*[This finding is closely linked to finding 4 concerning adolescent risky behaviour, which may also be associated with the impact of early trauma.]*

*This finding is also linked with finding 11 which considers the specific impact of such trauma in relation to domestic abuse experiences within the family and the need for professionals to understand additional cultural complexities.]*

### Board Response to Finding 1: Unresolved trauma & distrust of statutory services

- 1.1 Childhood trauma is an important public health concern, with adverse childhood experiences being one of the strongest predictors for difficulties in future life.
- 1.2 The Board accepts this finding and acknowledges challenges for professionals when working with children and families who are disengaged from professionals, particularly in the context of the family's experience of unresolved trauma. We understand that if a family's experience of services has not been perceived as being able to protect them or resolve particular problems, this is likely to contribute to a lack of trust in the ability of professionals to be able to effectively safeguard in the future.
- 1.3 At the start of the timeframe under review, the children in the family were aged twelve to seventeen years old. Agency records show that the family had been subject to a long history of contact with agencies. What the review has not been able to determine is whether anyone working with the family fully understood their life experiences. The mother spoke to reviewers of the trauma for the whole family, of the changes in their lives brought about by political events in their home country and the impact of leaving an educated high status section of society and moving to Brighton where they suffered from racism. Whilst the mother did not describe feeling any lack of trust or faith in practitioners, she did acknowledge that the impact of her family living with threats to their safety was traumatic. Comments made in media reports, in agency records and by other members of the community suggest that by January 2012 the children may have been feeling distrust in the ability of local professionals to help to them. The lack of any prosecution may have left the children feeling that the authorities were unable to protect them.
- 1.4 The Board acknowledges that developing a trusting relationship with families is vital but that it can be difficult to overcome entrenched defence mechanisms in families who have learnt to be self-sufficient and not disclose abuse. We recognise that children who have been abused and victims of domestic abuse are more likely to be vulnerable to further risk and harm. The Board agrees that early identification of the risk of trauma is key; once children reach adolescence it can be more difficult for professionals to intervene and so therapeutic services need to be offered at a much earlier stage to children and parents.
- 1.5 The Board is exploring how the safeguarding partnership collectively intervenes to provide co-ordinated and responsive therapeutic support to children who have experienced, or who are at risk of experiencing, trauma. So far the Board has learnt:
  - At present, one commissioned community and voluntary service provider uses a trauma informed approach and Public Health have a joint contract with housing for vulnerable young families that similarly uses a trauma informed approach. Other commissioned services adopt this ethos in terms of service delivery.
  - A Schools Wellbeing Service team located within Brighton & Hove Inclusion Support Service has been established by the Brighton & Hove Clinical Commissioning Group (CCG) with Public Health and Children's Services in the Local Authority. The aim of the service is to improve schools' approach to mental health and wellbeing. The service helps schools build their own capacity to identify and support young people.



This is achieved through a whole school approach, identifying needs within the school and offering short-term interventions.

- A mirror service has been commissioned by the CCG from 1 June 2017. The Community Wellbeing Service provides a single point for mental health referrals, including those for Specialist Child and Adolescent Mental Health Services (CAMHS) and supports children and young people with mild to moderate mental health needs through 1:1 and group work interventions. This provides children and young people in Brighton & Hove with increased access to therapeutic interventions.
- The CCG has worked with Sussex Partnership NHS Foundation Trust (SPFT) to re-design Specialist CAMHS (Tier 3 CAMHS) ensuring the service is able to offer:
  - Assertive outreach; engaging children and young people more proactively to ensure they seek help and engage with treatment;
  - Increasing access and choice of environment that will be more child/ young people-friendly and provide the service in a place that suits the child/ young person;
  - Improved access to services by reducing the waiting times for assessment and treatment, including improving the urgent response;
  - Specialist mental health practitioners working alongside the Community Wellbeing Service (triage), the Schools Wellbeing Service, GPs and Social Care; and
  - Improved mental health response to vulnerable children and young people, building a team around the child with mental health being embedded within Local Authority Teams, Youth Offending Service, Looked After Children and Substance Misuse.
- The CCG also commissions a specific therapeutic trauma pathway for young people aged 14 years and above, provided by a partnership of SPFT, Rise, Mankind and Survivors Network. The overarching aim for the service is to reduce levels of distress, depression and self-harm amongst young people over 14 and adults who present with trauma reactions and trauma related symptoms and experiences, Post-Traumatic Stress Disorder (PTSD) and complex PTSD.
- The local authority introduced a relationship-based model of social work practice in 2015. This requires social workers to take an approach which is informed by an understanding of trauma and which combines directness, honesty and consistency to ensure their relationships can be therapeutic and reparative. Social workers are offered training in trauma-informed approaches.

1.6 The Board has used this finding to build on and strengthen the LSCB Safeguarding Adolescents training offer. This is to support practitioners to have the knowledge, resources and skills to develop relationships with young people whose previous experiences have led them to be alienated from society and/or disengaged with services.

1.7 Going forward, the Board wants to further support practitioners to identify and support older children who are suffering from early childhood trauma.

## 1.8 ACTIONS

1. The Board to continue to seek an update on emotional health and wellbeing provision within the city and the capacity to meet identified need, across early intervention and specialist services.
2. The Board, with partners, to develop training to support the understanding of the impact of early childhood trauma, to include the impact of PTSD and the understanding of neuro-science and the impact of early childhood trauma upon brain development.
3. The Board to seek assurance that agencies identify trauma in families effectively and refer appropriately to services to address this.
4. The Board to seek assurance that multi-agency arrangements regarding complex and “hard to engage” families are robust and that services respond flexibly to the identified needs and address the impact of trauma.

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## 2.0 Priority Area 2: Working with high risk adolescents (Findings 2,3,4,5)



**Finding 2:** Does the recent expansion of child protection processes to cover adolescents at risk of Child Sexual Exploitation or exploitation into radicalisation, adequately cover other types of adolescent risk of harm, such as that associated with truancy and involvement in anti-social, criminal or risky behaviour?

### Child Protection & Safeguarding Adolescents

- 2.1 The report draws on the fact that traditionally the focus of the child protection system has been on parenting capacity and the safety and wellbeing of younger children. The more recent focus on child sexual exploitation has led to the increasing recognition of adolescent neglect as a safeguarding issue, particularly when it contributes to the risk of child sexual exploitation and, more recently, to radicalisation.
- 2.2 This finding has helpfully highlighted to the Board some current ‘blind spots’ in how agencies view and respond to behaviours of adolescents. It talks to a broad range of behaviours that some young people are involved in locally, which can expose them to harm and which could be related to vulnerabilities caused by earlier life experiences and/or parenting issues. The Board accepts that without early intervention there is an increased risk that children may become vulnerable to being exploited in a variety of ways, including through radicalisation.



**Finding 4:** In working with adolescents there can be a pattern of reactive crisis management as a means of handling the relentless stream of incidents; this minimises the likelihood of reflective thinking and analysis necessary to understand and tackle the root causes of the behaviour.

*[This finding is linked to finding 1 about professional helplessness in the face of parents and children who are unwilling or unable to be able to make effective changes due to underlying trauma]*

### Adolescents & Reactive Crisis Management

- 2.3 Adolescence is a time of change. A powerful combination of biological, psychological and social changes make adolescents more likely to engage in risk-taking behaviours than young children or adults, and these changes contribute both to opportunities for healthy growth and the risk of

negative outcomes (Calkins, 2010<sup>2</sup>). This finding addresses professional helplessness in response to a constant stream of incidents requiring immediate attention.

- 2.4 One of the notable features of this case was that prior to the review period, the siblings engaged with youth services, attended some activities and engaged with practitioners, disclosing they were suffering physical abuse. However, by the time of the period under review, the four youngest siblings had become increasingly hard to engage. As mentioned earlier, part of the explanation for this is likely to relate to family members' own history and experience of earlier professional involvement (finding 1). However, the lifestyle of the four youngest siblings was also a feature. This involved frequently being out until the early hours of the morning; returning home with friends; missing school; involvement with other young people in group anti-social and criminal behaviour (including violent offences against others): substance misuse and suspected drug dealing.
- 2.5 Professionals were unable to progress work with the family and instead found themselves responding to constant incidents. The Board understands that difficulties meeting with the siblings contributed to challenges in being able to develop a relationship based intervention, as well as reflective thinking and analysis.

### **Board Response to Finding 2: Child Protection & Safeguarding Adolescents & Finding 4: Adolescents & Reactive Crisis Management**

- 2.6 The issue of how to safeguard adolescents involved in risky behaviour is not restricted to Brighton & Hove, but is common to most areas of the country.
- 2.7 As a result of the findings 2 and 4, the LSCB has reflected on current strategies for working with adolescents and whether they provide sufficient intervention to be able to safeguard young people who may be particularly vulnerable to exploitation. The Board agrees that the risk of harm for such adolescents is a clear safeguarding concern and that, since 2015, steps have been taken across the multi-agency partnership to improve responses to this. These include:
- The establishment of clear pathways for children identified as being at risk of exploitation into violent extremism into the Front Door for Families and Channel Panel. This process is supported by Brighton & Hove being part of the Dovetail Project, a Home Office initiative that places a Channel Co-ordinator within the Local Authority rather than with Police Prevent services.
  - Exploitation awareness raising training provided for staff across the partnership.
  - Sussex Police leading on the delivery of safeguarding training around violent extremism for Front Door for Families' professionals.
- 2.8 With regards finding 4, the Board acknowledges that the way services were delivered to the family unintentionally became an obstacle to developing a relationship with the family as a whole. Adolescents, particularly boys, are much less likely to ask for help than younger children and the Board believes that building relationships of trust is essential for successful intervention.
- 2.9 Since the start of this review there has been considerable development of Brighton & Hove children's social work services, including for adolescents. In 2015, the local authority introduced relationship-based practice as part of a whole-systems change. The key principles behind this model include continuity and consistency of relationships between social workers, teams and families. As part of the new model a specialist adolescent pod was introduced and an Extended Adolescent Service (EAS) developed in recognition of the specific and high risks faced by adolescents. The Adolescent Pod Social Workers carry lower caseloads and EAS workers are able to provide support out of traditional hours. Such changes have been made in recognition of the difficulties of working with adolescents with multiple needs including high levels of vulnerability, risk taking behaviours and complex behavioural issues.

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<sup>2</sup> First published: 8 March 2010. Psychobiological models of adolescent risk: Implications for prevention and intervention; Calkins. Susan.

- 2.10 Learning from this review has informed the development of a LSCB Safeguarding Adolescents training course. Consideration is currently being given to the development of an Adolescent Board within the city, to support and inform multi-agency working and commissioning with high risk and vulnerable young people. It is proposed the Adolescent Board will deal with all aspects of adolescent work from teenage pregnancy, drug and alcohol issues, mental health provision, offending behaviour, child sexual exploitation etc. This is to ensure that all strategies, services and approaches for adolescents are joined up. Reporting to the Adolescent Board, it is proposed that a multi-agency operational group will review the young people identified at highest risk in the city. This will include those who are struggling to engage with services.

## 2.11 ACTIONS

1. The Board to evaluate the work of the Adolescent Board, once established, and the multi-agency response in meeting the needs of high risk adolescents.
2. The Board to continue to develop and evaluate LSCB Safeguarding Adolescents training offer.
3. The Board to seek assurance that the High Risk Operational Group, once established, is improving outcomes for adolescents.



**Finding 3:** The current child protection processes distinguish between children who are missing in the UK and those who are suspected of being missing abroad; as a consequence the potential positive strategy involved in the formulation of a child protection plan is not provided for those who are suspected of being abroad.

### Board Response to Finding 3: Missing in UK vs Missing Aboard

- 2.12 When it was recognised that children in Brighton & Hove may be at risk of travelling to Syria, initial child protection conferences were held on each child identified. This did not, however, include young people who were already missing, thought to be abroad and already in Syria. The Board agrees that if children who go missing abroad are not subject to the same child protection processes as children missing in the UK, and the investigation is left entirely to the police and the authorities of the country where the child is suspected of being, there may be a potential loss of both information and potential strategies to protect the child.

## 2.13 ACTION

1. The Board to seek clarification from the Government regarding expectations of notifying and the working arrangements between local authorities, the Government and counter terrorism agencies when children thought to be at risk of exploitation, are missing abroad.



**Finding 5:** The systems of collecting and sharing data about young people who come to police attention, in Brighton & Hove, do not consistently provide all relevant information to practitioners so as to assess, identify and address safeguarding needs.

### Board Response to Finding 5: Information Sharing & Agency Perception of Relevant Information

- 2.14 Information sharing about young people who come to police attention has been found to be lacking. This is attributed to a systems issue which, at the time under review, prevented the full details of known or suspected criminal involvement being fully shared. More robust interventions within the criminal justice system, either through prosecution or closer monitoring by the Youth Offending Service, which was experiencing its own difficulties at the time, may have resulted in safeguarding concerns being considered at an earlier stage.

- 2.15 In this case there seemed to be differing views or perceptions of the siblings. Some professionals, including social workers and youth offending officers, held a view that the younger male children in the family were victims of racism and this had led them to retaliate and get involved in anti-social behaviour and minor criminality. On the other hand information held within police systems depicted them as being suspected of involvement in aggressive and violent offences.
- 2.16 The issue of information sharing regarding young people coming to the attention of the Police was highlighted in another SCR (Brighton & Hove LSCB, September 2016). As a consequence Sussex Police, in consultation with other agencies, have begun to review the circumstances in which a SCARF (Single Combined Assessment of Risk Form) should be completed and are updating Force Policy accordingly, to include notifications of arrests and sharing of information about young people involved in criminality. This is a pan-Sussex piece of work in consultation with the three LSCBs in Sussex. There are already established information sharing systems in place regarding young people who are arrested within the city. A daily briefing is circulated by an Integrated Offender Manager (IOM) in the Youth Offending Service (YOS) detailing young people who have come to the attention of police. This is shared with the social worker or YOS worker, as most will have a lead professional within these services. This professional then communicates the issues to the wider network working with the family.

## 2.17 ACTIONS

1. Sussex Police to monitor compliance with the updated Force Policy around information sharing in respect of young people coming to police attention.
2. The Board to assure itself that, once the Force Policy is updated, operational practice regarding sharing safeguarding information through SCARF reflects the revised Force expectations.
3. The Board to explore the benefits, in terms children's welfare, of schools and social care services being notified of all children who come into contact with the police.
4. The Board to seek assurance that the daily IOM briefing is supporting effective communication across the partnership regarding young people who are arrested

## 3.0 Priority Area 3: Working with children vulnerable to radicalisation (Findings 6,7,8,9,10)



**Finding 6: Do practitioners understand and know how young people are radicalised in Brighton & Hove and how to counter the propaganda that influences them into extremist thinking?**

### Board Response to Finding 6: Countering Propaganda

- 3.1 As previously stated, prior to the discovery that the siblings and their friends had gone to Turkey/Syria in January 2014, there had been no suspicion of young people being radicalised and thinking of travelling to join any of the various factions fighting in Syria. Despite frequent contact with local professionals, there was nothing to suggest any changes going on within the family. This indicates that the siblings were skilled in hiding their thinking.
- 3.2 Professionals who knew Sibling P describe him as open and receptive to interaction. He offered reassurance based on the fact he was considered sensible. He has subsequently spoken of researching online what was going on in Syria and watching videos that encouraged him to travel.

- 3.3 The report talks of research undertaken which suggests that in up to 20% of cases where radicalisation has featured, family members played a key role in introducing and initiating to an extremist movement. Friends played the key role in almost 50% of cases.
- 3.4 Another feature that is identified as increasing risk to children's safety is the vulnerability of some children on the internet. Online environments are a major recruitment method, exposing young people to extremist content and persuading them towards an extremist outlook. The Board recognises that it is difficult for parents and professionals to be confident that they know what is influencing children on the internet and through social networks.
- 3.5 In response to this and other learning from local reviews, the Board has already developed training to support professionals to understand the different elements of social media, in terms of its impact, messages, sites and changing format.
- 3.6 In the academic year 2016-2017, four schools are working with the local authority to develop and signpost a range of resources that help students to develop digital resilience and the ability to take a critical approach to media including social media. These materials were shared with all secondary schools in June 2017.
- 3.7 In addition, the Participation & Engagement Subcommittee is developing, within the context of this finding, signposting to local and national resources to support children and young people to stay safer online.

### 3.8 ACTIONS

- 1. The Board to request the Local Authority consider commissioning a theatre in education production to highlight the risk of exploitation into radicalisation for high school students in the city, similar to those used in respect of CSE.
- 2. The Board to request Public Health to undertake a city wide campaign highlighting the risk of exploitation and on-line grooming into radicalisation.



**Finding 7: Efforts to help and support children so they are less likely to become vulnerable to exploitation into radicalisation, do not seem to adequately address all the core issues, as perceived by community members.**

#### Board Response to Finding 7: Links between Racism and Vulnerability to Exploitation

- 3.9 This finding focuses on the issues community members raised in the meetings held as part of the review. The Board agrees these are critical in terms of helping to minimise the risk of children being exploited by radicalisation.
- 3.10 The core issue explored in meetings with community members was around the need of all children to have positive self-esteem. In this case, early experiences of racism in nursery schools and primary schools were described as leading to children becoming alienated and, as a consequence, more vulnerable to searching for ways to feel better about themselves through other means. There was concern expressed by community members that schools are not able to protect Muslim children sufficiently from racism and that with the ending of required reporting of incidents, there is no longer awareness of the level of hate incidents within schools. The Board is advised that schools are recording and responding to the experiences of Muslim pupils and students and that guidance and training is routinely provided to schools to support them to identify, record and challenge bullying and prejudiced based incidents, including those which are racist and religiously motivated.

- 3.11 The community representatives participating in this review expressed support for the aims of the Prevent agenda, but aired frustration with the methods used, which are not considered to be working, Prevent is perceived by some as a tool to 'spy' on Muslims and is not trusted. This is a national, not just local, perception that will require a national response.
- 3.12 The Board notes the view expressed by some community representatives that the policy of arresting those who return from Syria may deter any young people who have gone from being able to admit this was a mistake and come home to the UK. This raises the complexities when individual vulnerability and national security issues collide.
- 3.13 The Board recognises the adverse impact of racism upon self-esteem, which in turn can contribute to a child's vulnerability to any form of exploitation, including radicalisation. The Board supports the need for parents, schools and communities to work together with organisations and institutions within the city to reduce racism and keep children safe.

### 3.14 ACTIONS

- 1. The Board to request that the Prevent Board debate the issue of returnees and current policy regarding arrest and for any developments on this issue to be shared, where possible, with local communities.
- 2. Given the links between racism and radicalisation highlighted in the review, the Board to seek clarification from the Government as to why experience of racism in schools is no longer a statutory reporting requirement.
- 3. The Board to seek assurance that schools within the city appropriately recognise the racism experienced by pupils and take action to address this.



**Finding 8: Professional responsibilities arising from the Government's counter terrorism strategy are new, not yet fully understood by all relevant staff and subject to ethical dilemmas: this presents challenges in being able to reliably recognise both the risk of radicalisation and the links to safeguarding concerns.**

#### **Board Response to Finding 8: Recognition of Risk of Radicalisation and Link to Safeguarding**

- 3.15 At the most recent Section 11 Self-Assessment, all statutory agencies confirmed they had a Prevent Lead in place within their agency. All agencies now judge themselves fully compliant with requirements under Section 26 of the Counter-Terrorism and Security Act 2015. All agencies confirmed multi-agency working arrangements were in place to manage individual cases and to prevent and disrupt children being drawn into terrorism. The Board has continued monitoring progress of the two health providers who initially rated themselves non-compliant with these expected standards
- 3.16 In this case there had been no specific concerns with regard to W & X in relation to radicalisation. It is understood that this had not been raised as a concern to the police and that other agencies working with the family had not anticipated or registered any suggestion that the siblings were considering travelling abroad. This reflected the lack of an intelligence picture nationally that children were exposed to such a risk. There were no overt intentions or behaviours, albeit it has been noted that when they were involved with the police in 2012, the siblings did make angry and abusive comments to officers, which did have radical connotations. These were viewed at the time as being the way in which they were expressing their aggression. By 2013 practitioners were beginning to be more alert to potential radicalisation and referrals were made to Community Safety and Prevent following concerns identified firstly at a school and secondly by a sessional youth offending worker.

- 3.17 The review iterates the importance of not just focusing on the individuals (subject to Community Safety and Prevent Referrals) but on links between people and wider safeguarding issues. This is addressed further in Finding 10.
- 3.18 The Board acknowledges that at the time of a second referral into the Channel Panel relating to Sibling X, processes for the panel were newly formed and this led to fairly limited information being shared at the meeting. There was a lack of clarity and details about the wider context of the referral were known to some participants but not shared or considered in the assessment of Sibling X (see finding 9). This led to the Youth Offending Service (YOS) being tasked with following up concerns, for which they did not have all available information. By this time the YOS only had two weeks left of statutory involvement and thereafter X was only required to meet with the service on a voluntary basis.
- 3.19 Since this review, there have been process and system changes to the arrangements of the Channel Panel. Brighton & Hove is part of Dovetail, a Home Office initiative in which the Local Authority rather than the Police is responsible for completing vulnerability assessments on Channel Panel subjects. Additionally, chairing of the Channel Panel has passed from Community Safety Team to the Head of Children's Safeguarding, to ensure effective focus and response is given to any safeguarding concerns in respect of the vulnerability to exploitation of Channel Panel subjects.
- 3.20 When to report concerns is a major ethical question for professionals, with very different views existing about what constitutes a risk of vulnerability to radicalisation. This is made more difficult by the fact that adolescence itself is a time when children explore beliefs and values. The Board has sought assurance that partner agencies are supporting their staff working with families to know how and where to report concerns about possible vulnerability to radicalisation. The Board accepts there is a delicate balance to be struck in order to counter the perceived concerns that a referral to Prevent will undermine free expression of political views. Referrals to Prevent should be seen as a supportive, rather than restrictive, measure and as a means by which vulnerability to radicalisation can be reduced.

### 3.21 ACTIONS

1. The Board to request the Prevent Board debate the public perception of Prevent and how this may impact upon referrals in the City.
2. The Board to continue to seek assurance from the Prevent Board around the effective working of the Channel Panel.
3. The Board to seek an update from the Prevent Board about the response to cases where the vulnerability threshold for Channel Panel intervention is met but there is no consent to involvement.
4. The Board to seek clarification from the Government regarding the limitations in sharing information with regard to trends and themes of Channel Panel subjects with LSCBs.



**Finding 9: The lack of a well-established working relationship between counter terrorism police officers and other agencies can lead to an atmosphere of suspicion between professionals of inappropriate confidentiality, which could compromise children's safeguarding.**

### Board Response to Finding 9: Welfare of Children and National Security Imperatives

- 3.22 There was nothing found to indicate that information held by counter terrorism agencies was withheld from the safeguarding system, albeit there had been a suspicion, mistakenly held by some, that this was the case.



- 3.23 The Board champions the principle that the ‘welfare of the child is paramount’, as enshrined in the Children Act 1989. The Board is of the strong view that there must be robust information sharing arrangements between all partner agencies. This is obviously made more difficult when there is potential for conflict between police investigations involving national security. Whilst in this case there is no evidence of any such conflict the Board acknowledges the risk of there being potential for, or a perception of, this.
- 3.24 Even though the review makes no discovery that any agency knew or suspected the siblings were being exploited into radicalisation and were intending to travel to Syria, it does stress that there exists a perception that counter terrorism police officers have insufficient understanding and experience of child safeguarding to know when to share information.
- 3.25 As mentioned also in finding 8, police information provided at the initial child protection conference attended by Prevent officers, as opposed to those from the local Safeguarding Investigation Team, did not include all the routine information expected at such meetings. This was due to their unfamiliarity with Child Protection Conferencing rather than a deliberate attempt to withhold information. The Board accepts this issue was raised with relevant senior police officers at the time and systems put in place to ensure that appropriate information was provided to future Child Protection Conferences. Additionally the police did not share that the siblings were by then believed to be in Syria (as opposed to having travelled to Turkey). The Board acknowledges the difficulty for police officers working in counter terrorism, who may have concerns that sharing particular sensitive pieces of information relating to children may be premature and / or may prejudice an ongoing investigation and, in doing so, risk the security and welfare of the wider population.
- 3.26 Both locally and nationally there is inconsistency in how safeguarding concerns relating to extremism are recorded. In terms of reporting and monitoring, the Prevent duty requires all agencies to record Prevent safeguarding concerns even if they do not refer to the police or the Channel process. In some areas there is a system in place which highlights if a family member is referred to Prevent, but this is not consistent across the country. This becomes more problematic if families move between local authorities. The Board agrees there needs to be improved oversight of this issue, both locally and nationally.
- 3.27 The Board are advised that the National Counter Terrorism Police Headquarters (NCTPHQ) will be launching nationally accredited Prevent training for front line safeguarding staff in the Autumn of 2017. This is linked with Dovetail, as mentioned earlier within this report. This will be recommended for all Police Safeguarding staff and officers. It will form part of a minimum standard of training which is required to be set under the Prevent Duty by every responsible authority. The Board agrees that all its partners should determine at what level they will train Prevent as part of their safeguarding duty.

### 3.28 ACTIONS

1. The Board to request Counter Terrorism Policing South East to formally respond to the review’s findings. In particular, to provide clarity around how police officers resolve potential conflicts between the security of the state and the safeguarding of children involved in such investigations.
2. The Board to consider with the South East LSCB Network how to develop a common approach to the oversight of recording, reporting and monitoring of Prevent safeguarding concerns.
3. The Board to seek clarification from partners as to what level they will train Prevent as part of their safeguarding duty, within the context of learning from this review and the likely developments with Dovetail in the Autumn of 2017.



**Finding 10:** Does the timely and constructive response of Brighton & Hove to the newly identified safeguarding risks to children posed by radicalisation, represent a systems strength?

#### **Board Response to Finding 10: Brighton & Hove Systems Strengths**

- 3.29 The review finds a 'striking' response following the discovery that the two siblings and another young person had gone missing. It recognises changes to processes, practice and working relationships to help prevent other young people at risk of radicalisation and travelling to Syria. The Board is assured that the response suggests a strong multi-agency environment in Brighton & Hove, which is able to provide an integrated approach across and within agencies when risk is identified.
- 3.30 The Board is assured that the strategic functions, established by the multi-agency strategic risk management group that was developed in the weeks prior to the first death, continues via the new Prevent Board which meet on a bi-monthly basis to ensure robust multi agency oversight of operational delivery.
- 3.31 The Board acknowledges that changes to Prevent through the Counter Terrorism and Security Act, 2015 and the placing of Channel on a statutory footing has enabled the strengthening of the multi-agency partnership.
- 3.32 The report highlights the good use of legal interventions, namely Wardship proceedings to prevent children identified as vulnerable to radicalisation from travelling to war zones. The Board continues to endorse the use of legal interventions, where appropriate. The Board is assured that agencies came together, shared information, and openly debated the issues raised for the system's abilities in responding to this newly identified risk.
- 3.33 In terms of schools in the city; the majority of secondary schools now have a member of staff who is an accredited Workshop to Raise Awareness of Prevent (WRAP) trainer, to build the schools capacity to provide ongoing in-house training. There has been a wide promotion of materials to schools, including signposting to online training: Channel and Home Office Prevent e-Learning. There have been a series of Head Teacher and governor meetings which include have included Prevent and equality themes. Prevent is regularly addressed within the network meetings for school based Designated Safeguarding Leads and Prevent features within the annual schools safeguarding audit, on which the Board is updated annually.

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### **4.0 Priority Area 4: Working with minority ethnic groups (Findings 11, 12, 13)**



**Finding 11:** Does the multi-agency safeguarding system have the resources and strategies available to consistently help abused women and children from minority cultural backgrounds, if they fear that co-operating with statutory authorities could lead to the loss of support of their wider family and community?

#### **Board Response to Finding 11: Domestic Violence and Abuse among Families from Ethnic Minorities**

- 4.1 Domestic abuse can seriously harm children and young people. Witnessing domestic abuse is child emotional abuse.
- 4.2 The report surmises that coercion and control aspects of domestic abuse were a feature of this family's dynamics, compounded by the mother's social isolation and lack of support. The Board recognise that these circumstances would have made it extremely difficult for the mother to co-operate with professionals.

- 4.3 Practitioners who participated in this review spoke of the (at the time) lack of Black Asian Minority Ethnic (BAME) specific services for victims and perpetrators of domestic abuse in Brighton & Hove. Attempts to link the mother to other Muslim support groups failed, because the groups were either too far away, in another area, or the mother did not wish to attend. There was a view from professionals that she may have been concerned about what would be reported to her husband if she attended any local BAME services. The Board understands that within this context the risk of children continuing to be significantly impacted is increased.
- 4.4 Since the review, the LSCB's Domestic Violence and Abuse: Impact on Children training offer, has been enhanced to support an improved understanding of the different cultural factors that can influence the ability of professionals to intervene effectively in domestic abuse. Revisions to the training give more emphasis to how victims may experience more difficulty speaking openly within some parts of society and within some cultures.
- 4.5 The Safe in the City Partnership Board now also offers several training sessions to professionals working across Brighton & Hove to increase awareness around diversity and culture, with specific links to domestic and sexual abuse and harmful practices. Training is co-delivered by the Domestic and Sexual Violence and Violence Against Women and Girls Training Officer and the BAME Domestic Abuse Officer from RiSE, the commissioned domestic abuse service for Brighton & Hove and East Sussex.
- 4.6 A member of the Muslim community who participated in the review suggested that the involvement of Imams in supporting victims of domestic abuse would be beneficial. The Board agrees and proposes to engage directly with Imams and members of mosques to deliver training and consultancy around domestic abuse, child safeguarding and child protection. The Board favours a joint approach to help support victims of abuse to be adequately protected from further harm.
- 4.7 In this case, even though the mother and her children (on advice from professionals) lived separately from the father, he was still known to continue to have access to the children. At that time police lacked means to stop the father visiting, despite it being against his bail conditions, because police bail, prior to being charged, does not provide effective powers when contravened. There is no evidence seen by the review to suggest that professionals sought to support the mother to take out an injunction against him, with power of arrest.
- 4.8 Civil orders, such as Non-Molestation Orders, Occupation Orders, Forced Marriage Protection Orders, Exclusion Orders, Injunctions under the Protection from Harassment Act, and Domestic Violence Protection Orders can help victims of domestic abuse. The Board is aware that application processes for Domestic Violence Protection Orders have recently been streamlined. Subsequently, the Board has asked Sussex Police to undertake audit work to assess and assure how well the process is safeguarding family members.
- 4.9 The review asked the Board to consider to what extent bail conditions are broken by perpetrators of domestic violence and what action Police take in response. We also considered whether there is a national problem in relation to the lack of power attached to police bail prior to an alleged offender being charged. The changes to pre-charge bail contained within the Policing and Crime Act 2016 have been significant and have changed the focus of addressing this particular element of the review. The expectation now is that bail will only be granted in exceptional circumstances and has to be authorised by senior officers. If bail is granted with conditions, these must be policed and be enforceable, and the officer in the case must have a plan as to how they intend to enact this requirement, but the presumption now will be to release from custody without bail.

## 4.10 ACTIONS

1. The Board to recommend that the Safe in the City Partnership Board reviews the extent to which the current infrastructure of domestic abuse services meets the specific needs of the BAME communities in Brighton & Hove.
2. Sussex Police to evaluate how Policing and Crime Act 2016 bail provisions are impacting on the safety of victims and families.
3. The Board Learning & Development Officer to work with and support Imams and members of mosques to deliver training and consultancy around domestic abuse, child safeguarding and child protection.
4. The Board Learning & Development Officer to review the current Domestic Abuse: Impact on Children to better support professionals to have an understanding of the long-lasting trauma in families of domestic abuse.
5. Sussex Police to undertake audit work to assess and assure how well the new Domestic Violence Protection Orders and other civil remedies process is safeguarding families.



**Finding 12: Do practitioners in Brighton & Hove have sufficient curiosity, knowledge and skills to explore the role of culture, identity, gender, religion, beliefs and potential divided loyalties experienced by some children and families?**

### **Board Response to Finding 12: Culture, Identity, Gender, Religion, Beliefs and Divided Loyalties**

- 4.11 The report makes clear that professionals were not curious enough about what life was like for this family before arriving in the city, including why they left their country of origin and the political links of the wider family. The Board agrees that there was insufficient understanding of the history of the family.
- 4.12 In this case there was inadequate consideration of the role of identity, religion, culture, family and community in the lives of the children and their parents including the existence, or not, of Islamist thinking.
- 4.13 The Board appreciates that changes in the world, especially in North Africa and the Middle East, and the impact on residents of the UK is only now better understood and the safeguarding risk of UK children going abroad to fight in a war is only newly identified. The Board recognises that for some adults and children the events in the world and the continuing struggles in their land of origin, or other places with cultural links, may elicit a duty to be part of a solution. Practitioners may not know how best to support children and families from different cultures and countries who may be subject to conflicting identities and political or religious loyalties.
- 4.14 This finding has strong links with findings in Priority Area 2: Working with High Risk Adolescents. The issue of identity for adolescents is developmentally significant, especially if they perceive themselves as different to those around them.
- 4.15 The Board has already set about determining how schools support children to develop a positive sense of identity and promote equality across all protected characteristics. Within Brighton & Hove, the PSHE education is considered strong, with established Curriculum Frameworks developed for primary and secondary schools. In 2016 Faith and Belief: A Guide for Education Settings was disseminated to all educational settings with the aim of building understanding of faith communities and sensitivity to different faiths. One purpose of this is to ensure that the faith and religious identities of all pupils and students are reflected and celebrated. This has been supported by an encouragement to visit local places of worship. Within schools in Brighton & Hove support for whole school approaches to equality including staff training is offered. The Ethnic Minority Achievement Service and the Standards and Achievement Service offer schools

equality and diversity learning walks. The purpose of these are to ensure that school environments reflect the diversity of the wider community and, in so doing, foster a positive sense of belonging and identity and raise aspirations for all. In secondary schools black and minority ethnic community champions support these.

- 4.16 This review, alongside other published serious case reviews, highlights that professionals can sometimes lack the knowledge and confidence to work with families from different cultures and religions; perhaps overlooking situations that may put family members at risk and accepting lower standards of care. The Board agrees the rights and needs of the child need to remain the focus of interventions at all times, regardless of the context. In the most recent Section 11 Self-Assessment the majority of agencies were assured that training, appropriate to the role, was in place within their agency to support with identifying and responding to concerns about children who may be vulnerable to being drawn into terrorism.
- 4.17 Given the importance of building a relationship with alienated young people, the Board has set out to better appreciate how sufficient consideration is given when allocating practitioners to individuals, in particular cultural and gender criteria.
- 4.18 The issue of practitioners not consistently accessing historical files to obtain a full history and understanding of a family has been identified in a number of previous SCRs. Locally this issue was highlighted in a Learning Review (2014) and a themed review into young people and domestic abuse (2015). The Board has been assured on this issue having requested statutory agencies detail how historical information is stored and retrieved to inform risk assessments, and how agencies quality assure formulations of risk. The Board reiterated across the partnership, its expectation that agencies remind and enable their staff to access full information in their work with children and their families.

#### 4.19 ACTIONS

1. The Board to assure itself that training in partner agencies adequately equips staff, including managers, with confidence, knowledge and skills, to work with families from different cultures and religions.
2. The Board to develop a briefing for staff on culture and faith: learning from case reviews. This will highlight a summary of risk factors and learning for improved practice around culture and faith.
3. The Board to recommend partner agencies review their own workforce diversity and consider appropriate allocation of staff to families, where appropriate and possible to do so.



**Finding 13: Brighton & Hove statutory agencies have insufficient knowledge about, and understanding of, local minority ethnic and faith community groups and how best to work together to safeguard children, including those at risk of exploitation of local children into radicalisation.**

*[Findings 13 and 7 both concern support and resilience-building in the community to support children and young people at risk of radicalisation.]*

*[Finding 13 looks at the extent to which statutory agencies work together with community groups. The review sought ideas and opinions from representatives of mosques in Brighton & Hove and with representatives from the Muslim community about how best to work together to better support children and young people at risk of exploitation through radicalisation. To some extent this dialogue was started, as outlined Finding 7].*

### **Board Response to Finding 13: Professional Understanding and Knowledge of BAME Communities**

- 4.20 Whilst some officers from the local authority do liaise regularly with community groups in a variety of ways, BAME community members told reviewers that they did not feel listened to and heard. They did however feel they are consulted about various policy and service developments. Managers participating in the review also reflected that in the past there has been insufficient recognition of the needs and views of the city's BAME communities. It is a concern to the Board that there is a perception from local communities that when racial harassment incidents are reported to statutory agencies, in some instances, nothing is heard back of the outcome of the investigation and there is little sense of things changing.
- 4.21 The Board is clear in its position that community groups should be provided with opportunities to not just be consulted by policy makers, but to have their views heard.
- 4.22 The Board supports the 'One Voice' initiative and meetings, developed in the wake of local, national and international events that were impacting on communities in the city. The Board recognises the importance of this group continuing as a conduit to alert statutory services of community tensions and to work together to respond to these, as well as providing a platform to respond to any concerns about the radicalisation of young people. As the need arises, the Board will be represented at One Voice and also the local Racial Harassment Forum; this supports holding statutory agencies to account for the effectiveness of their safeguarding arrangements.
- 4.23 Counter extremist expert and Imam, Alyas Karmani, who spoke to lead reviewers during this review, has undertaken training of practitioners in Brighton in relation to Child Sexual Exploitation and has been in recent discussions with senior staff within Brighton & Hove City Council in relation to training and development in safeguarding children from all forms of violent extremism including both far-right and Islamist related extremism based on the programme that he has delivered across the UK.

#### **4.24 ACTIONS**

1. The Board, in partnership with the Community Safety Team to continue to develop links with local Muslim communities. This includes identifying local community advocates/safeguarding leads to help the Board and the communities engage in a dialogue to strengthen local arrangements for all children and families.
2. The Board to continue to seek to involve local mosques in the work of the LSCB, this will include an offer to work with local Imams to support the delivery of safeguarding training at local mosques.

<b>Subject:</b>	<b>Readiness for Universal Credit implementation</b>
<b>Date of Meeting:</b>	<b>9 October 2017</b>
<b>Report of:</b>	<b>Executive Director - Finance &amp; Resources; Executive Director - Neighbourhoods, Communities &amp; Housing</b>
<b>Contact Officer: Name:</b>	<b>John Francis</b>
<b>Email:</b>	<b><u><a href="mailto:John.Francis@Brighton-Hove.gcsx.gov.uk">John.Francis@Brighton-Hove.gcsx.gov.uk</a></u></b>
<b>Ward(s) affected:</b>	<b>All</b>

## **FOR GENERAL RELEASE**

### **1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of this report is to update the committee on the activities across council services to prepare for the introduction of Universal Credit (UC). This formed a recommendation in a previous report to the Neighbourhoods, Communities & Equalities Committee on welfare reform in July.

### **2. RECOMMENDATIONS:**

- 2.1 That the committee endorses and comments on the activities within and across services in preparation for the phased rollout of extended UC beginning in October 2017.
- 2.2 That members familiarise themselves with the issues related to UC, either through the newsletter attached in Appendix 1, or that they consider attending UC training provided by the council's Welfare Rights team. Also that this training be made available to schools and other relevant services.

### **3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 UC is a national policy change in the way benefits for working age people are claimed, administered and paid. UC combines six existing benefits, Housing Benefit (which is currently administered by the council), Working and Child Tax Credits, Jobseeker's Allowance, Employment and Support Allowance and Income Support. This will be administered centrally by the Department for Works and Pensions and once fully rolled out more than an estimated 7 million households will be receiving UC across the country. This includes around 20,000 households in Brighton & Hove. An estimate of the distribution of these households by ward is included in Appendix 2.

3.2 The phased rollout for new claims in Brighton & Hove will happen alongside approximately 100 other areas, and is due to take place as follows for the following postcode areas:

BN3 - 4 October

BN2 - 29 November

BN41 and BN1- mid-January 2018.

Originally the BN41 and BN1 postcodes were due to go live at the earlier dates but the Department for Works and Pensions (DWP) notified the council of the revised timescale in July 2017. This means with very few exceptions anyone making a claim for benefits from these dates will claim UC.

3.3 There is currently a trial version of UC available in the city but only for single people in straight forward circumstances.

3.4 The residual caseload of people who are already on benefits, and who do not have a change of circumstances that triggers a UC claim during the phasing period, will be subject to a process of transfer to UC between 2019 and 2022.

3.5 The policy background, main changes which will be introduced by UC, risks and opportunities were set out the last report on Welfare Reform to the NICE Committee on 3 July. The main changes for claimants will be:

- UC will be claimed and managed online
- No benefit paid for first 7 days for most claimants
- Payment will by default be paid monthly in arrears
- Payment will default to be to a single member of the household
- First payment usually made 6 weeks (or longer) from claim
- The rent element will default to be paid to the claimant, and no longer to the social landlord

3.6 There are approximately 100 other areas going live at the same time as Brighton & Hove. These areas are both local and national and cover rural, urban and metropolitan areas, for example Eastbourne, Manchester, Barnet, Ealing, Oxford, Birmingham, and Plymouth. All council areas are due to have the full version of UC in place by September 2018.

3.7 For households who move onto UC the council will have a much reduced role in the provision of financial welfare support. Currently if a person rents a property and is on a low income they claim Housing Benefit through the council. This will stop under UC and the welfare support provided by the council will be limited to Council Tax Reduction and Discretionary Housing Payments, Local Discretionary Social Fund and Discretionary Council Tax Reduction. The budgets for this year for the discretionary funds are as follows: Discretionary Housing Payment £1.3million, Discretionary Council Tax Reduction £150k, Local Discretionary Social Fund £180. The budgets for 18/19 are yet to be set.

3.8 The council will have a direct relationship with a number of families who move onto UC, largely as landlord but also where there is social care involvement. For most UC claimants the council will have no knowledge of them nor will the council have a relationship with them. Whilst in receipt of Housing Benefit,



claimants are supported by the council in the wider issues of renting, such as the promotion and provision of discretionary payments when Housing Benefit does not pay the full rent, or links into Housing Options and Homelessness intervention in the event of eviction proceedings.

3.9 Other organisations have published reports on experiences with UC. National Citizens Advice published a report called 'Delivering on UC' (placed in the members' room) on 6 July 2017. The report sets out that Citizens Advice supports the principles but is concerned they are being undermined. A number of detailed recommendations are made in the report. In summary Citizens Advice states that before rollout accelerates, the DWP should:

- **Reduce the six week wait for the first payment** including removing the seven day waiting period (ie where no benefit is paid); informing all claimants about the options for advance payments; and reducing delays by improving requests for information
- **Improve the support available for those moving onto UC** including a comprehensive holistic support package as well as specific budgeting and online support.
- **Help people achieve financial stability on UC** – ensure people do not have deductions for other debts taken from UC which leaves them financially vulnerable and ensuring Alternative Payment Arrangements are made available to all (this is where payments can be made to a landlord, paid more frequently, or split across claimants and their partners).

### **Cross service work**

3.10 The issues related to UC are related to a number of key areas where the council is already undertaking significant activity, i.e. Provision of housing, employment and skills, apprenticeships, the Living Wage, development of the local economy and ensuring the voluntary and third sector is supported to deal with the implications.

3.11 There is a specific cross service programme to prepare the council as far as possible for UC. This captures the actions of specific services and identifies cross-cutting measures. Key areas of cross-service preparation are focussed on:

3.12 **Emergency financial support and advice.** The council runs a scheme called the Local Discretionary Social Fund which can provide emergency food and utility support to people in urgent situations. For 2017/18 the budget is £180k and profiled to be spent in full by the end of the year. This scheme is run by the Discretionary Help & Advice Team in the Revenues & Benefits service. Where there is no alternative the scheme can be used to help people who have a period without income. The team will always make sure that customers are supported to exhaust other statutory alternatives, for example advance payments from the DWP, before a payment is made. Members may wish to create a contingency for this fund against high take-up as a result of UC. This proposal is being taken to the Performance, Resources & Growth Committee as part of the TBM report in October. However this will depend on resources being identified and Section 151 Officer agreement.

- 3.13 **Extra funding for the third sector.** Members allocated £208k, to the Third Sector Investment Programme specifically to support people with issues related to Welfare Reform and the rollout of UC. The Communities, Equalities & Third Sector Team has maximised investment in Moneyworks and Advice services to deal with the increased issues that residents are experiencing with the changes in the benefit system and ensuring that those agencies who would work with those most affected (see 3.11..5 below) by UC are prioritising this work until March 2018.
- 3.14 **Assisted digital and personal budgeting support.** The council has maximised the Third Sector Investment Programmes investment in Moneyworks by working with them and the DWP to make sure that UC claimants who need help with making and maintaining their claims online, or with managing a monthly budget are able to do so. This will mean that dedicated sessions in a variety of locations will be available for anyone needing help to go online to claim or maintain their UC claim at appropriate community locations.
- 3.15 **Information and training.** Free training on UC is being provided to the advice and community and voluntary sectors by the council's Welfare Rights teams so that help with claims and appeals is effective. Additionally front-line council staff are being trained in the details of UC. A draft newsletter developed for this purpose, and shared amongst colleagues and partners, has been included as Appendix 1 of this report.
- 3.16 **Support for vulnerable cohorts.** A risk analysis identified a number of cohorts of people who may be at particular risk in trying to maintain UC claims. They include rough sleepers, people affected by domestic violence, people with mental health issues, and people with substance misuse issues. An issue has also been identified with people who struggle to attend Work Capability Assessments in Lewes which is leading in some cases to benefits being stopped. Work is in place to provide support to these cohorts, including working with the local Jobcentre Plus so with appropriate permissions from the claimant information can be shared between organisations to make sure appropriate support is in place.
- 3.17 **Understanding the impact across the City.** A six weekly meeting on Welfare Reform and UC is held with stakeholders including advice agencies (Moneyworks, Citizens Advice, Money Advice Plus and others), the community and voluntary sector (Community Works, Foodbanks and emergency food providers), registered social landlords (RSLs), private landlords and the DWP. The purpose is to share information and plan for the impact across the city. In addition a dedicated meeting with RSLs on the subject of UC has been held and presentations given to private landlords' associations. Work is also ongoing to communicate these changes to other services such as primary care providers and schools.
- 3.18 **Taking a joined up view of recovery of debt from UC.** As is the case with current DWP benefits the council is able to request that deductions are made from UC to repay debts owed to the council. This can be for rent arrears, Council Tax arrears, or Housing Benefit overpayments. Many other organisations are able to make the same request of the DWP. Council teams involved in the recovery of these amounts are working together to ensure the pressure of any council debt repayment from UC does not create untenable financial situations

for claimants. This approach needs to be balanced against the requirement of the council to ensure it appropriately recovers debt owed.

- 3.19 **Risk Management** The introduction of Universal Credit is an element of the wider risks around welfare reform and is recorded as strategic risk 24 on the council's risk register. This risk receives focus from ELT and is reviewed yearly by the Audit and Standards committee.

### **Service specific readiness**

- 3.20 In addition to the cross-service work, individual services are undertaking their own preparation for the introduction of UC as set out below.

### **3.21 Revenues and Benefits**

- Preparing for the interaction between UC and the Council Tax Reduction scheme and related Council Tax recovery processes including maintaining Council Tax Reduction take up.
- Developing processes to identify vulnerable customers when their Housing Benefit claim is ended so other services can support them is applying for Alternative Payment Arrangements and to make sure Jobcentre Plus identify them as vulnerable.
- Supporting people affected by the Benefit Cap when they are on UC
- Supporting people with Discretionary Housing Payment when they are on UC
- Providing training on UC to front line teams within and externally to the council via the Welfare Rights team.
- Providing emergency assistance and caseworking support to people who have problems with benefit entitlement via Discretionary Help & Advice Team
- A deposit insurance scheme option was considered with an external partner but did not go beyond initial scoping. It is thought that this is because the small scale nature of the potential caseload was not of sufficient scale for the partner. There were internal concerns, related to experience of similar schemes elsewhere that the scheme would not be of value and presented risks.
- Forecasting the impact on future Housing Benefit subsidy
- Planning for the impact on increase in transactions related to people claiming UC and claiming Council Tax Reduction.

### **3.22 Communities, Equalities and Third Sector team**

- A sub-ordinated loan from the council to East Sussex Credit Union (ESCU) in April 2016 enabled the development of IT and capital funding to ensure low cost loans to those affected by Universal Credit claims and underpins the work explained below by Housing
- The new Third Sector Investment Programme (TSIP) highlighted the need for partnerships bidding for funding to mitigate the effect of welfare reform. Partnerships gaining funding included food projects to support those most at risk of homelessness, an advice matters partnership, moneyworks, a project to support LGBT people at risk of homelessness to be safely housed, support for domestic and sexual violence and to extend the work of community development into our most deprived wards. The team have been central in working with Moneyworks to agree the details of how personal budgeting support and assisted digital support for claimants of UC will work. This

agreement is being funded via grant funding from the DWP but devolved to Local Authorities to distribute.

- Using the 208k invested following Performance, Growth and Resources to TSIP to increase the resilience of the third sector to provide support around UC.

### 3.23 Housing

- A report is due to go to the Housing and New Homes Committee focussed on rent collection in a UC environment in November
- Homeless Prevention Trailblazer project. This is an early intervention and prevention programme to try and prevent homelessness funded via a specific government grant which is over 2 years, expiring in March 2019. It is the forerunner of the Homelessness Reduction Act which comes into force in April 2018.
- Working with Private Rented Sector landlords to assist with tenants who may need Alternative Payment Arrangements (APA)
- Working with East Sussex Credit Union (ESCU) to set up managed payments to landlords and linking this in with the broader benefits of credit union membership and ESCU's membership of Moneyworks which means it can be linked to financial education.
- Looking at other "jam jar" style bank accounts and support which are available.
- Altering tenancy sign up processes to make sure people on UC are supported to complete their claim in full and understand the requirements to pay rent. A trial to make contact with tenants within 48 hours of us being aware they have made a UC claim, to make sure they are supported appropriately.
- Processes are in place around supporting people to claim Alternative Payment Arrangements where needed. This is where the rent element of the UC can be paid to the landlord where there are issues of vulnerability with the claimant.
- Rent collection processes for tenants are under review to take into account payment directly to tenant.
- Reviewing current temporary accommodation household allocations versus property size to make sure they will be supported when they switch to UC
- Identifying people less than 22 years of age who may be affected by the "no housing costs" rule and providing information and support.
- Working with families in temporary accommodation where the accommodation may be harder to afford under UC due to a change in the rules over levels of entitlement between HB and UC based on property size.
- Reviewing provision of emergency accommodation to address issues with UC paying for short term periods
- Reviewing the provision of temporary accommodation to people under 35 given shared room rate implications
- Preparing, with council banking colleagues, for an increase in individual payment transactions
- Reviewing systems in Temporary Accommodation income collection
- Updating monitoring systems to allow the council to track housing issues caused by UC.

### 3.24 Adult Social Care

- Putting in place processes to ensure clients are supported to claim Alternative Payment Arrangements where needed. This will mainly be achieved by training services which are commissioned to provide support and supported accommodation.
- Working with commissioned providers supporting people rough sleeping to ensure they understand UC and can provide the support this cohort will need.
- Targeting digital inclusion support to people rough sleeping, homeless people and people in supported accommodation services to manage online accounts.
- Working with accommodation and support services to manage the risk that vulnerable people living in supported accommodation may become victims of theft/abuse as a result of receiving large monthly payments.
- Introducing 'readiness to move and manage' assessments as rough sleepers and homeless people move to low or independent accommodation.
- Expanding structured follow up mechanisms which ensure people who move into independent accommodation are sustaining their claims.
- Assessing the possible impacts on people with physical disabilities, sensory impairment, learning disabilities as well as on accommodation models such as extra care and supported living.
- Working with the range of commissioned providers across all client groups to prepare them for the introduction of UC.

### 3.25 **Children's Services**

- Incorporating a standardised financial assessment when financial hardship is identified within a social care assessment
- Linking client in with financial advice will become more routine
- Measures are being put in place to track section 17 spending related to Welfare Reform and UC
- Processes are being put in place around supporting clients to claim Alternative Payment Arrangements where needed
- Checking agreements to take debt from a UC claim will not create untenable financial situations for families
- Working with the Revenues & Benefits and Housing teams to identify individuals who will be exempt from the "no housing costs" for people aged under 22.

## 4. **ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 At present the council's approach to dealing with the introduction of Universal Credit is to undertake a programme of work to prepare for these changes.
- 4.2 The council also works with partners and stakeholders across the city to understand the impact of Welfare Reform and the introduction of Universal Credit across the city.
- 4.3 An alternative option would be not to prepare for these changes. This approach would require a reactive approach to impacts as they occurred. This would mean ad-hoc shifting of resources with a subsequent impact on business as usual and individual variable levels of support being provided rather than a consistent approach.

## **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 A six weekly Citywide Welfare Reform meeting is held to bring together organisations in the city affected by welfare reform and has recently very much focussed on the rollout of UC. This meeting is attended by representatives of private sector landlords, social landlords, advice agencies, wider community organisations and the DWP. This network is used to both get a proper understanding of how the impact of welfare reform is manifesting in the city and to gather information from partners about the risks and opportunities these changes present. It also provides a conduit for providing detailed information about the changes out to city organisations.
- 5.2 A member of the Welfare Reform Team regularly attends the Advice Services Network meeting. This is a meeting of advice services and agencies in the city. In addition a member of the team responsible for administering the Local Discretionary Social Fund also attends the Emergency Food Providers meeting hosted by the food partnership so that support in this area is joined up.
- 5.3 Staff involved in supporting people affected by these changes also hold a number of informal relationships with city organisations allowing information to be shared on an ongoing basis and particular issues, including case support, to be addressed quickly.

## **6. CONCLUSION**

- 6.1 This is a large scale national change affecting millions of households that will take many years to fully rollout. As a result of this the council will have a diminishing role in the administration of welfare related services.
- 6.2 The changes between the way benefits are currently administered and how they will be administered under Universal Credit are designed to create behaviour change in the people that are in receipt of Universal Credit. For example it is assumed that most tenants should make rental payments themselves rather than rent support being paid directly to the landlord.
- 6.3 The council will no longer be funded to provide rental support via Housing Benefit for people of working age. However as set out in the report the council is changing services to respond to the changes Universal Credit presents and also where there is a need to support households with this transition.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 7.1 It is estimated that for 2017/18 the council will pay out approximately £43m in rent rebates, most of which is in respect of properties where the council is the landlord. Over the next five years as housing benefit transitions to Universal Credit payment will be made directly to the tenant rather than directly to the council. This could potentially lead to a pressure on rent collection rates in both the HRA and General Fund although at this stage it is very difficult to quantify

this. This will be closely monitored and any impact will need to be reflected in future years' budget setting.

The 2017/18 budget includes continued recognition of the potential impacts of changes to the Council Tax Reduction Scheme and national Welfare Reform changes. As well as a wide range of support and advisory services including Financial Inclusion, Housing and Welfare Rights the council also provides one-off resources and grants to support those suffering short term hardship including:

- Discretionary Housing payments (DHP) - £1.133m.
- Welfare Reform and Social Fund reserve - £0.613m; planned use includes a one-off allocation of £0.295m to continue the Social Fund in 2017/18, £0.95m for discretionary Council Tax Reduction support and £0.144m to support the Welfare Reform programme. A contingency of £0.079m is also set aside for any residual issues in 2018/19 but Policy, Resources and Growth Committee approval will be sought to release this in 2017/18 if required to support pressures resulting from the roll out of UC (see para 3.11.1 above).
- Recurrent discretionary Council Tax Reduction support of £0.055m in addition to the £0.095m provided from the Welfare Reform reserve above.

*Finance Officer Consulted: Jeff Coates*

*Date: 13/09/2017*

#### Legal Implications:

- 7.2 The actions being taken by the council, described in this report, are incidental to the council's powers and responsibilities around administering Housing Benefit, Council Tax Reduction, Local Welfare Provision and homelessness prevention.

*Lawyer Consulted: Name Liz Woodley*

*Date: 17/09/2017*

#### Equalities Implications:

- 7.3 An Equalities Impact Assessment on Universal Credit was published by the government in November 2011. There have been a number of calculative changes made to the Universal Credit scheme since then so some of the findings may have shifted, however the assessment found that:

- For disabled people levels of entitlement may change depending on the levels of premiums they received on legacy benefits. Some areas of provision for disabled people have been reduced and some have been increased so levels of entitlement will vary compared with previous entitlements.
- Anyone transferring from legacy benefits will receive transitional protection.
- Participation Tax Rates for disabled people would reduce increasing work incentives.
- Financial incentives to work for men and women are increased by broadly the same degree.
- Single women are more likely to see a change in entitlement than single men because single men on Universal Credit are more likely to be out of work.

- Around 16 per cent of the potential Universal Credit caseload is from an ethnic background which is a larger proportion than the population as a whole and that
- People from an ethnic background were more likely to see an increase in entitlement than those who are not from an ethnic background;
- People under 25 are least likely to see a reduction in entitlement and people over 50 most likely to see a reduction in entitlement; this cadre may also need the most support to claim online.

Sustainability Implications:

7.4 None

Any Other Significant Implications:

7.5 None

## **SUPPORTING DOCUMENTATION**

**Appendices:**

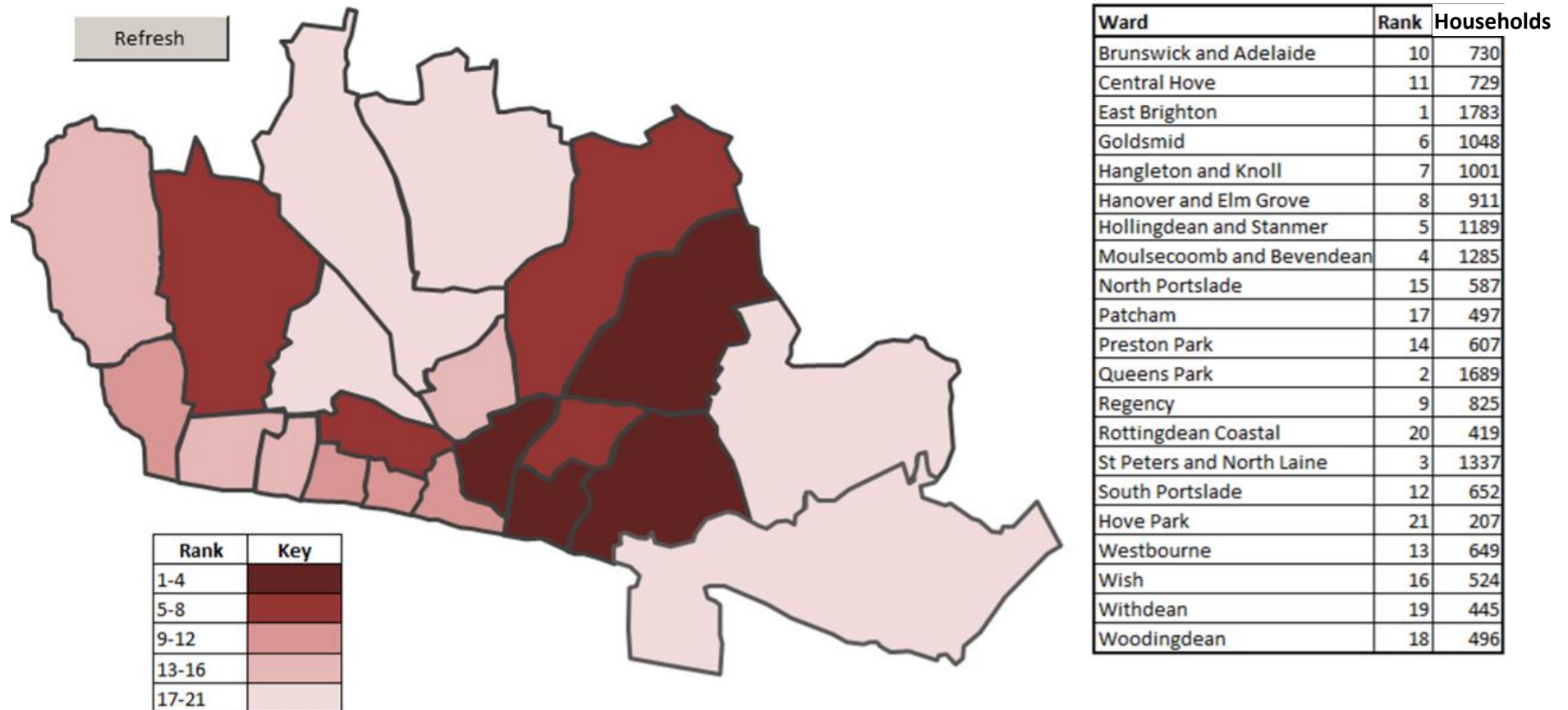
1. Universal Credit newsletter
2. Map of forecast rollout of Universal Credit

**Documents in Members' Rooms**

1. Delivering on Universal Credit –Citizens Advice 2017



# Universal Credit – estimated rollout by ward





# benefit changes

information about  
the government's  
**welfare reform**

October 2017

For professionals who work with people affected by changes to welfare benefits

## Universal Credit in Brighton & Hove

Universal Credit is a new benefit for people of working age. It replaces most existing means-tested benefits.

**Universal Credit** will be the benefit most households will claim starting from October 2017 in Brighton & Hove.

This will be for people making new claims for benefits and, in some cases, for people already claiming benefits who have a change in their circumstances.

Families with more than two children will claim existing benefits up to 31 October 2018, but will not be paid for a third or subsequent child born after 6 April 2017.

Our current information is that claims in the city are planned to come in as follows:

- BN3 **4 October 2017**
- BN2 **29 November 2017**
- BN41 & BN1 **January 2018**

This booklet is for professionals who support claimants who may be on benefits. It explains some of the main changes and where people can get additional help in Brighton & Hove.

For more information, go to  
[www.gov.uk/universalcredit](http://www.gov.uk/universalcredit)

For links to local information go to:  
[www.brighton-hove.gov.uk/universal-credit](http://www.brighton-hove.gov.uk/universal-credit)



Brighton & Hove  
City Council

## What is Universal Credit?

**Universal Credit** replaces **Jobseeker's Allowance (income based)**, **Employment Support Allowance (income based)**, **Income Support**, **Working Tax Credit**, **Child Tax Credit** and **Housing Benefit**.

Separate claims will still need to be made for other benefits such as Child Benefit, Disability Living Allowance, Personal Independence Payment and Council Tax Reduction.

## How is Universal Credit different from current benefits?

- Most claims for Universal Credit will be made and maintained online.
- The amount paid for rent will normally be paid to the tenant not the landlord.
- Universal Credit will normally be paid once a month to one person in the household.
- The first payment will normally take at least six weeks.
- In most cases there will be no money paid for the first seven days after the claim.
- Help with housing costs for 18-21 year olds has been restricted to those that are deemed to be vulnerable – see page 4 for more details.

## Applying for Universal Credit

- Claimants will usually have to apply for Universal Credit online. If they are unable to make a claim online, they should contact the Jobcentre.
- Within seven days of making an application, online claimants must phone the Universal Credit Service Centre on 0345 600 4272 (option 1) to book an interview at their local Jobcentre.
- At the interview, the claimant will have to provide documentary evidence in support of their claim - this could include things like a tenancy agreement or photo identification. Not attending this interview or failing to provide this information could mean the Universal Credit claim stops.

For more information, go to  
[www.gov.uk/universalcredit](http://www.gov.uk/universalcredit)

For links to local information go to:  
[www.brighton-hove.gov.uk/universal-credit](http://www.brighton-hove.gov.uk/universal-credit)

## Potential issues with Universal Credit

## Solutions and help

### Issues with making a claim

**People need help to claim online or they don't have access to a computer or email address.**

Call the Moneyworks Advice Line on 0800 988 7037 for free independent help or speak to the Jobcentre.

**People do not have a bank account.**

Call the Moneyworks Advice Line on 0800 988 7037 for free independent help or speak to the Jobcentre.

**When the claim starts from.**

Universal Credit will normally start when a claim is made. In some cases, where there is good cause, claims can be backdated for up to a month. Backdating can be request when a claim is made and reasons must be given for the delay in claiming. Universal Credit includes housing costs, so it is important that claims are made on time to avoid rent arrears.

### Issues with maintaining a claim

**Keeping the claim for Universal Credit active.**

To keep the claim active, it is important for Universal Credit claimants to:

- Provide all information and evidence Jobcentre Plus ask for
- Keep all appointments at the Jobcentre
- Check their online journal daily or very regularly and when prompted by text or email. Not checking the online journal regularly could mean that an appointment is missed and this could lead a UC sanction and the benefit being reduced.
- Keep to the terms of the claimant commitment
- Tell the Jobcentre about changes of circumstances

**Meeting the terms of the claimant commitment.**

**To get Universal Credit, a claimant will have to agree to a 'claimant commitment' which is an agreement about what activities they will do.**

To make sure the claimant commitment takes into account individual circumstances, it's important that claimants tell the Jobcentre about any issues or vulnerabilities they have. For example, if they:

- look after children
- have a disability or health condition
- don't have good reading or writing skills
- have a learning disability
- look after someone with a disability
- have been a victim of domestic violence within the last six months
- are homeless
- are undergoing treatment for a drug or alcohol problem
- have to do jury service
- any other issue that might be relevant

The claimant commitment can continue to apply to people who are working part time and they may be expected to make efforts to increase the number of hours they work.

## Issues with rent

**What if someone can't manage to pay their rent?**

They can apply to have the rent element of Universal Credit paid directly to their landlord. They can do this via their online journal or by speaking to their Jobcentre work coach.

This can be done by the landlord if there are arrears with the rent. To do this, a landlord will have to apply for an 'Alternative Payment Arrangement'. Go to [www.gov.uk](http://www.gov.uk) and search for 'UC47'.

**What if people do not receive enough Universal Credit to pay their rent?**

People can apply to the council for a Discretionary Housing Payment. For more information, go to [www.brighton-hove.gov.uk/discretionarypayments](http://www.brighton-hove.gov.uk/discretionarypayments)

**Housing costs not available for people aged under 22.**

The housing element of Universal Credit will not always be payable to people under 22 but there are exceptions.

There are a number of people under 22 who are exempt from this rule, including:

- people receiving Universal Credit housing costs before 1 April 2017 until they move off Universal Credit or cease to claim those housing costs
- certain vulnerable people
- people unable to live with their parents
- people claiming as a couple
- people who are not subject to all work-related requirements for receiving Universal Credit
- people who are in work, subject to minimum earnings
- people who have recently left work, subject to minimum earnings (in this case, the help is available for a limited time only)
- people who have left care

It is vital claimants tell the Jobcentre if any of these apply to them. The council's housing and children's services will be able to provide evidence to support some of these situations.

For more information, the council's welfare rights team have produced a factsheet on 18-21 year olds and UC available from [www.brighton-hove.gov.uk/benefit-factsheets](http://www.brighton-hove.gov.uk/benefit-factsheets)

## Issues with managing money

**People need help with budgeting on a monthly income.**

Call the Moneyworks Advice Line on 0800 988 7037 for free independent help.

They can talk to their Jobcentre work coach and ask to be referred for help. They could ask for the UC to be paid more frequently if they are struggling to manage – they can do this by phone or by requesting this through the UC journal.

**What if payment to one person in the household is not appropriate, for example in the case of domestic violence, financial coercion or where there may be addiction issues?**

They can apply to have the Universal Credit payment split. Request this via the journal or speak to the Jobcentre work coach.

## Issues with giving help to someone claiming Universal Credit

### Advisors and support staff helping someone with their claim

People supporting claimants on Universal Credit will only be able to talk to the Universal Credit Service Centre if the claimant is with them. There is no provision for ongoing consent but the claimant can provide permission on the journal for an advocate to deal with a specific matter. They would need to state who the advocate is and the problem they want help with.

## Issue with the amount of money paid by Universal Credit

### Claimants struggle waiting for six weeks for their first payment

They can apply for an advance payment from the Universal Credit service centre 0345 600 4272 option 5. This is a loan paid back over six months.

- They can use savings or last payment of previous wages if there are any.
- They can apply to the Brighton & Hove Local Discretionary Social Fund. For more information, go to [www.brighton-hove.gov.uk/ldsf](http://www.brighton-hove.gov.uk/ldsf)

### No benefit payable for the first seven days

The seven-day waiting period won't apply if claimants:

- Have claimed Universal Credit within the past six months
- Are splitting up from or moving in with someone who's already claiming Universal Credit
- Are moving on to Universal Credit from another 'legacy' benefit, such as JSA (income-based)
- Are terminally ill
- Are vulnerable, for example they've recently been a victim of domestic violence or are leaving care or prison

It is important for claimants to tell the Jobcentre if any of these things apply to them.

### Self-employed people

Universal Credit has rules which mean that once a person has been self-employed for 12 months, it is assumed that they will earn an income equivalent to the national minimum wage times the number of hours they are expected to work, which could mean they receive less Universal Credit. In this case, claimants should talk to their Jobcentre work coach about help that may be available or other ways of finding work.

### What about support for Council Tax

People will still need to make a separate claim for Council Tax Reduction from the council. It is important to do this straight away to avoid getting into arrears with Council Tax. For more information, go to [www.brighton-hove.gov.uk/help-with-council-tax](http://www.brighton-hove.gov.uk/help-with-council-tax)

### Other things to note

- Claimants will need an email address and bank account in order to make their claim online.
- People with three or more children will not be asked to claim Universal Credit until November 2018 (at the earliest) unless they already get UC.
- People who live in Supported Accommodation will still get their housing costs met through Housing Benefit,

although they will have to claim Universal Credit for their living costs.

- At the time of writing, the rollout by postcode is planned to be:
  - **BN3 4 October 2017**
  - **BN2 29 November 2017**
  - **BN1 and BN41 January 2018**

# Useful contacts

## Universal Credit and Jobcentre

### Full Service Universal Credit Helpline 0345 600 4272

- Option 1 To arrange an appointment
- Option 2 Checking pay dates
- Option 3 Change of circumstances
- Option 4 Query regarding entry on online journal
- Option 5 Apply for advance payment
- Option 6 Other queries

### Jobcentre Plus 08000 556688

**Tax Credit** 0345 3003900 to order a claim form or ask about an existing claim or

**Existing Tax Credit claim** [www.gov.uk/manage-your-tax-credits](http://www.gov.uk/manage-your-tax-credits)

**Child maintenance options** 0800 988 0988

**www.gov.uk** for information on all benefits and online claim forms



## Help to get online

These organisations can help you get online, you can contact them to arrange help if you need it:

**Brighton & Hove libraries**  
[www.brighton-hove.gov.uk/libraries](http://www.brighton-hove.gov.uk/libraries)  
01273 290800

**Brighton & Hove City Council  
Customer Service Centres**  
Brighton Bartholomew House  
Bartholomew Square, Brighton, BN1 1JE  
Hove Ground Floor  
Hove Town Hall, Norton Road, BN3 3BQ

**Digital Brighton & Hove**  
Courses, classes and drop-ins  
[www.digitalbrightonandhove.org.uk/courses/](http://www.digitalbrightonandhove.org.uk/courses/)

**The Bridge Community Education Centre**  
Lucraft Road, Moulsecoomb, Brighton, BN2 4PN  
01273 687053

**Brighton Unemployed Centre Families Project**  
6 Tilbury Place, Brighton, BN2 0GY  
01273 671213 / 601211

**Hangleton & Knoll Project – HaKIT**  
St Richards, Egmont Road, Hove, BN3 7FP  
01273 881446

**Whitehawk Inn**  
Whitehawk Road, Brighton, BN2 5NS  
01273 682222



## Help in an emergency

If someone is in a situation with no money or food, emergency help is available.

**Local Discretionary Social Fund**  
01273 293117  
[www.brighton-hove.gov.uk/ldsf](http://www.brighton-hove.gov.uk/ldsf)  
to find out more and apply online

**Family Information Service (FIS)**  
01273 293545  
Advisers can refer families to a foodbank and advise on other sources of help. Information about local services can be found at  
[www.familyinfobrighton.org.uk](http://www.familyinfobrighton.org.uk)





## Benefits advice

### Jobcentre

0345 604 3715

### Citizens Advice

0345 6043719

[www.citizensadvice.org.uk](http://www.citizensadvice.org.uk)

### Government information

[www.gov.uk](http://www.gov.uk)

### Brighton & Hove City Council

#### Council Tax Reduction and Housing Benefit

01273 292000

#### Welfare Rights Team

Help and advice on how to appeal DWP decisions.

[www.brighton-hove.gov.uk/welfarerights](http://www.brighton-hove.gov.uk/welfarerights)

[welfareright@brighton-hove.gov.uk](mailto:welfareright@brighton-hove.gov.uk)

Telephone 01273 291116 Monday 10-1pm



## Homelessness and housing

For anyone at risk of becoming homeless, it's important to get advice as soon as possible.

### Brighton & Hove City Council

#### Housing Options Team

01273 294400

Bartholomew House, Bartholomew Square  
Brighton BN1 1JP.

[www.brighton-hove.gov.uk/homelessness](http://www.brighton-hove.gov.uk/homelessness)

Housing advisers will do all they can to help families keep their home. They can:

- advise people on their responsibilities
- advise on welfare benefits to help with the rent or mortgage
- negotiate with landlords about any problems
- deal with banks and building societies if people have fallen behind with mortgage payments

### Out-of-hours homeless emergency

**If someone has a homeless emergency out-of-office hours (9am-5pm Mon-Fri): Telephone 01273 294400**

(select option 2, then option 1)

### Local Discretionary Social Fund

[www.brighton-hove.gov.uk/LDSF](http://www.brighton-hove.gov.uk/LDSF)

01273 293117

The LDSF can help people in the event of a crisis or emergency and to return or remain in the community. This is not cash but can provide food vouchers or things to help people move.

### Discretionary Payments

[www.brighton-hove.gov.uk/DPform](http://www.brighton-hove.gov.uk/DPform)

01273 292000

In some cases, Discretionary Housing Payments can top up the amount paid through Universal Credit for housing costs, mostly to help with moving to more affordable accommodation. Council Tax Reduction helps with Council Tax but only covers 80% of the bill. The Discretionary Council Tax Reduction can help people who need extra help to cover arrears or the shortfall.

### Help finding other accommodation

The council is working with HomefinderUK ([homefinderuk.org](http://homefinderuk.org)) to help households facing homelessness or other social tenants to move to more affordable social housing in other parts of the country if this is their choice.

To find out what LHA rates are look here:

[lha-direct.voa.gov.uk/search.aspx](http://lha-direct.voa.gov.uk/search.aspx)

### Council help with housing

People affected by any of the changes set out in this leaflet may have difficulty paying rent.

You must ensure that you seek the help and advice contained in this leaflet as early as possible.

Everyone working with families and other households is committed to preventing homelessness but this can only succeed if you act early. If you cannot stay in your home, alternatives are increasingly out of the city boundaries because accommodation in the city is unaffordable.

The council's Housing Options Service can help you keep your home, find alternative housing and negotiate with landlords about problems you may have, such as rent. If you become homeless, the council will assist people it has a legal duty to help and will give advice to others. Housing provided by the council is likely to be out of the city.



## Gas and electricity charges

**There are several ways that gas and electricity bills can be reduced including:**

- Switching supplier or switching to the supplier's cheapest tariff
- Buying both gas and electricity from the same company – this is known as dual fuel
- Paying monthly by direct debit
- Asking the supplier if they have any special rates for people needing extra help, for example if anyone in the household is on benefits or has a disability
- Some people qualify for the Warm Home Discount Scheme, whereby energy suppliers can give a £140 discount to customers in vulnerable groups (check with the energy supplier as eligibility criteria varies between companies)
- Households should always do their own meter reading every time they receive a bill, if bills are paid by direct debit, there could either be an overpayment and the customer could be entitled to a rebate, or be underpaying and end up with a bill at the end of the year

For information on saving money on fuel costs visit [www.moneysavingexpert.com](http://www.moneysavingexpert.com)



## Dealing with debt - national organisations

### National Debtline

0808 808 4000

[www.nationaldebtline.co.uk](http://www.nationaldebtline.co.uk)

Provides free confidential and independent advice on how to deal with debt problems. The specialist advice given over the telephone is backed up with written self-help materials which can be mailed out free of charge.

### The Step Change Debt Charity

0800 138 1111

[www.stepchange.org](http://www.stepchange.org)

Provides free and confidential counselling on debt problems – including personal budgeting and credit advice. They can also liaise with creditors to work out a repayment package.



## Child Maintenance

**The Child Maintenance Options Service can advise and support people who need to get financial support from an ex-partner.**

They can make a Family Based Arrangement if both parents are happy to work things out or, if this isn't possible, they can arrange a Statutory Agreement.

There is a fee of £20 to register with this service if they need to make a Statutory Agreement but not if the applicant is a victim of domestic violence. Child Maintenance Options is a free service that provides impartial information and support to help separated parents make decisions about their child maintenance arrangements. The website contains a useful maintenance calculator.

Tel 0800 988 0988  
 Text OPTIONS to 6664  
 www [www.cmoptions.org](http://www.cmoptions.org)



## Banking, savings and loans

Having a savings account means that people can plan for the future and save up for the things they need, as well as being more likely to cope in an emergency when money is needed at short notice.

### East Sussex Credit Union

0300 303 3188

[info@eastsussexcu.org.uk](mailto:info@eastsussexcu.org.uk)

[www.eastsussexcu.org.uk](http://www.eastsussexcu.org.uk)

Provide free, independent advice on savings and loans.

### Beware loan sharks!

Many illegal money lenders or loan sharks charge very high rates of interest and use threats, intimidation and violence to force repayment of loans.

To report an illegal money lender or loan shark in confidence, visit [www.gov.uk/report-loan-shark](http://www.gov.uk/report-loan-shark)  
Tel 0300 555 2222



## Money advice – national organisations and websites

There is a wide range of national information available on public services, including financial support, through the government website [www.gov.uk](http://www.gov.uk)

### The Money Advice Service

0800 138 7777

[www.moneyadviceservice.org.uk](http://www.moneyadviceservice.org.uk)

The Money Advice Service is a national organisation that offers free, clear and unbiased advice to help everyone to manage their money better. Their website is packed with useful information and has a section aimed specifically at parents. There are also online calculators that can work out household budgets.

### Benefits check

The online benefits adviser tool can help with benefits estimates, or check which benefits people can claim. It's available to use at [www.gov.uk/benefits-adviser](http://www.gov.uk/benefits-adviser)

### Guide to Basic Bank accounts

[www.moneysavingexpert.com/banking/basic-bank-accounts](http://www.moneysavingexpert.com/banking/basic-bank-accounts)



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### [www.moneyworksbh.org.uk](http://www.moneyworksbh.org.uk)

0800 988 7037 or 01273 809288

[www.moneyworksbh.org.uk](http://www.moneyworksbh.org.uk)

**Drop in and appointment sessions run across the city and offer practical help with making your money go further. Visit the website or contact Moneyworks to find out more.**

- Bank accounts
- Benefits
- Broadband, TV and phone
- Budgeting
- Childcare
- Communicating with friends and family for free
- Coping with debts
- Credit score and credit rating
- Eating well on a budget
- Gas and electric
- Grants
- Help paying rent and Council Tax
- Home contents insurance
- Housing
- Job search
- Loans and borrowing
- Pensions
- Price comparison sites
- Savings
- Selling online
- Shopping online
- Skills for employment
- Water bills

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### **Citizens Advice Bureau**

03003 309033

[www.brightonhovcab.org.uk](http://www.brightonhovcab.org.uk)

The Citizens Advice Bureau helps people resolve their legal, money and other problems by providing free, impartial, confidential and independent information and advice.

A drop-in service is available Monday to Friday, 8.45am – 10.30am, and appointments are available at other times at their offices at Brighton Town Hall, Bartholemew Square, Brighton, BN1 1JA.

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### **St Luke's Advice Service**

01273 549203

[www.stlukesadviceservice.org.uk](http://www.stlukesadviceservice.org.uk)

St Luke's Advice Service provides free, independent and impartial help, advice and information. Included in the areas they specialise in are: debt and budgeting, welfare benefits and help with filling in forms.

Call to arrange an appointment. They are open Monday, Tuesday, Wednesday and Thursday, 9.30am - 3.30pm and Friday, 9.30am - 1pm.

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### **Money Advice Plus**

0800 988 7037

(Mon, Tues & Thurs 10am-4pm, Wed 5-8pm and Fri 10am-2pm)

[info@moneyadviceplus.org.uk](mailto:info@moneyadviceplus.org.uk)

Money Advice Plus is a registered charity (Money Advice & Community Support Service) based in Brighton & Hove, helping and supporting people experiencing difficulty managing their money or financial affairs.

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### **Brighton Unemployed Centre Families Project (BUCFP)**

**[www.bucfp.org](http://www.bucfp.org)**

General information **01273 601211**

Appointments **01273 676171**

Confidential Advice Line **01273 676171**  
(answerphone – please leave a message).

The Brighton Unemployed Centre Families Project offers a wide range of services, not just for the unemployed. This includes free, impartial and independent advice on benefits issues, form filling, tribunals, problems with debts and bills and your rights.

Provides a drop-in advice service on all aspects of social security & welfare, including

- One-to-one support to complete applications
- Contacting DWP & the local authority
- Lodging mandatory reconsiderations & appeals
- Support with the Tribunals service

Drop-in times are: 10am-1pm & 2-4pm Tuesday to Thursday, 2-4pm on Fridays

If you need help with ESA and PIP applications, you will need to make an appointment.

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### **Brighton Voices in Exile**

**01273 328598**

**[bvie@hotmail.co.uk](mailto:bvie@hotmail.co.uk)**

Offers advice and support to refugees, asylum seekers, those with indefinite leave to remain and no recourse to public funds on housing, benefits, education and employment.

Drop-in Tuesdays 10am – 12 noon.

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### **Brighton & Hove City Welfare Rights Team**

**01273 291116**

**[www.brighton-hove.gov.uk/welfarerights](http://www.brighton-hove.gov.uk/welfarerights)**

The council's Welfare Rights Team is a small team who primarily train other advisers on welfare benefits.

They also offer advice to people who have been turned down for benefits and run a public advice line every Monday.

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### **Brighton & Hove City Council Benefits Service**

**01273 292000**

**[www.brighton-hove.gov.uk/benefits](http://www.brighton-hove.gov.uk/benefits)**

Depending on family or household income and circumstances, some families may be entitled to housing or council tax benefit. The Benefits Service processes these claims for residents in Brighton & Hove.

For information and full details of their drop-in and appointment services at Bartholomew House and neighbourhood offices, visit the website.



### Local advice and support

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#### **The Whitehawk Inn**

01273 682222

[www.whinn.org.uk](http://www.whinn.org.uk)

The centre offers a wide range of courses, as well as help and advice about work and volunteering opportunities.

#### **The Bridge**

01273 687053

[www.thebridgebrighton.com](http://www.thebridgebrighton.com)

The Bridge is based in Moulsecoomb and offers a range of courses and support to get into work, including a weekly job club where you can find local vacancies and get help with your CV.

#### **Jobcentre Plus**

0345 6043719

[www.gov.uk/contact-jobcentre-plus](http://www.gov.uk/contact-jobcentre-plus)

30/35 Edward Street, Brighton  
87A Boundary Road, Hove

#### **Universal Credit**

Full Service Centre Number 03456 000722

People on Universal Credit will need to contact their work coach via their online claim or phone the service centre.

Those who are not yet on Universal Credit can phone Jobcentre Plus on **0345 604 37129**.

### The following websites contain useful information about looking for work, jobs, volunteering and training:

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#### **[nationalcareersservice.direct.gov.uk](http://nationalcareersservice.direct.gov.uk)**

The National Careers Service provides information, advice and guidance to help you make decisions on learning, training and work opportunities.

The service offers confidential and impartial advice supported by qualified careers advisers.  
**0800 100900**

#### **[www.mylifebh.org.uk](http://www.mylifebh.org.uk)**

The Brighton & Hove My Life Directory contains both local and national resources to support you to get back into work.

#### **[www.womenlikeus.org.uk](http://www.womenlikeus.org.uk)**

This website is specifically aimed at women who are looking to return to the workplace after having children.

#### **[www.communitybase.org](http://www.communitybase.org)**

The site lists local jobs with charities, community groups, local government and health services. You can also view opportunities for volunteering.

#### **[www.bhcommunityworks.org.uk](http://www.bhcommunityworks.org.uk)**

Volunteering opportunities with local services and groups and support for volunteers.

#### **[www.ageuk.org.uk](http://www.ageuk.org.uk)**

The website supports older people who are looking to return to the workplace.

<b>Subject:</b>	<b>Brighton &amp; Hove Social Value Framework Update</b>		
<b>Date of Meeting:</b>	<b>9<sup>th</sup> October 2017</b>		
<b>Report of:</b>	<b>Executive Director Finance &amp; Resources and Executive Director Neighbourhoods, Communities &amp; Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Michelle Pooley</b>	<b>Tel: 01273 295053</b>
	<b>Email:</b>	<a href="mailto:michelle.pooley@brighton-hove.gov.uk">michelle.pooley@brighton-hove.gov.uk</a>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE**

**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of the report is to receive an update on how 'The Social Value Framework' and the 'Social Value Guide for Commissioners, Procurement Teams and Providers' has been used by the city council since it was approved by Policy, Resources & Growth Committee and adopted by the council in July 2016.

**2. RECOMMENDATIONS**

That the Committee:

- 2.1 Notes the work completed by the Communities, Equality & Third Sector and Procurement teams to progress the implementation of Social Value in Commissioning and embedding the social value approach to all aspects of the council's services.
- 2.2 Approves the delivery of training (as described in paragraph 3.6.5) for all BHCC commissioners and procurement officers, and requests an evaluation by Procurement of how this training is used in furthering social value within commissioning across the Council's departments.
- 2.3 Approves and champions a member training offer to support elected members at decision making committees to challenge how social value has been embedded in service redesign and commissioning.
- 2.4 Notes that this report will be shared with the Executive Director Health and Adult Social Care who will be asked to discuss with the NHS B&H Clinical Commissioning Group to agree that Social Value is being considered as part of developing the integrated commissioning unit.
- 2.5 Recommends that the Procurement Advisory Board requests an annual report from the Council's Procurement Team evidencing how tendering processes (as described in paragraph 3.6.6) and contract monitoring has recorded social value.

### **3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 The Public Services (Social Value) Act 2012 set a legal requirement on public bodies to consider economic, environmental and social benefits when procuring services.
- 3.2 The Neighbourhoods, Communities, Inclusion & Equalities Committee and Policy Resources & Growth Committee endorsed the Brighton & Hove Social Value Framework (the Framework) and the Social Value Commissioner, Procurement and Providers guidance that supports social value in commissioning and procurement process, including measuring and performance monitoring, in July 2016.
- 3.3 The Framework and the Social Value Guidance was the result of the council working with Brighton & Hove NHS Clinical Commissioning Group (CCG) and Community Works participating in a national action learning programme on embedding and increasing social value in health commissioning. The programme was funded by the Department of Health and independently facilitated by the Institute for Voluntary Action (IVAR) and Social Enterprise UK.
- 3.4 The Framework explains why social value is important across public, private and third sectors, the vision for social value in the city and the social value outputs that could be achieved. It also defines the Brighton and Hove Social Value Pledge which organisations across the city will be encouraged to sign up to.
- 3.5 The guide provides a practical toolkit for how commissioners and procurement officers should apply social value in commissioning and procurement processes, including measuring and performance monitoring. It has been drafted by BHCC procurement officers with input from participants of the action learning set.
- 3.6 Following the development of the framework and guidance, further action has been taken:
  - 3.6.1 The Social Value Framework and Guidance has been published on the WAVE and Council website and Procurement Officers and Commissioners have been made aware of these documents.
  - 3.6.2 The running of a best practice seminar in March 2017 on Social Value Matters: Promoting and Mainstreaming Social Value which was attended by over 80 Council, Clinical Commissioning and Third Sector organisations. Participants learnt about the framework and how the Council's procurement team were embedding social value in their procurement processes.
  - 3.6.3 Weighted social value quality criteria is a consideration within the tendering process for all new tender exercises as part of business as usual within the Procurement Team. Although the inclusion of social value may not always be appropriate as a scored quality criterion, when it is included, the Procurement Team signpost to the Social Value Framework and Guides on the WAVE. They also have a pool of standard social value criteria to propose and advise on the appropriate weighting for such criteria. Details around the decision making to



include or exclude social value criteria is captured in the Procurement Team's tender evaluation report for high value, high risk or politically sensitive projects.

- 3.6.4 BHCC's Procurement Team is working with Orbis colleagues on the inclusion of a new Social Value Charter which is a means to calculate an estimated value, in pounds sterling, of social value criteria. The purpose is to help illustrate the socio-economic benefits to the local economy contained within the social value offers from third party suppliers.
- 3.6.5 A mini survey of nine procurement officers and twenty six council commissioners was undertaken in July 2017 to assess how many knew of and or had used the Social Value Framework and Guidance. The survey found a 100% response rate that the framework was known about and an 80% response rate that the guidance was known about. However 70% of respondents identified that they would like training and in some cases were unclear on how to evaluate social value and in some cases felt that the way social value was being explained by procurement colleagues was not always clear. Despite the information being available on the WAVE intranet pages, time and workload pressures make it difficult for commissioners to fully understand the importance and options available to them when assessing social value as part of the commissioning process. This highlights a clear need for focussed training on the subject in order to raise awareness.
- 3.6.6 An analysis of tenders undertaken since July 2016 shows that of the 30 tenders which resulted in 61 contracts 35 of the 81 (41%) included social value as part of the quality assessment. See Appendix 1. Having undertaken this assessment, procurement going forward will build into their contract recording a reporting function to identify where Social Value has been used as part of the tender specification and scoring criteria which will be reported annually to the Procurement Advisory Board.
- 3.6.7 Three half day practical trainings sessions will run in October and November 2017, delivered by Social Enterprise UK who run the national Social Value Awards and Social Value Summit which brings together commissioners and providers from across the public, private and social sectors. It looks to build cross-sector networks and partnerships, showcase best practice and builds the case for commissioning and procuring for social value.
- 3.6.7.1 One will be for procurement officers, commissioners and providers and will include a general introduction to social value: the background to it; what it means; how it can be used; what the impact can be and how to measure it. This will include group work and case studies looking at how to procure for social value using the Brighton & Hove Social Value Framework and Guidance.
- 3.6.7.2 The second would be a very practical session for procurement officers, commissioners and procurement lawyers only, looking at how to get the best social value from providers at all stages, from the design of tenders and questions, marking submitted tenders and how to manage the social value clauses of a contract once it's been awarded. This could be based on an example service or reviewing one that's already been commissioned by the LA/CCG as well as looking at how other areas have approached this.

Attendees will be asked to submit questions before the session so as to address any specific queries they have and there is a chance to have a legal expert to address any concerns around legalities.

3.6.7.3 The third is a separate session for the Social Enterprise and Voluntary and Community Sector to focus on their understanding of social value and Brighton & Hove's Social Value framework and Guidance. This would include practical group work on how to present their social value when bidding for tenders and how to measure social value.

3.7 Between December 2017 and March 2018, procurement and commissioners will look at working with the Economic Partnership to deliver a bespoke approach to securing business commitment to social value.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

4.1 An option to do nothing was considered, however there could be a risk of legal challenge as Council may not be able to evidence its due consideration of Social Value as required in the legislation. The implementation of training and support for officers is a minimum mitigating factor.

4.2 An option to have officers read the Framework and Guidance as part of their ongoing job role could be an option if the council has a lack of resource to support this work, however this would mean that there is no overall council wide agreed implementation of Social Value.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

5.1 The Social Value work was conducted using a co-produced approach in line with the Community Engagement Framework. This consisted of an action learning set from September 2015 to March 2016 facilitated by IVAR and included a range of Voluntary and Community Organisations, Social Enterprise organisations, B&H City Council and Brighton & Hove NHS Clinical Commissioning Officers.

5.2 As indicated above the need for the training was established through an online survey of all commissioners and procurement officers which identified that training was and is something that council officers want.

#### **CONCLUSION**

6.1 The Social Value Act provides a tool to maximise the impact of public sector funding in the context of severe public procurement cost saving pressures, and a way to think about public services in a more coherent way that plays into the redesign of services starting to emerge as a result of these pressures.

6.2 A further progress report on the impact of the Framework and the Guide, and signatories to the Pledge will be provided to the NICE committee and to the Members Procurement Advisory Group in 12 months.

#### **7. FINANCIAL & OTHER IMPLICATIONS**

##### Financial Implications

- 7.1 The cost of training for officers and members is included in the 2017/18 budget for Communities, Equalities and Third Sector within the Neighbourhoods, Communities and Housing Directorate.
- 7.2 The inclusion of the possible social value of projects should enable better assessment of full costs and benefits of projects and policies, enhancing decision making.

*Finance Officer Consulted: Monica Brooks*

*Date: 04/09/17*

Legal Implications:

- 7.3 The Public Services (Social Value) Act 2012 (the Act) requires contracting authorities to consider at the pre-procurement stage of any services contract which exceeds EU threshold to consider how what is being procured might improve the economic, social and environmental well-being of an area and how the authority might secure that improvement in the procurement process itself..
- 7.4 In February 2015, the Cabinet Office published a review of the Act by Lord Young which highlighted concerns that there have been inconsistent practices both in defining social value and determining how and when to include it in the procurement process. The work outlined in this report will continue to support more effective use of the Social Value Act in commissioning.

*Lawyer Consulted: Elizabeth Culbert*

*Date: 11/09/2017*

Equalities Implications:

- 7.5 Opportunities for a range of social, economic and environmental benefits to people in relation to their protected characteristics are integrated into the way Social Value works in practice. "Being Inclusive" is a central principle of our approach. The training and development will further help staff to use the guidance to best effect. Equality priorities for the city will be factored into the social value training and indicators implemented as part of contracts.

Sustainability Implications:

- 7.6 There are no direct environmental impacts arising from this report, however as the social value policy will provide for environmental benefits as part of its embedding in council procurements, there are likely to be significant benefits arising from its adoption.
- 7.7 Sustainability priorities for the city have been factored into the social value outcomes included in the Framework.

Crime & Disorder Implications:

- 7.8 Community safety priorities have been factored into the social value outcomes so that the social value outcomes can be used in commissioning.

Risk and Opportunity Management Implications:

- 7.9 Having a more combined effort across the public, private and third sectors on social value should help to increase the impact of public funding in the city. With significant physical regeneration projects in the pipeline, the use of social value (social, economic and environmental impacts) can and should have significant benefits not to be missed.

Public Health Implications:

- 7.10 Social Value adds real value to tackling the wider determinants of health and will be actively targeted at those who are most vulnerable and live in some of our more deprived neighbourhoods.
- 7.11 Public health priorities have been factored into the social value outputs included in the Framework.

Corporate / Citywide Implications:

- 7.12 The training will help embed the Framework and Guide in commissioning across the council, albeit affecting different services and commissions depending on their value, scale and complexity. Assuming the other members of the City Management Board sign up to the Framework and Pledge in due course these will go on to have significant impact on public expenditure across the city and consequently impacting on businesses, community and voluntary group all across the city.

**NEIGHBOURHOODS,  
INCLUSION, COMMUNITIES &  
EQUALITIES COMMITTEE**

**Agenda Item 26**

Brighton & Hove City Council

Appendix 1: Tenders where Social Value has been included in Tender Questions & in Contract Management July 2016 onwards

Contract Reference	Contract Title	Start Date	End Date	Social Value Tender	Social Value Assessed in Contract	Total Contract Value	Process	Procedure	Supplier
BHCC - 007625	BHCC DR Bike Share Scheme	15/11/2016	30/04/2024	Yes		8000000	OJEU	Open	Hourbike Ltd
BHCC - 007457	BHCC HP Home Improvement Agency (2017)	01/06/2017	31/05/2020	Yes	Yes	280000	OJEU	Open	Mears Limited
BHCC-005250	BHT support for People with Complex Needs	01/04/2017	31/08/2017	Yes	Yes	920833	OJEU	Restricted	Brighton Housing Trust
BHCC-013239	Youth Service Grant Agreement - Hangleton, Portslade and West Hove	01/04/2017	31/03/2020	Yes	Yes		Non-OJEU	Grant	The Hangleton & Knoll Project (lead), YMCA (partner)
BHCC-013239	Youth Service Grant Agreement - Whitehawk and the Deans	01/04/2017	31/03/2020	Yes	Yes		Non-OJEU	Grant	Trust for Developing Communities (lead), The Deans Youth Project, Impact Initiatives (partners)
BHCC-013239	Youth Service Grant Agreement - Moulsecomb and Patch	01/04/2017	31/03/2020	Yes	Yes		Non-OJEU	Grant	The Trust for Developing Communities (lead) Impact Initiatives, Albion in the Community, Extratime, Friends, Families and Travellers, Bevendean Activities Group (partners)
BHCC-013239	Youth Grant Agreement - Central Brighton & Hove	01/04/2017	31/03/2020	Yes	Yes		Non-OJEU	Grant	Brighton Youth Centre (lead), Young Peoples Centre, Tarner Project, Youth Advice Centre (partners)

Contract Reference	Contract Title	Start Date	End Date	Social Value Tender	Social Value Assessed in Contract	Total Contract Value	Process	Procedure	Supplier
BHCC-013239	Youth Grant Agreement - LGBTU	01/04/2017	31/03/2020	Yes	Yes		Non-OJEU	Grant	Friends, Families and Travellers, Bevendean Activities Group (partners)
BHCC-013239	Youth Grant Agreement - BME	01/04/2017	31/03/2020	Yes	Yes		Non-OJEU	Grant	Black and Minority Ethnic Young People's Project
BHCC-013239	Youth Grant Agreement - Disabilities	01/04/2017	31/03/2020	Yes	Yes		Non-OJEU	Grant	Extratime
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Advice Matters	01/04/2017	31/03/2020	Yes	Yes	649344	Non-OJEU	Grant	<b>Citizen Advice Brighton &amp; Hove</b> , Money Advice Plus, Brighton Housing Trust, St Luke's Advice Service, Youth Advice Centre
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20 Outcome 1:	01/04/2017	31/03/2020	Yes	Yes	89323	Non-OJEU	Grant	<b>BHT</b> , Food Partnership, Fareshare
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20 Outcome 1:	01/04/2017	31/03/2020	Yes	Yes	44619	Non-OJEU	Grant	<b>Impetus</b> , ADHD Aware
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20 Outcome 1:	01/04/2017	31/03/2020	Yes	Yes	138380	Non-OJEU	Grant	Oasis, BHT Threshold
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20 Outcome 1:	01/04/2017	31/03/2020	Yes	Yes	87766	Non-OJEU	Grant	MindOut, AllSorts
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20 Outcome 1:	01/04/2017	31/03/2020	Yes	Yes	34607	Non-OJEU	Grant	<b>Lunch Positive</b> , Mindout, SHNEC, Pavilions, THT, SB, BHCC Health Trainers, B&S Uni Hospitals NHS Trust, LGBT CS forum, CHIVSS

Contract Reference	Contract Title	Start Date	End Date	Social Value Tender	Social Value Assessed in Contract	Total Contract Value	Process	Procedure	Supplier
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20 Outcome 1:	01/04/2017	31/03/2020	Yes	Yes	99592	Non-OJEU	Grant	<b>Impetus</b> , Somerset Day Centre, TDC, LGBT Switchboard, Sussex Interpreting Service
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 1:	01/04/2017	31/03/2020	Yes	Yes	260140	Non-OJEU	Grant	Rise, Survivors Network
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 2:	01/04/2017	31/03/2020	Yes	Yes	152594	Non-OJEU	Grant	Carousel, Same Sky
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 2:	01/04/2017	31/03/2020	Yes	Yes	85064	Non-OJEU	Grant	<b>Brighton Women's Centre</b> , Mother Uncovered
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 2:	01/04/2017	31/03/2020	Yes	Yes	60655	Non-OJEU	Grant	YMCA Downslink, Sussex Nightstop
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 2:	01/04/2017	31/03/2020	Yes	Yes	80426	Non-OJEU	Grant	Amaze, Extratime
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 3:	01/04/2017	31/03/2020	Yes	Yes	176280	Non-OJEU	Grant	The Bridge, HKP, Whitehawk Inn
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 3:	01/04/2017	31/03/2020	Yes	Yes	96002	Non-OJEU	Grant	<b>Friends Families and Travellers</b> , TDC
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 4:	01/04/2017	31/03/2020	Yes	Yes	66935	Non-OJEU	Grant	<b>Stay Up Late</b> , Impetus, Carers Centre

Contract Reference	Contract Title	Start Date	End Date	Social Value Tender	Social Value Assessed in Contract	Total Contract Value	Process	Procedure	Supplier
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 4:	01/04/2017	31/03/2020	Yes		22614	Non-OJEU	Grant	<b>Albion in the Community</b> , Age UK
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: Strategic Outcome 5:	01/04/2017	31/03/2020	Yes		153906	Non-OJEU	Grant	<b>Food Partnership</b> , Real Junk Food Partnership, FareShare, Food Matters
BHCC - 009863	Communities & 3rd Sector Prospectus 2017-20: 2. Partnership between generic and specialist capacity building services, community development, Healthy Neighbourhood Fund and Engagement Organisations. Includes Engagement lots CE1 to 3.	01/04/2017	31/03/2020	Yes		2608991	Non-OJEU	Grant	<b>Community Works</b> , Trust for Developing Communities, Resource Centre, HKP, Serendipity, Faith in Action, LGBT Switchboard, BME Consortium Liaison Group (BMECP, MOSAIC and BMEYPP), LGBT Working to Connect, Friends Families and Travellers, Clare Project, Sussex Interpreting Services,
BHCC - 009863	Parent and Carer Engagement	01/04/2017	31/03/2020	Yes		154191	Non-OJEU	Grant	Amaze, Carers Centre
BHCC - 009863	Disability Engagement	01/04/2017	31/03/2020	Yes		130943	Non-OJEU	Grant	Possability People, Enhance UK
BHCC - 009863	Older People Engagement	01/04/2017	31/03/2020	Yes		66000	Non-OJEU	Grant	Age UK, Carers Centre
BHCC - 009863	Young People's Engagement	01/04/2017	31/03/2020	Yes		58200	Non-OJEU	Grant	YMCA DL, Allsorts, Extratime, BMEYPP
BHCC - 009863	Mental Health Engagement	01/04/2017	31/03/2020	Yes		118293	Non-OJEU	Grant	Mind, YMCA DL
BHCC - 009863	Learning Disabilities Partnership and Engagement	01/04/2017	31/03/2020	Yes		174000	Non-OJEU	Grant	Speakout, Impetus, Amaze



Contract Reference	Contract Title	Start Date	End Date	Social Value Tender	Social Value Assessed in Contract	Total Contract Value	Process	Procedure	Supplier
BHCC - 009863	Lay assessors	01/04/2017	31/03/2020	Yes		39000	Non-OJEU	Grant	Impetus, Healthwatch B&H CIC
BHCC - 009863	Moneyworks – Community Banking Partnership	01/04/2017	31/03/2020	Yes		569999	Non-OJEU	Grant	<b>Citizens Advice B&amp;H</b> , St Luke's Advice Service, East Sussex Credit Union, BHT Advice Centre, Brighton Unemployed Centre Families Project, Whitehawk Inn, The Bridge, Money Advice Plus, Hangleton & Knoll Project, Possability People
BHCC - 011088	BHCC RM Innovation fund to support the B&H Mental Health and Wellbeing Strategy (Year 3)	Currently being tendered		Yes	Yes				Provider to be confirmed
BHCC - 008493	BHCC SC The Supply of Two Refuse Collection Vehicles - Mini Competition	Currently being tendered		Yes	Yes				Provider to be confirmed
BHCC - 008673	BHCC SC mini-competition for a MWB Steam Cleaner Vehicle	Currently being tendered		Yes	Yes				Provider to be confirmed
BHCC - 008677	BHCC SC mini-competition for four subcompact pavement sweepers	Currently being tendered		Yes	Yes				Provider to be confirmed
BHCC - 009633	BHCC TB Brighton Museum Cafe	Currently being tendered		Yes	Yes				Provider to be confirmed

Contract Reference	Contract Title	Start Date	End Date	Social Value Tender	Social Value Assessed in Contract	Total Contract Value	Process	Procedure	Supplier
BHCC - 006810	BHCC HP ESPO Framework 24 Laundry Services for Seniors Housing	01/01/2017	31/12/2024			215712	OJEU	Mini competition	James Armstrong & Co Ltd
BHCC - 007361	BHCC HP Removal and Storage of Tenant and Homeless Persons Possessions	01/05/2017	30/04/2022		Yes	0	OJEU	Open	Edward Baden Ltd
BHCC - 016145	BHCC Royal Pavilion Estate: Conservation Plan and Management and Maintenance Plan	Currently being tendered			Yes				Provider to be confirmed
BHCC - 007463	BHCC JF 4450 CARDEN & MIDDLE STREET	26/07/2017	02/09/2017			193324	Non-OJEU	Restricted	Invictus Roofing Ltd
BHCC - 006398	BHCC SW Consultancy for Greater Brighton One Public Estate Programme Application	06/07/2016	29/07/2016			25000	Non-OJEU	Other	Marshall Regen Ltd
BHCC - 006788	BHCC SW Design, implementation and migration to Office 365 E3	11/11/2016	10/11/2017			164010	Non-OJEU	Open	Core Technology Systems (UK) Limited
BHCC - 007231	BHCC SW Digital Signage for Brighton & Hove Community Libraries	01/02/2017	31/07/2017			24215	Non-OJEU	RFQ	GV Multi Media Ltd
BHCC - 007877	BHCC SW Management of Brighton and Hove's Music and Arts Service	30/06/2017	29/06/2022			0	OJEU	Restricted	Brighton Dome & Festival Limited
BHCC - 006808	BHCC SW Renewal of Achieve CEM solution	14/11/2016	13/11/2017			71200	Non-OJEU	Negotiated	Firmstep

Contract Reference	Contract Title	Start Date	End Date	Social Value Tender	Social Value Assessed in Contract	Total Contract Value	Process	Procedure	Supplier
BHCC - 005374	Carelink telecare system maintenance	18/02/2014	17/02/2021			34030	Unclassified	Open	Jontek Ltd
BHCC - 005384	Cashless payment for schools - school dinners	01/08/2015	31/07/2017			50000	Non-OJEU	Open	ParentPay Limited
BHCC - 007199	Tower House Consultation	01/01/2017	31/05/2017			6000	Non-OJEU	Other	Possability People
BHCC - 013553	BHCC GG St James House Common Area Windows	Currently tendered							Provider to be confirmed
BHCC - 013106	BHCC GG St James House, Brighton - Window Repairs	Currently tendered							Provider to be confirmed
BHCC - 009822	BHCC HP Construction Related Consultancy Dynamic Purchasing System	Currently being tendered							Provider to be confirmed
BHCC - 007222	BHCC HP Emergency Temporary Accommodation and Management Services DPS	Currently being tendered							Provider to be confirmed
BHCC - 007488	BHCC HP Long Term/Settled Temporary Accommodation DPS	Currently being tendered							Provider to be confirmed
BHCC - 012763	BHCC JF 4440 DROVE ROAD BOILER	Currently tendered							Provider to be confirmed
BHCC - 013013	BHCC SL Housing Services Building Surveyor services	Currently tendered							Provider to be confirmed
BHCC - 014255	BHCC SP Design Services for Manor Hill	Currently tendered							Provider to be confirmed

