

NORTHAMPTON BOROUGH COUNCIL
Overview and Scrutiny Committee

Your attendance is requested at a meeting to be held in the Jeffrey Room,
St. Giles Square, Northampton, NN1 1DE. on
Monday, 8 May 2017 commencing at 6:00pm

D Kennedy
Chief Executive

If you need any advice or information regarding this agenda please phone Tracy Tiff, Scrutiny Officer, telephone 01604 837408 (direct dial), email ttiff@northampton.gov.uk who will be able to assist with your enquiry. For further information regarding **Overview & Scrutiny Committee** please visit the website www.northampton.gov.uk/scrutiny

Members of the Committee

Chair	Councillor Jamie Lane
Deputy-Chair	Councillor Graham Walker
Committee Members	Councillor Brian W Sargeant Councillor Tony Ansell Councillor Rufia Ashraf Councillor Mohammed Azizur Rahman (Aziz) Councillor John Caswell Councillor Vicky Culbard Councillor Janice Duffy Councillor Terrie Eales Councillor Elizabeth Gowen Councillor Dennis Meredith Councillor Nilesh Ramesh Parekh Councillor Samuel Kilby-Shaw Councillor Zoe Smith

Calendar of meetings

Date	Room
26 June 2017 6:00 pm 25 September 16 November 29 January 2018 30 April 25 June	All meetings to be held in the Jeffrey Room at the Guildhall unless otherwise stated

Northampton Borough Overview & Scrutiny Committee

Agenda

Item No and Time	Title	Pages	Action required
1 6:00pm	Apologies		Members to note any apologies and substitution
2	Minutes	1 - 3	Members to approve the minutes of the meeting held on 27 March 2017.
3	Deputations/Public Addresses		The Chair to note public address requests. The public can speak on any agenda item for a maximum of three minutes per speaker per item. You are not required to register your intention to speak in advance but should arrive at the meeting a few minutes early, complete a Public Address Protocol and notify the Scrutiny Officer of your intention to speak.
4	Declarations of Interest (Including Whipping)		Members to state any interests.
5 6:05pm	Work Programme 2017/2018	4	The Overview and Scrutiny Committee to approve the Work Programme 2017/2018 and set up the Scrutiny Panels
6 6:25pm	Performance Management Scrutiny	7	The Overview and Scrutiny Committee to undertake performance management Scrutiny.
7	Scrutiny Panels		The Committee to receive the final reports from the three Scrutiny Panels: Scrutiny Panel 1 Scrutiny Panel 3 Scrutiny Panel 4
7 (a) 6:35pm	Scrutiny Panel 1	18	
7 (b) 6:45pm	Scrutiny Panel 3	101 -	
7 (c) 6:55pm	Scrutiny Panel 4	192	(Copy to follow.)
8 7:05pm	Potential future pre decision scrutiny.		The Overview and Scrutiny Committee to consider any potential issues for future pre decision scrutiny.
9 7:15pm	Urgent Items		This issue is for business that by reasons of the special circumstances to be specified, the Chair is of the opinion is of sufficient urgency to consider. Members or Officers that wish to raise urgent items are to inform the Chair in advance.

NORTHAMPTON BOROUGH COUNCIL

MINUTES OF OVERVIEW & SCRUTINY COMMITTEE

Monday, 27 March 2017

COUNCILLORS PRESENT: Councillor Jamie Lane (Chair), Councillor Graham Walker (Deputy Chair); Councillors Tony Ansell, Rufia Ashraf, Aziz, Vicky Culbard, Elizabeth Gowen, Zoe Smith and Brian Sargeant

Councillor Danielle Stone – Addressed Item 7
Councillor Haque – Observing

Officers Tracy Tiff, Scrutiny Officer

1. APOLOGIES

An apology for absence was received from Councillor Janice Duffy.

2. MINUTES

The minutes of the meeting held on 2 February 2017 were signed by the Chair as a true and accurate record.

3. DEPUTATIONS/PUBLIC ADDRESSES

Councillor Danielle Stone addressed the Overview and Scrutiny Committee on agenda item 7 – Report back from the Chair of the O&S Re-Provision of the Environmental Services Working Group.

4. DECLARATIONS OF INTEREST (INCLUDING WHIPPING)

There were none.

5. CABINET'S RESPONSE TO OVERVIEW AND SCRUTINY REPORTS

The Committee noted Cabinet's response to its report Match Day Parking.

The Chair referred to paragraph 3.3.6 of the report and queried whether Councillors would be members of the Working Group.

It was:

AGREED: That the Cabinet Member and Director are asked to provide a progress report to the June meeting of the Committee.

6 SCRUTINY PANELS

6.A SCRUTINY PANEL 1

The update of the Chair of the Scrutiny Panel 1 – CSE was provided. All evidence gathering was now concluded and the Panel would present its final report to the Committee at its meeting on 8 May 2017.

6.B SCRUTINY PANEL 3

The Chair of the Scrutiny Panel 3 – Homelessness provided an update. All evidence gathering was now concluded and the Panel would present its final report to the Committee at its meeting on 8 May 2017. The Chair of the Scrutiny Panel suggested the need for there to be wider knowledge of the Overview and Scrutiny process amongst Agencies and other organisations that are asked to provide evidence to inform a Scrutiny review.

6.C SCRUTINY PANEL 4

The update from the Chair of the Scrutiny Panel 4 – Emissions Strategy (Action Plan) was provided. All evidence gathering was now concluded and the Panel would present its final report to the Committee at its meeting on 8 May 2017.

7 REPORT BACK FROM THE CHAIR OF THE O&S RE-PROVISION OF THE ENVIRONMENTAL SERVICES WORKING GROUP

Councillor Danielle Stone addressed the Overview and Scrutiny Committee. Councillor Stone provided details of a recent public meeting, a Professor from the Business School at the University of Northampton had provided details of waste management in Germany. The issues had been well managed. Councillor Stone felt that should discussions around unitary status commence it would be important for there to be discussions regarding waste – NCC is the disposal Agency and NBC the collections Agency. One operation would make it easier. Councillor Stone suggested an expert in this field – Chartered Institute of Waste Management. Councillor Stone was concerned that the Working Group may not have the opportunity to discuss this.

The Chair thanked Councillor Stone for her comments and suggested that these are brought to the forthcoming O&S Work Programming Event.

Councillor Ansell, for the Chair of the O&S Working Group - Re-Provision of the Environmental Services provided a progress report to the Committee. A comprehensive presentation had been received by the Working Group and key information regarding the process had been provided.

It was highlighted that it was envisaged that an interim report of the Working Group would be presented to the Committee in the autumn 2017.

8 REPORT BACK FROM NBC'S REPRESENTATIVE TO NCC'S HEALTH AND SOCIAL CARE SCRUTINY COMMITTEE

Councillor Brian Sargeant, NBC's representative to NCC's Health and Social Care Scrutiny Committee provided a progress report on the work of the Committee. He highlighted the salient points.

The next meeting of the Committee was scheduled for 7 June 2017, commencing at 10am.

9 POTENTIAL FUTURE PRE DECISION SCRUTINY.

There were none.

The Chair reminded the Committee that the O&S Work Programming event was scheduled for 6 April 2017 and all Councillors had been invited to attend.

10 URGENT ITEMS

There were none.

The meeting concluded at 18:30 hours

Northampton Borough Council Overview and Scrutiny



Overview and Scrutiny Committee

8 May 2017

Overview and Scrutiny Work Programme 2017/2018

1 Background

- 1.1 An annual Overview and Scrutiny work programming event is held. It is an opportunity for non-Executive Councillors to consider ideas for the Overview and Scrutiny Work Programme for the year.
- 1.2 The event for 2017/2018 was held on Thursday 6 April 2017.

2 Work Programme Event 2016

- 2.1 The Chief Executive opened the event and the Chair of the Overview and Scrutiny Committee explained how the event would work. Directors, together with other Officers, provided assistance to Councillors when they considered suggested issues for review.
- 2.2 Cabinet Members informed the event of their priorities and objectives for the year
- 2.3 Councillors considered:
 - The suggestions put forward by the public and the Overview and Scrutiny Committee for future Scrutiny review
 - Cabinet's priorities
 - Councillor's own ideas
- 2.4 Over fifty suggestions for future Scrutiny review were put forward by members of the public.

Northampton Borough Council

Overview and Scrutiny

3 Suggested Reviews for inclusion on the Overview and Scrutiny Work Programme 2017/2018

3.1 In three Groups, Councillors, supported by a Director or Head of Service, put forward suggested issues for inclusion on the Overview and Scrutiny work programme 2017/2018.

3.2 The suggestions are in priority order, the first suggestion was suggested by all three Groups and second and third suggestions were proposed by two of the Groups, the other suggestions were put forward by one of the three Groups:

Cemeteries within the Borough - A review of cemeteries within the borough to include: crematorium provision, green spaces, financial implications, amenities and facilities, war graves and heritage.

Licensing Laws/Night-time economy - A review of the night-time economy, including safety and licensing laws

Dementia Friendly Town – A review investigating the town of Northampton becoming a Dementia Friendly Town

Culture and Tourism – A review investigating how Northampton, in particular its culture and heritage, could be promoted around the world.

Lease of land - A review focussing on small builds

Apprenticeships - A review of work provision for 16-24 year olds

Effectiveness of Neighbourhood Wardens – A review of Neighbourhood Wardens

Reports to future meetings of the Overview and Scrutiny Committee

It is suggested to the Overview and Scrutiny Committee that reports will be requested to future meetings of the Overview and Scrutiny Committee on the following topics:

- **Retail Experience, focussing on the high street**, in particular, it will be requested for an update on the

Northampton Borough Council

Overview and Scrutiny

recommendations contained within the previous O&S Report (Retail Experience 2013.)

- **Trips and Falls on Housing Land**, a review would be requested regarding statistics and information in relation to trips and falls on housing land

3.2 The event discussed the suggestions proposed by all three groups and agreed that the above proposed issues be prioritised by the Overview and Scrutiny Committee for inclusion in the O&S Work Programme 2017/2018.

4 Recommendations

4.1 That the Overview and Scrutiny Committee agrees its Work Programme for 2017/2018 from the issues suggested by the recent Work Programming event.

4.2 That membership of the three Scrutiny Panels is set and the Overview and Scrutiny Committee appoints the Chairs of the three Scrutiny Panels.

4.3 The Chair of the Overview and Scrutiny Committee invites other non-Executives, who are not a member of the Overview and Scrutiny Committee, to join the membership of the Scrutiny Panels.

4.4 That the Chair of the Overview and Scrutiny Committee communicates details of the Work Programme 2017/2018 with all Councillors, and Directors.

4.5 That the Overview and Scrutiny Work Programme for 2017/2018 is published on the Overview and Scrutiny page of the Council's webpage.

Brief Author : Tracy Tiff, Scrutiny Officer, on behalf of Councillor Jamie Lane, Chair of the Overview and Scrutiny Committee

24 April 2017

Appendix 1

Corporate Performance

All Measures Report

December 2016

72

Introduction













The report details the full list of performance measures monitoring the Council's Corporate Plan by corporate priority and is published quarterly.

The measures contained within this report are monitored on a monthly, quarterly, half yearly or four monthly basis.

Performance is reported against the latest report period and then by overall performance year to date (YTD). Overall YTD performance is monitored against the current profiled target and helps us to keep track of the progress towards meeting the annual target.

Performance comparison against the same time last year is highlighted where comparative data is available.

Report Key:

-  Exceptional or over performance
-  On or exceeding target
-  Within agreed tolerances
-  Outside agreed target tolerance
-  Good to be low: Better
-  Good to be low: Worse
-  Good to be High: Better
-  Good to be High: Worse
-  No change
-  No data or target available
-  No data available
-  No target available



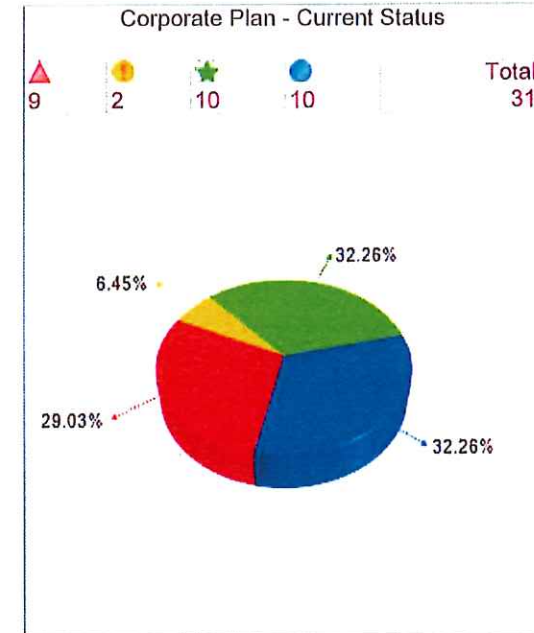
94

NBC Corporate Plan

The table below has been included for informational purposes, and shows the current year to date performance of each element of the Corporate Plan. The Alerts are generated from the PIs which each Service Area aligned to the 8 priorities during the service planning process.

16

Corporate Plan		YTD
NBC Corporate Plan - Securing Northampton's Future		▲
Theme		
▼		
Working Hard and Spending your Money Wisely - Delivering quality modern services		
Safer Communities - Making you feel safe and secure		
Protecting Our Environment - A clean and attractive town for residents and visitors		
Northampton Alive - A vibrant successful town for now and the future		
Love Northampton - Enhancing leisure activities for local people and encouraging participation		
Housing for Everyone - Helping those that need it to have a safe and secure home		



Measure ID & Name	Monthly Measures					Overall perf. to date	YTD	Current Profiled Target	Outturn Target	Polarity	Perf. vs. same time last year	YTD value same time last year
	Sep 16	Oct 16	Nov 16	Dec 16								
AST05a External rental income demanded against budgeted income (M) The service has been unable to supply data for this quarter.	101.10 %	77.17 %	? ?	? ?	? ?	? ?	97.00 %	97.00 %	Bigger is Better		105.31 %	
Source Date 31/12/2016												
AST05b % commercial rent demanded within the last 12 months (more than 2 months in arrears) (M) The service has been unable to supply data for this quarter.	3.10 %	? ?	? ?	? ?	? ?	? ?	3.00 %	3.00 %	Smaller is Better		1.61 %	
Source Date 31/12/2016												
AST12 % achieved where return on (sub group) investment properties meets agreed target rate (M) The service has been unable to supply data for this quarter.	? ?	? ?	90.28 %	90.28 %	90.28 %	90.28 %	95.00 %	95.00 %	Bigger is Better		90.14 %	
Source Date 31/12/2016												
BV008 Local invoices paid within 10 days (M) Exceeding target, although lower than previous year.	92.44	92.70	93.31	88.39	92.18	80.00	80.00	Bigger is Better		93.77		
Source Date 31/12/2016												
BV008 Percentage of invoices for commercial goods & serv. paid within 30 days (M) Exceeding target although slightly lower than previous year.	99.68 %	99.16 %	99.86 %	99.89 %	99.37 %	99.00 %	99.00 %	Bigger is Better		99.92 %		
Source Date 31/12/2016												
BV012_12r Ave. no. of days/shifts lost to sickness for rolling 12 month period (M) Slight rise in number of staff taking sickness leave.	7.43	7.69	7.83	7.99	7.99	7.95	7.50	Smaller is Better		8.07		
Source Date 31/12/2016												
CH10 No. of unique visits to Museum Pages (M) December: Overall webstats 9% below YTD. Qtr 3 results show an improvement and over achievement of quarterly target by 26%.	4,293	5,045	4,033	2,890	37,470	11,250	15,000	Bigger is Better		48,525		
Source Date 31/12/2016												
CS05 Percentage satisfied with the overall service provided by the Customer Service Officer (M) 100 % of 58 replies	97.75 %	96.74 %	96.39 %	100.00 %	95.60 %	90.00 %	90.00 %	Bigger is Better		92.22 %		
Source Date 31/12/2016												
CS13a % of calls for NBC managed services into contact centre answered (M) Exceeding target.	82.19 %	88.25 %	96.99 %	95.06 %	88.55 %	90.00 %	90.00 %	Bigger is Better		94.20 %		
Source Date 31/12/2016												
CS14a % OSS customers with an appointment seen on time (M) Face to Face customer services hit an overall target of 95.75% of appointments seen within 10 minutes for the month of December with an average wait time of 1 minute and 27 seconds. Housing Training was completed at the end of November for 4 new starters who have now been trained in both Contact Centre and Face to Face which will allow us to utilise their knowledge where needed. 80	95.7 %	95.3 %	95.4 %	95.8 %	93.5 %	90.0 %	90.0 %	Bigger is Better		95.2 %		

Measure ID & Name	Monthly Measures				Overall perf. to date	YTD	Current Profiled Target	Outturn Target	Polarity	Perf. vs. same time last year	YTD value same time last year
	Sep 16	Oct 16	Nov 16	Dec 16							
<p>Homeless Emergencies booked in December which has decreased in comparison to last month's figure of 87. The "Drop In" has seen a small decrease in the number of customers with a total of 1406 seen with an average wait time of 41 seconds. Service time in housing applications have reduced due to previous months implementation of the new documents procedure. The new procedure for calling customers will continue to be monitored although this has helped reduce the number of revs & bens transfers and has also helped towards producing further individual stats.</p> <p>Source Date 31/12/2016</p>											
<p>ESC01n Total bins/boxes missed in period (M)</p> <p>There has been an increase in the number of reported missed bins which are being investigated.</p>	539	514	404	679	5,532	1,050	1,400	Smaller is Better		3,477	
<p>Source Date 31/12/2016</p>											
<p>ESC02 % missed bins corrected within 24hrs of notification (M)</p> <p>Performing above target.</p>	92.02 %	94.36 %	94.06 %	96.02 %	95.21 %	84.00 %	84.00 %	Bigger is Better		88.78 %	
<p>Source Date 31/12/2016</p>											
<p>ESC04 % household waste recycled and composted (NI192) (M)</p> <p>The month of December sees a percentage decrease of 17% of Kilos sent for recycling, reuse and composting in comparison to November 16, mainly due to a reduction in green waste. The December breakdown remains red as Enterprise / NCC are yet to reconcile / approve the data.</p>	42.93 %	41.18 %	39.43 %	34.53 %	42.79 %	49.00 %	49.00 %	Bigger is Better		42.40 %	
<p>Source Date 31/12/2016</p>											
<p>ESC09 % of Fly Tipping incidents removed within 2 working days of notification (SO2) (M)</p> <p>The case was out of target due to the need for the tail lift truck to be made available as the item was a white on bag which was too heavy for manual lifting.</p>	99.94 %	99.88 %	100.00 %	99.93 %	100.01 %	98.00 %	98.00 %	Bigger is Better		99.89 %	
<p>Source Date 31/12/2016</p>											
<p>HML01 Total no. of households living in temporary accommodation (M)</p> <p>As expected the total number of households living in temporary accommodation continues to exceed the target. This is due in the main, to increases in the number of homelessness applications received and lack of 'move on' accommodation. It is hoped that establishment of the Social Lettings Agency in 2017 will increase the options available to homeless households and help people move on from temporary accommodation.</p>	132	140	143	143	143	100	100	Smaller is Better		80	
<p>Source Date 31/12/2016</p>											
<p>HML07 Number of households that are prevented from becoming homeless (M)</p> <p>The number of homeless households prevented from becoming homeless continues to exceed the target. It is hoped that the current level of performance will be sustained and increase in early 2017.</p>	95	79	95	54	737	495	693	Bigger is Better		327	
<p>Source Date 31/12/2016</p>											
<p>HML09 Number of households for whom a full homelessness duty is accepted (M)</p> <p>As expected, the number of households for whom a full homelessness duty is accepted continues to rise. This is due to the increase in the number of homelessness applications received in this and the previous quarters. The main cause of homelessness continues to be the termination of Assured Short-hold Tenancies in the private rented sector.</p>	48	48	43	33	359	405	540	Smaller is Better		221	
<p>Source Date 31/12/2016</p>											
<p>IG03 % FOI/EIR cases responded to within 20 working days (M)</p> <p>Service unable to supply data for this quarter.</p>	97.6 %	97.7 %	?	?	?	100.0 %	100.0 %	Bigger is Better		93.7 %	
<p>Source Date 31/12/2016</p>											
<p>IG04 % Subject Access requests responded to within 40 days (M)</p> <p>Service unable to supply data for this quarter.</p>	100.0 %	100.0 %	?	?	?	100.0 %	100.0 %	Bigger is Better		100.0 %	
<p>Source Date 31/12/2016</p>											

Measure ID & Name	Monthly Measures				Overall perf. to date	YTD	Current Profiled Target	Outturn Target	Polarity	Perf. vs. same time last year	YTD value same time last year
	Sep 16	Oct 16	Nov 16	Dec 16							
NI157a % Major Planning applications determined in 13 weeks or agreed extension (M) 100% applications determined within agreed time scales.	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %		80.00 %	80.00 %	Bigger is Better		100.00 %
Source Date 31/12/2016											
NI157b % of 'minor' planning apps determined within 8 weeks or agreed extension (M) 100% applications determined within agreed time scales.	100.00 %	100.00 %	100.00 %	100.00 %	97.06 %		95.00 %	95.00 %	Bigger is Better		100.00 %
Source Date 31/12/2016											
NI157c % of 'other' planning apps determined within 8 weeks or agreed extension (M) 100% applications determined within agreed time scales.	100.00 %	100.00 %	100.00 %	100.00 %	98.94 %		95.00 %	95.00 %	Bigger is Better		99.16 %
Source Date 31/12/2016											
PP06 % change in serious acquisitive crime from the baseline (M) Up to December 2016 there has been a 33.2% increase (+909crimes) in Serious Acquisitive Crime (e.g. burglary) in comparison to the baseline figure (April 15 - March 2016). This includes a 14.6% increase (+146 crimes) in domestic burglary and 46.2% increase (+675 crimes) in vehicle offences.	18.55 %	22.39 %	28.25 %	32.26 %	32.26 %		-1.63 %	-2.17 %	Smaller is Better		-2.23 %
Source Date 31/12/2016											
PP22 % Hackney Carriage and private hire vehicles inspected which comply with regulations (M) increased focus on enforcement means that activity targets potentially non compliant vehicles. Appropriate action is taken to address non compliance encountered.	78.26 %	72.09 %	71.43 %	43.33 %	67.53 %		70.00 %	70.00 %	Bigger is Better		71.10 %
Source Date 31/12/2016											
PP53 % Service requests responded to within 3 working days (M) shortfall on target due to absences over Christmas holiday period	77.55 %	83.88 %	92.45 %	93.39 %	85.65 %		94.00 %	94.00 %	Bigger is Better		90.05 %
Source Date 31/12/2016											

Measure ID & Name	Quarterly Measures				Overall perf. to Date	YTD	Current Profiled Target	Annual Target	Polarity	Perf. vs. same time last year	YTD value same time last year
	Mar 16	Jun 16	Sep 16	Dec 16							
ESC16 Overall level of quality against an agreed std - Open Spaces & Parks (%) (Q) Exceeding target.	0.00 %	0.00 %	0.00 %	0.00 %	0.00 %		5.00 %	5.00 %	Smaller is Better		0.00 %
Source Date 31/12/2016											
HMO01 No. HMOs with Mandatory licence (Q) This figure has exceeded the ytd target as stated in September 2016. There are 22 more properties that have been licenced than expected by the year to date target.	321	322	333	362	362		340		Bigger is Better		297
Source Date 31/12/2016											
HMO08 No. of HMOs with an additional licence (Q) The figure shows that we are on target to meet the YTD target.	435	472	340	515	515		550		Bigger is Better		398
Source Date 31/12/2016											
IG01 % LGO cases responded to within 28 days (excl. pre-determined cases) (Q) Service unable to supply data for this quarter	100.0 %						100.0 %	100.0 %	Bigger is Better		?
Source Date 31/12/2016											
IG02 Av. days to respond to LGO enquiries (excl. pre-determined cases) (Q) Service unable to supply data for this quarter.	23.00						28.00	28.00	Smaller is Better		?
Source Date 31/12/2016											
MPE01 No. of new businesses locating on NWEZ (Q) 11 businesses reported as locating to Northampton Waterside Enterprise Zone during last quarter of 2017	2	0	0	11	11		15	25	Bigger is Better		15
Source Date 31/12/2016											
MPE02 No. of new jobs created on NWEZ (Q) Exceeding target.	293	145	43	132	320		200	350	Bigger is Better		309
Source Date 31/12/2016											
PP16 % Off licence checks that are compliant (Q) small number of checks completed in period. Those carried out have targeted problem premises so non compliance is not unexpected. Enforcement action is taken to address issues encountered.	60.00 %	43.75 %	53.13 %	33.33 %	49.02 %		85.00 %	85.00 %	Bigger is Better		73.68 %
Source Date 31/12/2016											
TCO05n Town Centre footfall (Q) The footfall in the town centre for the quarter October - December 2016 was 4,203,658 and exceeded the expected target by 29.3%. In comparison with 2015 figures, footfall has increased by 1.28% (+157,896)	3,358,951	4,351,837	3,956,060	4,203,658	12,511,555		10,250,000	13,250,000	Bigger is Better		11,921,671
Source Date 31/12/2016											

Measure ID & Name	4 Monthly Measures				Overall perf. to Date	YTD	Current Profiled Target	Annual Target	Polarity	Perf. vs. same time last year	YTD value same time last year
	Mar 16	Jul 16	Nov 16								
ESC05 % of Land and Highways assessed falling below acceptable level - Litter (NI195a) (4M)	2.33 %	5.67 %	1.67 %	3.67 %	2.00 %	2.00 %	Smaller is Better		2.42 %		
There were 16 locations out of the 300 that fell below target. There was no main area of responsibility for these, just a mixture within the wards.										Source Date 30/11/2016	
ESC06 % of Land and Highways assessed falling below acceptable level - Detritus (NI195b) (4M)	1.83 %	4.67 %	3.00 %	3.83 %	4.00 %	4.00 %	Smaller is Better		1.83 %		
There were 18 of the 300 there fell below target. These mainly came from Rectory Farm and Westone Wards.										Source Date 30/11/2016	
ESC07 % of Land and Highways assessed falling below acceptable level - Graffiti (NI195c) (4M)	1.17 %	1.33 %	0.67 %	1.00 %	2.00 %	2.00 %	Smaller is Better		0.33 %		
On target.										Source Date 30/11/2016	
ESC08 % of Land and Highways assessed falling below acceptable level - FlyPosting (NI195d) (4M)	0.00 %	0.00 %	0.00 %	0.00 %	2.00 %	2.00 %	Smaller is Better		0:00 %		
On target.										Source Date 30/11/2016	

26

Measure ID & Name	Annual Measures			Outturn Target	Mar 2017	Polarity
	Mar 15	Mar 16				
NI154 Net additional homes provided (A) no longer measured centrally	574.00	678.00		1,742.00		Bigger is Better
NI159 Supply of ready to develop housing sites (A) The West Northamptonshire Joint Core Strategy Submission - Proposed Modifications identifies the 5 year housing supply target. It supersedes Regional Planning targets, which although no longer part of the development plan, were the last housing targets set for the town. Against the target set the housing trajectory identifies how delivery will occur. Delivery is stronger due to the increase in confidence in the housing market.	?	?		100.00 %		Bigger is Better

Source Date 31/03/2016

Source Date 31/03/2014

Major Project update	
<p>Delivery of the Northampton Waterside Enterprise Zone 80 jobs created for the university Waterside Campus development and further £12.6 million private sector capital investment obtained on this project. New enterprises have been counted creating 103 new jobs.</p>	Source Date 31/12/2016
<p>Development of the Greyfriars site Developing documentation and business plan supporting information to facilitate the signing of agreement for leases.</p>	Source Date 31/12/2016
<p>Restoration and regeneration of Delapre Abbey and Park Commercial kitchen has been commissioned, estimated completion late January 2017. External pathways and other external works expected completion end of January 2017. Internally snagging is well underway and commissioning of services are taking place. Contract works on target for completion 24th February 2017</p>	Source Date 31/12/2016
<p>Delivery of the Business Incentive Scheme and account management to key businesses Two businesses supported with £25,000 committed grants creating 25 jobs and leveraging just over £180K of private sector investment during Quarter 3 2016/17.</p>	Source Date 31/12/2016
<p>Delivery of the Four Waterside Development Continue to progress Heads of Terms negotiations with Kier.</p>	Source Date 31/12/2016
<p>Development of the Cultural Quarter Museum has reviewed latest feasibility cost. This went to project board and was approved. This was supported by NBC quantity surveyors report. Continued negotiations with County Council relating to the handover of the old Gaol block and Guildhall Road block in March 2017. Progressing with archaeology investigations building recording, employers requirements, exhibition design, kitchen/restaurant design, storage racking design and other museum specific requirements.</p>	Source Date 31/12/2016
<p>Delivery of the Castle Station development Outline feasibility study works complete. High level outline business case commenced.</p>	Source Date 31/12/2016

Overview & Scrutiny Committee



Contact the
Child Safeguarding
Team on

SCRUTINY PANEL
Child Sexual Exploitation (CSE)

May 2017



Overview & Scrutiny Committee



SCRUTINY PANEL Child Sexual Exploitation (CSE)

May 2017

Index

Chair’s Foreword	2
Executive Summary	4
Final Report including recommendations	9

APPENDICES

Appendix A	Scope of the Review
Appendix B	Core Questions
Appendix C	Results of Desktop Research exercise

Foreword

The objective of this Scrutiny Review was to ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

Key lines of Inquiry:

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee: myself, Councillors Rufia Ashraf, Janice Duffy, Brian Sargeant, Zoe Smith and Graham Walker together with other non-Executive Councillors Councillor James Hill (Deputy Chair); Councillors Muna Cali, Cathrine Russell, Danielle Stone

The Review took place between May 2016 and March 2017.

It was a very interesting and informative Review; with clear evidence received. I would like to extend my thanks to those that have taken the time to contribute to the extensive evidence base of this Scrutiny Review, by either attending a meeting of the Scrutiny Panel, or by submitting written evidence where this was not possible.

The Scrutiny Panel held interviews with the Cabinet Members, Senior Staff at Northampton Borough Council and a number of external expert witnesses. Desktop research was carried out by the Scrutiny Officer.

Child sexual exploitation is still a largely hidden crime and the Scrutiny Panel acknowledge that the way to tackle this is for Agencies to work together. I highlight that from the wealth of evidence received it became apparent that Agencies are working together in Northamptonshire on this.

Our recommendations have been based on the evidence that was submitted to us over this ten month thorough period of putting the Review together.



Councillor Dennis Meredith
Chair, Scrutiny Panel 1 – Child Sexual Exploitation (CSE)

Acknowledgements to all those who took part in the Review: -

- Councillors Rufia Ashraf, Janice Duffy, Brian Sargeant, Zoe Smith and Graham Walker Councillors Councillor James Hill (Deputy Chair); Councillors Muna Cali, Cathrine Russell, Danielle Stone who sat with me on this Review, Councillor Alan Bottwood, Cabinet Member for Environment, Councillor Anna King, for providing evidence to inform the Review, Julie Seddon, Chair, Community Safety Partnership, Sophie Heasman, Senior Case Manager, Anti-Social Behaviour Unit, Sargeant Julie Parsons, Anti-Social Behaviour Unit, Detective Inspector Rich Tompkins, RISE Team, Mike Kay, Chief Executive, Northampton Partnership Homes, Keith Makin, Chair, Northamptonshire Safeguarding, Nicola Scott, Service Manager for Educational and Inclusion Partnerships, Northamptonshire County Council, Councillor Mary Markham (Leader of the Council at the time of presenting evidence to this Review), Councillor Mike Hallam, (Cabinet Member for Community Safety at the time of presenting evidence to this Review), Julie Seddon, Director of Customers and Communities and Ruth Austen, Environmental Health and Licensing Manager, NBC, Simon Ashton, E-Safety Officer, Northamptonshire County Council, Vicki Martin, Head of Commissioning, Office of the Police and Crime Commissioner (Northamptonshire), Jodie Low, Director, Free2Talk, Jane Dreamer, Chief Executive, ServiceSix, Dawn Thomas, Director, Northants Rape and Crisis Centre.

EXECUTIVE SUMMARY

The purpose of the Scrutiny Panel was to ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

Key lines of Inquiry:

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

The required outcomes being to make evidence based recommendations to improve the role that NBC has in tackling CSE and to make recommendations, as appropriate, regarding partnership working in tackling CSE.

The Overview and Scrutiny Committee, at its work programming event in April 2016, agreed to include a review that would look at how NBC played an active role in tackling CSE. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in May 2016 and concluded in March 2017.

A Scrutiny Panel was established comprising of Councillors from the Overview and Scrutiny Committee: Councillor Dennis Meredith (Chair), Councillors Rufia Ashraf, Janice Duffy, Brian Sargeant, Zoe Smith and Graham Walker together with other non-Executive Councillors Councillor James Hill (Deputy Chair); Councillors Muna Cali, Cathrine Russell and Danielle Stone.

CONCLUSIONS AND KEY FINDINGS

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

- 7.2 Evidence from the RISE Team over the last year suggests that CSE is being committed in Northampton predominantly by individual adults offending against young persons. Evidence highlighted that there has fortunately been very limited information that gang related or organised CSE is taking place. Where such information has been received a number of intelligence led operations have been conducted; these include Operation Vacation which targeted a group of adult males (aged in their 20s and 30's) from Northampton who were believed to be exploiting teenage females and Operation Tanka, targeting offenders exploiting teenage females in the sex trade. This resulted in the prosecution of 34 year old female at Northampton Crown Court in June 2016.
- 7.3 The Scrutiny Panel further acknowledged that child sexual exploitation is still a largely hidden and unknown crime and that it is key for Agencies to tackle this issue by working together. There is good collaborative working between Agencies in Northampton.
- 7.4 Oxfordshire has an initiative - "hotel watch" whereby an adult and child try to book a room. If successful, officers will then approach the hotel and work with them to ensure they recognise and understand the risks of CSE. The Scrutiny Panel acknowledged that Officers from NBC have held discussions with Northants Police regarding how such initiatives could be supported in Northampton. The Scrutiny Panel felt that there is a need to keep a "watching eye" on known hotspots in the town.
- 7.5 It was noted that when the "Rotherham report" had been published, NBC had been very proactive in picking up on its responsibilities and actions. A Multi Agency conference had been held. NBC works in partnership with all the relevant Agencies. Frontline Officers have received the relevant awareness training. Training has also being rolled out to Taxi and Private Hire drivers. Such training is now part of the induction process for all new Hackney and Private Hire taxi drivers.
- 7.6 The Scrutiny Panel emphasised that from the evidence received, it was evident of the huge amount of work already done by Officers at Northampton Borough Council. The Scrutiny Panel agreed that it would be beneficial for National best practice online training for practitioners is used by the Borough Council.
- 7.7 The Scrutiny Panel felt that it would be useful for ward Councillors, should they have the opportunity, to encourage all secondary schools, including academies, to show the short video - "Kayleigh's Love Story" to its pupils.
- 7.8 The Scrutiny Panel felt that there needs to be education on healthy relationships and sex education within schools. Peer education is a powerful tool; it would be useful for peer mentors to get the messages across.
- 7.9 In addition, the Scrutiny Panel recognised that it is key for there to be training and the right behaviour. For example, the Scrutiny Panel had been

impressed by the safeguarding training that was offered to Councillors, delivered by Officers of the Council, the RISE Team and the Northants Rape Crisis Centre.

- 7.10 The Scrutiny Panel welcomed the fact that Operatives from Northampton Partnership Homes (NPH) have a card that they complete if they have any concerns regarding CSE or grooming. Operatives also have “Toolbox Talks” and receive awareness raising sessions. The Scrutiny Panel agreed that it is important that all Operatives have training on awareness raising.
- 7.11 Evidence received highlighted that there is an opportunity to further tackle CSE by utilising NBC staff more effectively, for example by training Neighbourhood Wardens and Food Safety Officers to recognise and report CSE. There are also opportunities to launch a hotel watch scheme and do more around the night time economy. It was acknowledged and welcomed that these are being progressed via a new action plan implemented by the CSE and Missing sub-group of the Northamptonshire Safeguarding Children’s Board.
- 7.12 The site visits undertaken by representatives of the Scrutiny Panel had highlighted that there are rigorous systems in place to protect children. The site visit to MASH was extremely useful in informing the evidence base of this Scrutiny Review; but the Scrutiny Panel was concerned by the number of reports of abuse.
- 7.13 There is a need to ensure that both the indoor and the outdoor environment are as safe as possible where children are likely to play in communal areas.
- 7.14 The Scrutiny Panel highlighted the need to promote on-line and telephone services available for young people.
- 7.15 Based on evidence provided by expert advisors, the Scrutiny Panel conveyed concern regarding exploitation that takes place on the Internet.
- 7.16 From the evidence gathered, the Scrutiny Panel was furnished with an understanding of what NBC is doing in relation to human trafficking and domestic slavery of children.

RECOMMENDATIONS

The above overall findings have formed the basis for the following recommendations: -

- 8.1 The purpose of the Scrutiny Panel was to investigate how it could be ensured that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE).

- 8.2 It therefore recommends to Cabinet that Northampton Borough Council establishes its own CSE Officer Group (to direct and co-ordinate all of the action the Council takes to detect, prevent and reduce CSE) and that:

Making Public Spaces Safer

- 8.3 Northampton Borough Council and Northampton Partnership Homes undertake a systematic review of all public spaces within their control to ensure that those spaces are made as safe as possible.
- 8.4 Officers of Northampton Borough Council meet with the Service Manager of the RISE Team on a quarterly basis to plan a programme of joint operations in Northampton in order to detect, prevent and raise awareness of CSE.

Communication and E-Safety

- 8.5 Officers of Northampton Borough Council work with Northamptonshire County Council's E-Safety Officer and the RISE Team to explore ways in which the Borough Council's website can be used to promote safe internet use by children and young people, and to publicise the services and information portals where young people can receive information and support.
- 8.6 Northampton Borough Council recommends to Northamptonshire County Council's Director of Education Services that healthy relationships and sex education are included within the school curriculum.

Training and Awareness Raising

- 8.7 All Members of Northampton Borough Council are issued with a copy of the LGA toolkit, "Tackling CSE – A resource pack for Councillors" and the NSPCC's "Solution Focused Practice Toolkit – Helping Professionals use the approach when dealing with children and young people".
- 8.8 All Members of Northampton Borough Council should take positive steps (as Ward Councillors and School Governors) to persuade the all the borough's secondary and academies to show the short video, "Kayleigh's Love Story" to their students.
- 8.9 All Officers and Members of Northampton Borough Council receive training on how to recognise the signs of CSE and how they should report it.
- 8.10 The Chief Executive of Northampton Partnership Homes is asked to ensure that all of its Officers and relevant Board Members receive training on how to recognise the signs of CSE and how they should report it.

- 8.11 Relevant Officers and Members of Northampton Borough Council undertake online training for practitioners on national best practice.
- 8.12 Northampton Borough Council actively encourages and hosts a series of briefings and training sessions for community groups in the borough (including community centres and youth groups), in order to raise awareness of how to recognise the signs of CSE and how to report it.

Overview and Scrutiny Committee

- 8.13 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

NORTHAMPTON BOROUGH COUNCIL

Overview and Scrutiny

Report of Scrutiny Panel 1 – Child Sexual

1 Purpose

- 1.1 The purpose of the Scrutiny Panel was to ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

Key lines of Inquiry:

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
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- 1.2 A copy of the scope of the review is attached at Appendix A.

2 Context and Background

- 2.1 The Overview and Scrutiny Committee, at its work programming event in April 2016, agreed to include a review that would look at how NBC played an active role in tackling CSE. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in May 2016 and concluded in March 2017.

- 2.3 This review links to the Council's corporate priorities, particularly corporate priority 2 – Safer Communities – Making you feel safe and secure.

- 2.4 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

- Presentation to set the scene: To identify the prevalence of the problem locally
- Relevant national and local background research papers
- Definitions – CSE, human trafficking and domestic slavery

- Case Studies
- Best practice external to Northampton
- Site visit to the RISE Team, Northampton, MAASH, and other areas of the country that have been recognised for its good work in CSE
- Internal expert advisors:
 - Leader of the Council, Northampton Borough Council (NBC)
 - Cabinet Member for Community Safety, NBC
 - Director of Customers and Communities, NBC and the Environmental Health and Licensing Manager, NBC
 - Chair of the Community Safety Partnership (CSP)
 - Service Manager, Anti-Social Behaviour Unit
- External expert advisors:
 - Head of Protecting Vulnerable Persons, Northamptonshire Police
 - Service Manager, RISE Team
 - Senior Manager, Northamptonshire Safeguarding Children's Board
 - Director, Education Services, NCC
 - Representative, Children's Rights' Group, Corporate Parenting Board
 - Chief Officer, Northamptonshire Victim Support
 - Cabinet Member for Adult Services, NCC
 - Cabinet Member for Children's Services, NCC
 - Chair, Northamptonshire Safeguarding Children Board
 - Service Manager, Barnardo's
 - Service Manager, Save the Children
 - Chief Officer, Service Six
 - Chief Officer, Lowdowne Centre
 - Manager, Free to Talk Group
 - Chief Officer, Rape and Crisis Centre
 - Chief Executive, Northampton Partnership Homes (NPH)
 - Chief Officer, Northamptonshire Healthcare NHS Foundation Trust

2.5 Government's Definition of Child Sexual Exploitation (CSE)

“... a form of sexual abuse in which a person(s) exploits, coerces and/or manipulates a child or young person into engaging in some form of sexual activity, sometimes in return for something the child needs or desires and/or for the gain of the person(s) perpetrating or facilitating the abuse.”

2.6 Child Sexual Exploitation – From a child's perspective:

“Someone taking advantage of you sexually, for their own benefit. Through threats, bribes, violence, humiliation, or simply by telling you that they love you, they will have the power to get you to do sexual things for their own, or other people's benefit or enjoyment ...”

2.7 Grooming

2.7.1 The grooming process:

- “Grooming is when someone builds an emotional connection with a child to gain their trust for the purposes of sexual abuse or exploitation.” (NSPCC definition)
- On line or in the real world
- By a stranger or someone they know
- By a male or female (of any age)
- Involves recruiting, controlling and then exploiting the young person
- Targeting, befriending, building trust
- Creating dependency and isolating them from family, friends, school, etc.
- Gaining control by manipulation, coercion, threats and intimidation

2.8 Concerns regarding the sexual exploitation of children were brought to the public attention by the publication in 2014 of initial findings from an inquiry into widespread child sexual exploitation in Rotherham between 1997 and 2013.

3 Evidence Collection and Desktop Research

3.1 Evidence was collected from a variety of sources:

3.2 Background reports

[Presentation to set the Scene](#) - Child Sexual Exploitation

3.2.1 Barnado's "Its not on the radar"

Executive Summary

"Child sexual exploitation (CSE) can affect all children – including those with disabilities – regardless of gender identity, sexuality, ethnicity, faith or economic background. Nevertheless, public and professional perception often stereotypes victims of CSE as white girls from disadvantaged backgrounds who are assumed to be heterosexual. While some victims and children at risk do meet this description, assumptions can prevent the identification of other children who do not fit the stereotype

In 2015, a series of four round tables was held with experts in the fields of CSE and diversity to discuss how the two areas connect. The roundtables focused on:

- boys and young men
- lesbian, gay, bisexual, trans and questioning (LGBTQ) young people
- disability¹
- ethnicity and faith.

Bringing together the findings of the roundtable events and additional research, 'It's not on the radar' explores how perceptions of sexual exploitation can affect the identification of and response to CSE.²

Understanding CSE and the different methods that perpetrators use to exploit must be considered in parallel with the fact that children are not defined by one aspect of their identity. A victim of sexual exploitation may have multiple identities and, for example, be male, gay, come from a faith group that does not tolerate homosexuality and have a disability. What makes a young person vulnerable to sexual exploitation is very individual, and while an identity alone may not result in vulnerability, all aspects of a child's identity must be considered when identifying and raising awareness of CSE.

Due to the complex identities of individuals, there are many themes that cut across all four areas. For example:

- *A young person's chronological age may be different from their developmental age, or apparently at odds with their experience of relationships, for example if they have a learning disability or come out as LGBT in their late teens or early twenties.*
- *Young people and professionals may normalise abuse experienced through CSE, either because of lack of knowledge about CSE or because it is viewed as 'normal' for, or by, the network or group the young person has been exploited in.*
- *The lack of sex and relationships education affects all young people, regardless of their identity, although some children – such as those with learning disabilities or those who are LGBTQ – are less likely to receive any, or relevant, sex and relationships education*

There are a number of factors that are relevant to particular 'groups' of children and young people addressed in this report. The roundtable events identified the following key findings:

Boys and young men:

- *Societal values regarding masculinity and perceptions of males as perpetrators are seen to mask the fact that boys and young men can be victims too.*
- *Males seem to find it particularly hard to disclose abuse.*
- *Fear of being labelled gay, particularly in communities where there is homophobia, can prevent disclosure.*
- *There is too little recognition of the fact that a male can be both a victim and a perpetrator.*
- *Boys can be sexually exploited by peers, particularly in gang situations.*
- *Research has found that male and female CSE victims share certain common traits but also exhibit significant differences in terms of, for example, disability and youth offending rates.³*
- *It might be assumed that young men engaging in sex are doing so because they are highly sexualised, gay or bisexual, and not because they are being exploited*

Lesbian, gay, bisexual, trans and questioning (LGBTQ) young people:

- *LGBTQ young people may feel isolated and believe there will be a lack of acceptance by other people regarding their sexuality and gender identity. They may seek support via adult-orientated groups, online or, in the case of boys and young men, in public sex environments such as 'cottages' or 'cruising grounds'.*
- *There is little in the way of educational resources or general information that provides advice to LGBTQ young people about what a healthy relationship is.*
- *Professionals should only share information about a young person's sexuality and gender identity if the young person has agreed that they can do this. Agreement should also be reached on those individuals with whom this information may be shared.*
- *Possible sexual exploitation in lesbian and trans relationships should be given equal consideration as sexual exploitation within male gay relationships*
- *LGBT communities might be reluctant to talk about or acknowledge CSE for fear of exacerbating homo/bi/transphobia*

Ethnicity and faith:

- *Community and faith groups are not homogenous and there can be a diversity of cultural and religious practices within communities.*
- *Victims of sexual exploitation come from all ethnic backgrounds, regardless of how conservative or 'protected' children may appear.*
- *Cultural and religious views and practices, particularly those that prize a female's virginity or a male's heterosexuality, may prevent victims from speaking out due to a fear of retribution or rejection from families.*
- *Access to communities should be via a broad range of stakeholders, rather than solely through male religious leaders, and particularly through those with child-centred perspectives.*
- *Working with groups that are committed to child protection and to opposing violence and abuse, such as women's organisations and others not often associated with CSE, could enable better identification of victims.*

Disabilities:

- *Children and young people with a disability are three times more likely to be abused than children without a disability.⁴ Within this group, children with behaviour or conduct disorders are particularly vulnerable*
- *Children and young people with disabilities are often over-protected and not informed about sex and relationships.*
- *The transition from children's services into independent living is a particularly vulnerable time for young people with disabilities.*
- *Learning difficulties or delayed development may be a consequence of trauma or sexual abuse.*
- *A lack of diagnosis and assessment for learning disabilities can result in a child's behaviour being misunderstood, and exclusion from school. This can lead to the child being vulnerable to CSE.*
- *The true scale of sexual exploitation is unknown, and it is recognised that that while not all children and young people will be victims, all must be given the confidence and resilience to identify risky relationships and develop healthy ones. No child is ever to blame for their abuse, regardless of their actions, and adults must be aware of the issue and confident to identify and respond, regardless of the sexuality and gender identity, ethnicity, faith or disability of the child concerned."*

A copy of the [full report](#) can be accessed.

3.2.2 HM Government – Tackling CSE

In March 2015, HM Government published the above briefing paper. This report sets out how the government is dealing with child sexual exploitation and responding to the failures that have been identified

In August 2014, Professor Alexis Jay published a review of CSE in Rotherham. It showed that organised CSE had been happening on a huge scale over a number of years. Local Agencies had dismissed concerns or put in place an inadequate response. Louise Casey produced a report on 4 February 2015 that detailed that since the Jay report, many in the Council and its partners had continued to deny the scale of the problem and not enough action had been taken to stop the abuse.

The actions in the report are reported to create a step change in the Government's response. Highlights include:

- A new whistleblowing national portal for child abuse related reports that will help to bring CSE to light and will be able to spot patterns of failure across the country.
- A new national taskforce, and a centre of expertise will support areas that are struggling to get it right.
- The Government will eradicate the culture of denial, its actions include consulting on an extension to the new 'wilful neglect' offence to children's social care, education and elected members.
- To help tackle offenders the Government has given child sexual abuse the status of a national threat in the Strategic Policing Requirement so that this is prioritised by every Police Force.
- To support survivors the Government gave an additional £7 million in 2014 and in 2015/16 to organisations which support those who have experienced sexual abuse.

A copy of the [full report](#) can be accessed.

3.2.3 Local Government Association – Tackling CSE – A resource pack for Councils (2015)

The Local Government Association (LGA) reports that recent events have shown that all areas need to be prepared to respond to this challenge robustly, and there are many good examples of effective work to be found around the country. The case studies in its report and online are reported to showcase some of the work that is already underway to improve local practice. These cover initiatives such as community engagement, regional work across local authority boundaries, building effective multi-agency partnerships and commissioning independent audits of local work.

Alongside these case studies, the LGA reports that its 2015 resource pack contains a range of materials that councils may find useful when planning work locally. This includes an overview of key learning from recent reports and inquiries, a myth busting guide to common stereotypes around CSE, and advice for Councillors on how to assess the effectiveness of local practice. Further resources, including training tools and advice on working with the media are available online, and will be updated regularly.

The LGA highlights that tackling child sexual exploitation must be a priority for everyone and the resources available in its 2015 report highlight the very real difference that councils and their partners can make in preventing this awful crime – and the crucial role of Councillors within this. This resource aims to help Councils implement effective responses to child sexual exploitation within their own organisation, with their local partners and their communities.

The LGA states that recognising that councils will have different approaches and circumstances, it does not set out a 'one-size-fits-all' resource that all councils should follow. It is reported that the Guide brings together and shares a set of resources, both new and existing, in order to provide Councils with ideas and materials that can be adapted to suit local needs. It includes briefings, communications support, training materials and case studies

A copy of the [Resource Pack](#) can be accessed.

Jay Report

The publication of independent review in 2014 by Professor Alexis Jay - [Jay Report into child sexual exploitation in Rotherham](#) highlighted a number of serious failings by key agencies in meeting their statutory responsibilities to protect vulnerable children from being sexually exploited. A series of similar high profile CSE cases around the country have led to increased awareness of this still hidden crime and prompted responses from national and local decision makers to look critically at what is being done to protect vulnerable children.

The Government published a detailed response to the findings of the Jay Report - Tackling Child Sexual Exploitation (March 2015). The document makes reference to the overarching responsibilities of local authorities to safeguard and promote the welfare of children. The Scrutiny Panel was provided with details of this document at its meeting of 8 September 2016.

New system to tackle Child Sexual Exploitation

A report was published by the University of Bedfordshire into a new system for tackling child sexual exploitation (CSE) at root. In theory this should significantly reduce the risk of organised paedophilia across the country.

The system, called Families and Communities Against Sexual Exploitation (FCASE) is a multiagency approach led by the child welfare charity Barnardo's, in cooperation with amongst other agencies, the police and social services. Over 2500 people working with children were trained while the study was focused on three geographical areas and looked after over 250 vulnerable children.

Early intervention

The reported aim of FCASE is to prevention. Vulnerable children and families were identified and approached to keep them out of trouble.

A key factor in this was Barnardo's role. Its keyworkers were on the frontline in the project, talking to and relating with families. Families gained trust and good relations with the keyworkers – one mother said she felt as if she was talking to her best friend and that she could tell them anything.

Another family had a lot of distrust in the police, but in engaging with the system in this way began to feel that the police were on their side, and started talking to the police about their worries.

Children who had already been abused yet were on the verge of being abused again learned that the abuse wasn't their fault. Looking back 30 odd years to when it happened to me in the 1980's, I still have trouble believing that the sexual abuse I received wasn't my fault. Such early engagement can help heal lifelong wounds.

Family education and relations

Adolescents think they are adults as soon as their hormones kick in. If there are problems at home they will seek solace among their social circles. It is reported that this is where paedophiles lurk, both online and offline in the real world.

FCASE spends eight weeks working with adults and children in those troubled families, working on conflict resolution within those families, and showing both the teenagers and adults how to spot when a paedophile is

grooming. In a number of cases, families didn't even realise that their child was being groomed even as it was happening. This was a bit of a shock, and on spotting it the families took action to prevent anything serious happening.

The report suggested that monitoring children's online and social media presence is a key action all parents should do to avoid grooming from taking place. Regular check ins with their children at all times of the day is something the more troubled families didn't do, and this changed too.

Community events

57 community events were held to engage community groups and specific communities to help raise awareness of grooming and sexual exploitation. This included forced marriage within certain ethnic communities, but also got people thinking about children they knew.

Professionals' education

As part of the process, professionals who worked with children in healthcare, police, social care and a number of other disciplines were trained as well. By law any professional who worries for the welfare of the child in any way should report it. The training however taught them how to spot the signs of CSE, and gave them a specific set of resources for reporting it.

Conclusions

The report concluded that FCASE was a resounding success, and prevented a large number of children from being abused. Barnardo's CEO Javed Khan said of the pilot, "Keeping children safe and preventing abuse before it occurs has to be our overriding priority. Everyone has a role in achieving this and it is vital that families and communities are kept engaged and informed.

National Action Plan to Prevent and Tackle Child Sexual Exploitation (CSE)

Strategic approach

The report states that the Ministerial Working Group and National Sub-group have agreed the long term, intermediate and contributory outcomes which will achieve progress towards its aim of eliminating child sexual exploitation in Scotland.

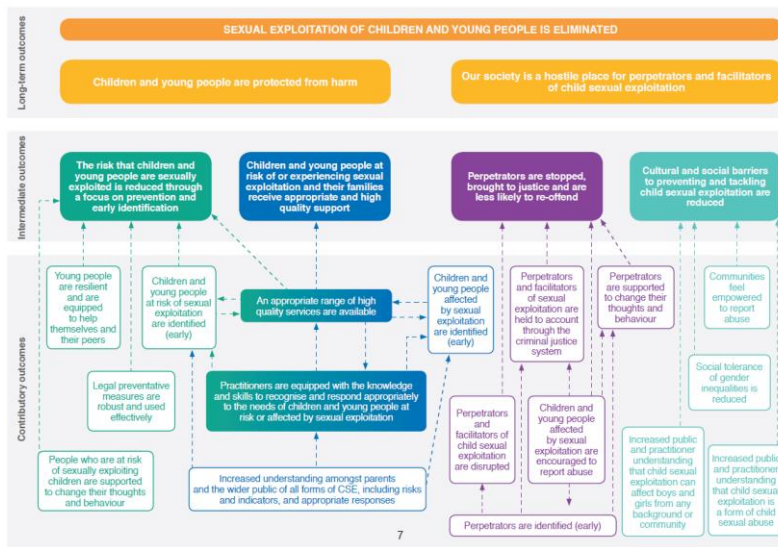
The plan is structured around four intermediate outcomes:

The risk that children and young people are exploited is reduced through a focus on prevention and early identification.

Children and young people at risk of or experiencing sexual exploitation and their families receive appropriate and high quality support.

Perpetrators are stopped, brought to justice and are less likely to re-offend. Cultural and social barriers to preventing and tackling CSE are reduced.

It is reported that each section provides an update on work underway since the publication of the first national plan and set out key actions over the next 2-3 years which build on current activity. Outcomes at each level are inter-related and many of the actions contribute to achieving more than one outcome. We will develop a set of indicators to measure progress towards achieving the outcomes set out in the plan by December 2016:



What is being done:

Raising awareness amongst parents and the wider public

- Building the knowledge and resilience of young people
- Helping young people understand their rights and stay safe online
- Improving protection and encouraging reporting in minority ethnic Communities
- Providing guidance and training to help equip practitioners to recognise and respond

- Raising awareness of legal preventative measures

What's next

Details of what's next are stated in the report and include:

- Continue to build the knowledge and resilience of young people
- Strengthen the local response
- Develop a framework for Child Protection Committees to facilitate a consistent and collaborative approach to preventing, identifying and responding to child sexual exploitation across Scotland.
- Develop guidance for practitioners and agencies which will identify best practice and resources to support the identification and assessment of child sexual exploitation, by September 2016.
- Deliver three child sexual exploitation regional workshops for practitioners during 2016-17 to share learning and best practice.
- Develop a better understanding of scale and nature and a more robust evidence base
- Develop guidance for medical practitioners
- Support night-time economy workers to recognise and report warning signs
- Continue to raise awareness and empower communities to identify risks and act to prevent abuse
- Reform the system of civil orders to better protect communities from those who may commit sexual offences

3.3 Core questions

3.3.1 The Scrutiny Panel devised a series of core questions that it put to key witnesses over a cycle of meetings (Copy at Appendix B).

3.3.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 8 September 2016, 10 November and 5 January 2017.

3.3.3 Salient points of evidence:

Chair, Community Safety Partnership (CSP)

- CSE affects all communities; neither victims nor perpetrators come solely from any particular social, economic, ethnic or faith background. It is important that a joined up approach is taken across all agencies. This has been recognised within Northampton Borough Council and also the Northampton Community Safety Partnership (NCSP).
- A multi-agency countywide approach has been established to respond to and address issues of CSE. NBC Community Safety and NCSP has undertaken the following action:
 - CSE Training has been provided to:
 - Frontline officers
 - Councillors
 - Housing Officers
 - Taxi drivers (also included in the Taxi driver induction course for new drivers)
 - Established as a Community Safety Partnership (CSP) priority, under Violent Crime and Vulnerable people.
 - CSE established as a separate agenda item on CSP Board and Officer Group meetings and sub groups.
 - Community Safety representation on relevant countywide groups.
 - Community Safety are picking up on actions within the countywide CSE action plan
- There is an established multi-agency Countywide Information Sharing Agreements covering community safety (which would include CSE) in place. There are also more robust ISA's for specific areas such as Anti-Social behaviour and Housing; these too, would also enable information on CSE to be shared.
- Section 115 of the Crime & Disorder Act 1998 (revised 2005) enables any person to disclose information for the purposes of any provision of the Crime and Disorder Act 1998 to a relevant authority, or to a person acting on behalf of such an authority.
- Partnership working is well established within Northampton and NBC has a long history of working in this way. The following forums in Northampton and Northamptonshire enable joined up working to take place effectively:
 - Community Safety Partnership Board

- Community Safety Officers Group
 - Northampton Town Centre Task Group
 - Northampton Anti-Social Behaviour Action Group
 - Northampton Street Community Group
 - Countywide Community Safety Managers Group
 - Countywide Interpersonal Violence Group
 - Countywide Child Sexual Exploitation sub group
- Main information for Child Sexual Exploitation sits with the Police. Data is not shared routinely with CSP's., information is shared with NBC and the more specifically the CSP on a need to know basis to inform partnership working and enable response.
 - Over the past 12 months Northamptonshire Police and Northamptonshire County Council have led on a joint countywide CSE campaign to raise awareness within organisations and with local communities. This approach saw the following activities taking place:
 - Countywide Multi-Agency CSE Conference
 - NBC CSE Conference led by head of Housing & Wellbeing
 - Establishment of Countywide CSE sub group
 - 2 x countywide media campaigns
 - Information leaflets and posters distributed within NBC and to other local organisations on CSE
 - Training undertaken as detailed in question 1
 - Information leaflets available through NCSP 'Weeks of Action'
 - As NBC and NCSP form part of a wider countywide approach it is difficult to establish how effective we have been. However, referrals into the Reducing Incidents of Sexual Exploitation (RISE) team have increased significantly over the year, and this could be attributed to the higher levels of awareness raising undertaken within organisations and with communities.
 - Awareness could be raised further of CSE, human trafficking and domestic slavery of children in Northampton by:
 - Establishing CSE Awareness as part of Core Induction Programme for staff and councillors. This could be undertaken either through face to face training or an e-learning module.
 - Continuing supporting the countywide awareness raising campaigns led by Northants Police and NCC. Ensure key messages are cascaded within NBC and through our Communications team.

- Communicating through established groups such as Forums, Weeks of Action, CSP sub groups, One Stop Shop message board, community and NBC events, Community Centre management teams
- Working with business communities, contacts that we can have influence with such as licensed premises, taxis, public transport (Northgate Bus Station), hotels, Town Centre BID, Brackmills, BID, Pubwatch.
- Engaging with Local Safeguarding Children's Board and Northamptonshire Inter Personal Violence Group
- Training is currently provided on identified need or demand – initial training has been undertaken with front-line officers, housing officers, councillors and taxi drivers.
- CSE awareness training should be established as part of NBC's core induction programme for staff and councillors. Nominated officers trained to deliver face to face training and an e-learning module should be developed. Ideally refresher training should be undertaken every 2 years by staff. This could be monitored through the annual appraisal process.
- NBC would not deal directly with potential or historic victims as they require a specialist support service. Therefore, if we became aware of a victim a Safeguarding referral would be made via the RISE Team, who would then pick up on this. The RISE team is made up of a range of agencies that have the skills to provide support, such as social workers, family support, specialist police staff, drug & alcohol worker and specialist nurse.
- There is also specialist support available through VOICE (victim support services), Northamptonshire Rape Crisis Centre, Serenity (sexual assault referral centre) and Women's Aid
- There is good partnership working with the Police, NCC and other relevant agencies is key to ensuring a joined up and effective response to CSE. This is taking place through established working relationships and meeting structures.

Senior Case Manager, Anti-Social Behaviour (ASB) Unit

- Officers of the Anti -Social Behaviour (ASB) Unit Officers do occasionally deal with young people, both boys and girls, who cause concern regarding the possibility of them having been groomed and exploited. The ASB Unit is mindful of CSE and where appropriate link in with the appropriate teams. Both the RISE team and the ASB Unit use one shared database called E-CINS which is for partnership

work. Officers always share access to the RISE team for any of its shared cases, but acknowledge that their work is sensitive and confidential, so they do not share access to their work with the ASB. The ASB is happy to work together to address any welfare and safeguarding issues above action that it might take against the youths in all its work with both offenders and victims/witnesses. The ASB is always looking at the best long-term solutions, at interventions and partnership working, long before we look at enforcement.

Service Manager, the RISE Team

- The RISE team is Northamptonshire's specialist CSE team, comprising staff from Children's Services, Health, Police and CAN (a third sector organisation). They are co-located at Mereway, Police Force Headquarters. They operate at tier 4, providing support to those at the highest risk of CSE within the County. They currently work with 50 young persons aged between 11 and 18 years old (with two thirds of the cohort aged between 13 to 15).
- RISE has four engagement workers who undertake a programme of work in order to keep the young person's safe and reduce their risk of sexual exploitation. The specialist nurse conducts health assessments as well as acting as a conduit for information sharing, awareness raising and a training resource. Police officers on the team comprise 5 x Detectives and as well as a team of 6 x Proactive officers. The detectives primarily investigate CSE offences, particularly that the cohort are suspected to be victims of whilst the proactive officers actively develop intelligence and disrupt perpetrators of CSE – as well as conducting other safeguarding work for example searching for missing children, issuing child abduction warning notices and arresting suspects.
- The RISE Team holds a daily meeting during which information from partners is shared, CSE incidents and crimes from the preceding 24 hours are discussed, and current missing children reviewed to ascertain if further safeguarding activity is required. This meeting is recorded and actions monitored.
- The RISE Team produce a monthly report which is presented to the Northamptonshire Safeguarding Children's Board (NSCB) CSE and Missing sub-group by the Team's Service manager. This contains details of referrals, anonymised details of the cohort open the Service and work undertaken.
- The NSCB have a strategy to tackle CSE which is developed and driven by the CSE and Missing group. This meets monthly and is attended by senior managers from a number of organisations. The meeting is recorded and

actions administered by the NSCB business office. There is an associated CSE and Missing action plan that has just been refreshed in recognition of the fact the existing one has largely been completed.

- There is a county-wide monthly CSE and Missing forum. This takes place at Force headquarters and is chaired by the RISE service manager. It is attended by representatives from Children's services, Police, health (including A and E, sexual health, mental health), Education, children's homes, Youth Offending Service, Licensing, housing and some third sector organisations.
- The RISE Team attends several single agency forums – including the East Midlands Police CSE Quarterly forum, an East Midlands CSE local authority conference held at the end of 2015. The RISE specialist nurse has just established a CSE specialist Nurses forum, the first one being hosted in Northants in September 2016.
- The NSCB produce a county wide CSE multi- agency monthly dataset of statistics provided by agencies contributing to the CSE and Missing sub-group. This data covers a number of elements including the number of children missing from home and education, Police crime statistics, young persons in the county open to sexual health services and information from children's Services. The monthly RISE report contains a wealth of information covering statistics together with a narrative on the key activity undertaken by the team. An East Midlands regional CSE problem profile was completed in June 2016 and a local, county-wide one, has been commissioned and is being written at this time. This will focus on Northants as opposed to exclusively on Northampton.
- Evidence from the RISE Team over the last year suggests that CSE is being committed in Northampton predominantly by individual adults offending against young persons. There has fortunately been very limited information that gang related or organised CSE is taking place. Where such information has been received a number of intelligence led operations have been conducted; these include Operation Vacation which targeted a group of adult males (aged in their 20s and 30's) from Northampton who were believed to be exploiting teenage females and Operation Tanka, targeting offenders exploiting teenage females in the sex trade. This resulted in the prosecution of 34 year old female at Northampton Crown Court in June 2016.
- Two county wide awareness raising campaigns have been conducted. One coincided with the launch of the Northamptonshire CSE operational toolkit (available via the NSCB website) at a county wide CSE conference in May 2015. The second and most recent campaign ran from end of 2015 to February 2016. Evaluation have been completed for both and presented to

the NSCB via the CSE and Missing sub-group. Her Majesty's Inspectorate of Constabulary praised the counties response in its 'Missing Children: Who cares' report published in April 2016 stating 'in Northamptonshire an awareness raising campaign via social media, billboard advertising, digital audio advertising, a conference and an online toolkit for agencies resulted in a 50 percent increase in CSE referrals to the Forces specialist CSE team from frontline staff across the Force area'

- As well as targeting the public a large number of information raising events have been conducted. These have included awareness raising sessions to professionals working with young persons in the county, through to educating young people via rolling out 'Chelsea's choice' a CSE play delivered to over 30 secondary schools in the Northants in the spring of 2016. The BBC 'Look East' news programme also ran a feature on work of the RISE team. Northampton Borough Council held a CSE awareness raising event for a large number of staff in autumn 2015 that the RISE team presented at. The RISE team have identified that better engagement with harder to reach communities, including persons from the Black and Minority ethnic and disabled communities needs to take place. The RISE team have attended a number of events to support this, including discussing the subject at community group events.
- Reporting and intelligence gathering around CSE has markedly improved. In January 2015 the RISE team had 17 young people open to its service. Within 6 months, and following the launch of the CSE operational toolkit and risk assessment, numbers had trebled to 50, helping safeguard far more children. The college of policing reviewed Northamptonshire Police's response to CSE in July 2015 and found that 'Staff have noticed a real change in organisational emphasis and there is now a clear and tangible focus upon protecting vulnerable people and CSE'.
- A large amount of awareness raising has been undertaken in relation to CSE and whilst there is clearly always an opportunity to improve consideration to highlighting other risk area's such as human trafficking could be considered utilising the similar methods.
- Analysis within the county has identified that 2/3rds of the young person's open to the RISE team are aged 13 to 15 years old. There is an opportunity to improve education of young people, below this age range to help prevent CSE.
- There also seems an opportunity to improve liaison with volunteer groups and workers (for example youth groups, sports clubs, religious groups). A series of awareness raising events, lasting no more than an hour and half could be

provided in the evenings / weekends. Presentations and material could be provided by the RISE team and, providing premises were supplied free of charge the cost would be minimal.

- The NSCB have recently compiled a list of training programmes conducted by various agencies in the county. RISE has supported a raft of training and information awareness raising events. These are documented in the monthly RISE report and include presentations to new police staff, social workers, and teachers (the latter via Northampton University). Presentations have been delivered to health professionals, council staff and councillors. Presentations are currently being completed to the national Probation Service and Bench.
- The RISE Team works with children deemed to be at the highest risk of CSE in Northamptonshire. They support them with a programme of protective behaviour work. The team complete a risk management plan for each child, which all agencies within RISE contribute to and that is reviewed (as a minimum) every 8 weeks. RISE has also recruited a volunteer parent worker to help support the parents of children open to the service. This individual has undertaken accredited training with Parents Against Child Abuse (PACE). The RISE team was established to work with current CSE victims aged under 18 but in exceptional circumstances has supported young adults, for example a vulnerable looked after child who disclosed ongoing sexual exploitation. RISE holds a weekly referrals meeting that is also attended by a representative from the MASH education team and Youth Offending Service. Each referral is discussed and even where declined (which relates to about 50% of cases) recommendations and signposting for support from other agencies is made to the referrer.
- There is an opportunity to further tackle CSE by utilising NBC staff more effectively, for example by training neighbourhood wardens and food safety officers to recognise and report CSE. There are also opportunities to launch a hotel watch scheme and do more around the night time economy (these are being progressed via a new action plan implemented by the CSE and Missing sub-group of the NSCB).

Chief Executive, Northampton Partnership Homes (NPH)

- Northampton Partnership Homes (NPH) has a range of staff within the Rehousing and Support Team who have attended Northamptonshire County Council's CSE conferences/training to obtain an understanding of the signs of CSE and appropriate safeguarding mechanisms.
- There are appointed Safeguarding Officers across the organisation and a Safeguarding lead in case an individual officer has concerns about a particular case. All staff are trained on Safeguarding procedures.

- Rehousing Case Officers carry out robust assessments of individuals referred into the service which covers a broad spectrum of personal issues from drug/alcohol misuse to domestic abuse and mental health issues. They are adequately trained to determine if there is cause for concern that CSE may be present within households/extended networks.
- Staff are also aware of the appropriate Safeguarding procedures to raise concerns. All Rehousing Case Officers and Support Officers are required to complete a Safeguarding assessment as part of the Case/Support process. NPH has a culture of supervision for complex cases and staff discuss any concerning cases with their line manager.
- Monthly 'Serious Risk Register' meetings are held by senior staff within Housing Management with representation from the Rehousing and Support Team to monitor tenancies that have been raised by officers to be of concern with a pro-active approach to case management.
- These cases are risk assessed and logged with a sliding scale of 'risk' indication, (red, amber, green), with legacy information held on cases that have been removed from the register. Solutions and actions required to ensure safety are considered at the meetings and information is shared and gained with/from relevant partner agencies wherever appropriate to effectively case manage, such as the police and social services.
- NPH regularly run its own Domestic Abuse Panel specifically to monitor domestic abuse cases. This panel also meets ad-hoc should an emergency case present and require urgent consideration. CSE risks are also be fully considered within this format where relevant.
- NPH also attends Oasis House Multi Agency Panel meetings and full consideration to action required pertaining to any risk to children in the cases raised, albeit CSE or any form of abuse and/or neglect would be managed as described.
- NPH attends the two-weekly Multi Agency Risk Assessment Conference (MARAC) - a multi-agency platform for managing high risk cases of Domestic Abuse in Northampton. Due to the presence at these conferences of agencies such Social Services, the Police and Northampton General Hospital, we are made aware of any known risk to children related to the cases heard and share any information we have with these organisations to assist them in their work.
- NPH are allocated actions from MARAC such as welfare checks, or checks on household occupancy within tenancies which serve in the provision of intelligence to relevant agencies in establishing level of risk. Case Officers who attend MARAC are experienced and also

debrief on cases with a line manager and further guidance on any additional beneficial actions to ensure adult/child safety is given.

- NPH collaborates effectively and positively with a range of statutory and voluntary organisations in an open and honest way in order to address the issues concerning CSE.
- NPH has developed its own Safeguarding and Supporting Vulnerable Adults Policy which makes specific mention of CSE. The Policy was approved by the NPH Operations Committee in September 2016.
- There are a variety of other forums to discuss both specific cases as well strategic issues. In terms of strategic and specific case management, NPH is an active member of both the Northampton Anti-Social Behaviour Action Group (which is attended by both key Housing staff and the Police) and the Northampton Community Safety Partnership. NPH actively participates in any Serious Case Reviews and Domestic Homicide Reviews as required.
- A range of awareness and training events have been arranged and hosted by NBC and its partners. The communication around events has been cascaded well within Northampton. NPH has raised the issue directly with its customers and has publicised its approach on their website. It is unclear at present how other local communities are being engaged.
- Awareness could be raised further of CSE, human trafficking and domestic slavery of children in Northampton by introducing further training for professionals working with potentially affected families/children with mandatory refresher courses. More information available for the general public on signs of CSE and how to report concerns tailored to age range target i.e.: adults/teenagers. Greater emphasis on multi-agency working and clear guidelines on information sharing to encourage officer confidence in doing so.
- Safeguarding forms part of the NPH corporate induction programme and this approach may be more widely adopted. All NPH Heads of Service have a responsibility ensure that safeguarding is embedded within their service area. NPH has designed and issued “concern cards” to front line operatives and raised awareness with contractors to ensure issues of concern or potential concern are formally raised, recorded, referred (where appropriate) and investigated.
- NPH is committed to providing help and support to victims of abuse or exploitation and currently has support service to which victims who are tenants of NPH can be referred. There are specialist officers specific to this area.
- The Tenancy Agreements have a specific clause which refers to the “imprisonment of another person” and makes it clear that the tenant,

another member of their household, guest or visitor to the property should not engage in such activity.

Director of Children's Services, Northampton Borough Council

- A copy of the [Child Sexual Exploitation Partnership Assessment, August 2016](#) was provided as evidence.
- "Kayleigh's Love Story" is now being shown nationally. Kayleigh had lived in Leicestershire.
- People that work with young people and children are being liaised with regarding using the Internet safely so that they are more knowledgeable and have a better understanding. The assumption is that children are groomed over a long period but Kayleigh was groomed over a short period of a few weeks and thousands of text messages were sent prior to the event that led to her murder. There is a need to ascertain how we can become a vigilant community. Good planning is needed and pupils need to be prepared prior to watching the video. Conversations take place both before and after the video showing. Chelsea's Choice was shown to the majority of schools last year. Officers from the RISE Team will go into schools when the films are shown.
- Following the showings of Chelsea's Choice, a lot of disclosures came out. This led to the unravelling of a paedophile network. Young people are able to identify to the characters in the film.
- There is a strong partnership within Northamptonshire with good team working. Materials such as training and toolkits are available. It is important that there is good communication on how to keep children safe.
- All teachers undergo safeguarding training
- Two thirds of all child abuse is committed in the home; a lot of CSE is reported by parents.
- The numbers of missing children are quite low.
- There are a number of brothels in Northampton, intelligence is being gathered and the Safeguarding Team are involved. Should there be children in brothels, they can (and have been) be closed down.
- Boys make up 10% of children who have been sexually abused. Blast, a charity, looks at boys and CSE.
- It is not just men who sexually exploit children.
- The Borough Council has an important role, as the Licensing Authority, which is crucial in terms of CSE.

Chair, Northamptonshire Safeguarding Board

- The NSCB has a CSE Sub Group with members from across partnership agencies. Child Sexual Exploitation (CSE) and Missing Children is a Sub Group of the NSCB. The aim of the group is to:
 - Raise awareness
 - Identify areas of concern within the county
 - Develop an effective response to tackle perpetrators of CSE
 - Ensure that there is support for victims of CSE and their families
- The Sub Group sits on a monthly basis and has a progressive action plan that is reviewed at each meeting. The main priority areas over the next year include focus on the night time economy, work with schools and targeting harder to reach groups (LGBT, ethnic minority communities, young males and children with disabilities).
- Further examples of the work undertaken by the NSCB since 2015 include:
 - A 'Tackling CSE Toolkit' was created to provide advice for all professionals on their responsibilities in relation to identifying CSE and what action should be taken if it is identified. The Toolkit and presentations from the Northants Tackling CSE Conference held on 22nd May 2015 can be viewed on the website:
<http://www.northamptonshirescb.org.uk/police/toolkits-professionals/>
 - A high profile publicity campaign with the tagline “Say Something If You See Something” to highlight the signs of CSE, and encourage reporting was completed.
 - A multi-agency CSE and Missing performance data scorecard has been developed and is reviewed regularly by the group.
 - Protective Behaviours and CSE training programmes for schools have been developed and delivered to a number of schools in the county throughout the year.
- In addition to the action plan, there is a CSE Strategy which is currently being updated and reviewed.
- There is a CSE and Missing Forum which sits on a monthly basis, the purpose of which is to review the cases of young people in the County who are considered to be most at risk of CSE and going missing. The Forum is made up of representatives from various agencies including Police, Children’s Services, YOS, Health and Education
- A local Problem Profile for Northamptonshire was finalised and would be published early in 2017
- As part of its focus on the night time economy, the NSCB Sub Group has recently requested position statements from all Districts and Boroughs in the

County to establish what progress has been made in relation to tackling CSE across the County. Once the position statements have been received, the intention will be for the NSCB to support the Districts and Boroughs in completing focused and targeted work within their respective areas in order to tackle CSE. This work will include engaging with the local community and awareness raising.

- Representation for the District and Borough Councils is provided by Nicola Riley, Shared Interim Community Partnerships and Recreation Manager for Cherwell and South Northants Council.
- NCC has a Policy Officer who has been tasked with developing policies and procedures in relation to child trafficking which will be available through the NSCB once finalised.
- A Modern Slavery Sub Group sits bi-monthly and the Policy Officer will ensure safeguarding of children is included, where relevant, in any work going forwards.
- A copy of the [RISE Team Monthly Report to the NSCB CSE and Missing Sub Group – September 2016](#) was provided as evidence
- All young people, who are open to the multi-disciplinary specialist RISE service have an allocated social worker.
- Although there is currently no plans for recruiting a ‘Parents Worker’; to engage with parents. The RISE practitioners engage with a young person’s families and parents can be signposted to a range of resources on the web.
- The CSE and Missing Sub Group are working with District and Borough Councils and focusing on the Night Time economy – night clubs, taxis, take ways for example.
- The Police, on behalf of the NSCB, lead on communications and the recent “*Say Something if you See Something*” campaign has been successful - detailed feedback is being gathered.
- A huge amount of work takes place in schools including engagement from NCC’s E Safety Officer. Television programmes often relay stories about issues such as CSE which is useful in getting messages out to children and young people.
- A lot of young people see Child line useful as a help line in respect of bullying issues. Regarding CSE, young people will often prefer to talk to their friends.
- Oxfordshire has an initiative - “hotel watch” whereby an adult and child try to book a room. If successful, officers will then approach the hotel and work with them to ensure they recognise and understand the risks of CSE.

Director, Education, Northamptonshire County Council

- The Educational and Inclusion Partnerships Team (EIP) attends the monthly multi-agency CSE/missing persons' forum and also the monthly steering group.
- An EIP officer based in the MASH attend the weekly RISE (Reducing incidents of Sexual Exploitation) allocation meetings.
- Education Services is represented in the MASH and MASH steering group, the FGM/HBV sub- group and feed into the FGM community group. EIP are represented on the PREVENT and attends the Channel meeting where appropriate.
- From a NCC, Learning, Skills and Education perspective information is shared with schools. Schools are aware of their obligations towards safeguarding.
- In May 2015 professionals working directly with children in Northamptonshire had the opportunity to attend the launch of the CSE toolkit to support them to ascertain the level of risk of CSE children and young people may be exposed to. Schools Information is shared at Locality forums and Peer Support groups for schools' staff across the County on a termly basis. Secondary Schools and Academies have had the opportunity to access "Sophie's Choice", an awareness raising CSE education play devised for year 9+ (ages 13 and 14), which is followed by a question and answer session and follow up work in lessons. Part of this programme also includes 2 days training for schools' staff. This is delivered via the Targeted Mental Health (Tamhs) programme which is available to schools via the NCC Education Psychology Service.
- Local groups could have a lead responsible for raising awareness of CSE, human trafficking and domestic slavery of children in Northampton who is able to liaise with the relevant community groups and attend training sessions through the local Northamptonshire Safeguarding Children's Board in order to better understand the local context.
- The EIP team within Learning Skills and Education are currently devising a series of twilight training sessions for Designated Safeguarding Leads in all schools. It is anticipated that these will be held in four venues across the county on a termly basis where all safeguarding issues and information, including CSE, human trafficking and domestic slavery can be shared. We are hoping to be able to invite community groups and other professionals to help facilitate these sessions.
- Resources and Training, including the CSE toolkit, are available for children, parents, carers and professionals through the Local Northamptonshire Safeguarding Children's Board www.northamptonshirescb.org.uk

Leader of the Council, Cabinet Member for Community Safety

- CSE affects all communities; neither victims nor perpetrators come solely from any particular social, economic, ethnic or faith background. Therefore, it is important that a joined up approach is taken across all agencies. This has been recognised within Northampton Borough Council and also the Northampton Community Safety Partnership (NCSP).
- A multi-agency countywide approach has been established to respond to and address issues of CSE. In response to this NBC Community Safety and NCSP has undertaken the following action:
 - CSE Training has been provided to:
 - Frontline officers
 - Councillors
 - Housing Officers
 - Taxi drivers (also included in the Taxi driver induction course for new drivers)
 - Established as a Community Safety Partnership (CSP) priority, under Violent Crime and Vulnerable people.
 - CSE established as a separate agenda item on CSP Board and Officer Group meetings and sub groups.
 - Community Safety representation on relevant countywide groups.
 - Community Safety are picking up on actions within the countywide CSE action plan
- There is an established multi-agency Countywide Information Sharing Agreements covering community safety (which would include CSE) in place. In support of this there are also more robust ISA's for specific areas such as Anti-Social behaviour and Housing; these too, would also enable information on CSE to be shared.
- In addition to this Section 115 of the Crime & Disorder Act 1998 (revised 2005) enables any person to disclose information for the purposes of any provision of the Crime and Disorder Act 1998 to a relevant authority, or to a person acting on behalf of such an authority.
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 - Countywide Interpersonal Violence Group
 - Countywide Child Sexual Exploitation sub group
- Main information for Child Sexual Exploitation sits with the Police. Data is not shared routinely with CSP's. However, information is shared with NBC and the more specifically the CSP on a need to know basis to inform partnership working and enable response.
 - Over the past 12 months Northamptonshire Police and Northamptonshire County Council have led on a joint countywide CSE campaign to raise awareness within organisations and with local communities. This approach saw the following activities taking place:
 - Countywide Multi-Agency CSE Conference
 - NBC CSE Conference led by head of Housing & Wellbeing
 - Establishment of Countywide CSE sub group
 - 2 x countywide media campaigns
 - Information leaflets and posters distributed within NBC and to other local organisations on CSE
 - Training undertaken as detailed in question 1
 - Information leaflets available through NCSP 'Weeks of Action'
 - As NBC and NCSP form part of a wider countywide approach it is difficult to establish how effective we have been. However, referrals into the Reducing Incidents of Sexual Exploitation (RISE) team have increased significantly over the year, and this could be attributed to the higher levels of awareness raising undertaken within organisations and with communities.
 - Awareness can be raised further of CSE, human trafficking and domestic slavery of children in Northampton by establishing CSE Awareness as part of Core Induction Programme for staff and councillors. This could be undertaken either through face to face training or an e-learning module.
 - Continue supporting the countywide awareness raising campaigns led by Northants Police and NCC. Ensure key messages are cascaded within NBC and through our Communications team.
 - Communicate through established groups such as Forums, Weeks of Action, CSP sub groups, One Stop Shop message board, community and NBC events, Community Centre management teams

- Work with business communities, contacts that we can have influence with such as licensed premises, taxis, public transport (Northgate Bus Station), hotels, Town Centre BID, Brackmills, BID, Pubwatch.
 - Engage with Local Safeguarding Children's Board and Northamptonshire Inter Personal Violence Group
- Training is currently provided on identified need or demand – initial training has been undertaken with front-line officers, housing officers, councillors and taxi drivers.
 - CSE awareness training should be established as part of NBC's core induction programme for staff and councillors. Nominated officers trained to deliver face to face training and an e-learning module should be developed. Ideally refresher training should be undertaken every 2 years by staff. This could be monitored through the annual appraisal process.
 - NBC would not deal directly with potential or historic victims as they require a specialist support service. Therefore, if we became aware of a victim a Safeguarding referral would be made via the RISE Team, who would then pick up on this. The RISE team is made up of a range of agencies that have the skills to provide support, such as social workers, family support, specialist police staff, drug & alcohol worker and specialist nurse.
 - In addition to this there is also specialist support available through VOICE (victim support services), Northamptonshire Rape Crisis Centre, Serenity (sexual assault referral centre) and Women's Aid
 - Good partnership working with the Police, NCC and other relevant agencies is key to ensuring a joined up and effective response to CSE. This is taking place through established working relationships and meeting structures.
 - CSE is a key priority for the Community Safety Partnership under the vulnerability agenda.
 - CSE information and flyers have been distributed to all Taxi Operators for distribution to divers and for placing in staff rooms.
 - Training has been provided to CCTV operatives and this is assisting in identifying and reporting suspicious and inappropriate behaviour.
 - NPH frontline staff have received CSE awareness training.
 - Exploitation and vulnerability in take away outlets is investigated. Mechanisms are in place for referrals to the relevant Agencies.
 - On-line safety is the biggest concern. A lot of work is taking place in schools. It is important to get the messages across to parents and restrictions put on young people's ICT devices. Grooming via social media is now more common place and is causing the most concern. Sharing intelligence is key.

Director of Customers and Communities and Environmental Health and Licensing Manager, NBC

- As a regulatory body CSE impacts on a range of the work of Environmental Health and Licensing. Frontline staff have all received briefings on CSE and are reminded to be alert for any signs of it occurring during their routine work. If any suspicious activity is noted and referrals made to the RISE team. Team members attended the CSE conference in 2016.
- Fit and proper person checks are carried out on taxi and private hire drivers and operators and a range of other licence holders. This process involves DBS checks. In addition, information about any taxi / private hire driver / operator arrested for sexual or violent offences is passed to the Licensing team by the Police under the Police Common Law Disclosure process. On the basis of information received licences may be revoked or other enforcement action taken. Information on CSE is included in the training day for all new Private Hire Drivers. The understanding of this information is tested as part of the driver assessment process. Two briefing sessions on CSE have been provided for hackney drivers and private hire drivers and operators which were attended by approximately 200 people. – it is proposed that further similar briefings for the taxi / private hire will be arranged in future and work is progressing to arrange similar briefings for the hotel and on-licensed trade.
- The Service works in accordance with CSE Toolkit.
- Arrangements are in place for information sharing with Police as outlined in 1 above. Northants Licensing Liaison Group which has reps from all District Councils, County Council (Health and Trading Standards), Police, and a range of other agencies discusses Licensing issues and Safeguarding / CSE is a standing agenda item.
- Environmental Health is a Member of the CSP officer group which has some discussion on CSE.
- Licensing has involvement where necessary in case conferences / LADO meetings on a case by case basis.
- CSE is a nationwide issue and of the existence of the RISE team in Northants. Awareness of overall issues through professional contacts /meetings.
- There is some involvement with multi-agency operations to address human trafficking. Joint visits have been carried out to food premises and to on and off licenced premises – these have not been specifically to target slavery involving children but have had a more general focus.
- Awareness can be raised further of CSE, human trafficking and domestic slavery of children in Northampton by further publicity campaigns, reporting successful cases and operations

- Test purchases for cigarettes and alcohol takes place. Intelligence from Officers is also received.

E-Safety Officer, Northamptonshire County Council

- “Stranger danger” becomes blurred on the Internet
- Parents do not always engage on E Safety sessions offered by schools. Boundaries can lapse by year 4.
- Education has to happen at home.
- It takes just 25 minutes for a young person to be groomed online.
- Key messages regarding Internet safety need to be given to schools
- Young children need to be provided with the right safety tools to navigate the Internet.
- Grooming can take place on any site that comprises a messaging service.
- The E Safety Strategy is working on:
 - Embed
 - Embrace
 - Empower
- UKCCIS is an excellent example of an information website about sexting
- The average age for young people seeing pornography on the Internet is 9-11.
- 88% of images are passed onto other websites.
- 77% of children in Northamptonshire have no limits on the Internet at home.
- Should a child spent three hours a day online it can impact on their health and mental health.
- There are two excellent apps in respect of e-safety:
 - Internetmatters.org
 - Netaware
- Most apps have an age limit of 13, Whatsapp is 16
- Social media is very difficult to regulate
- Safer Internet Day is scheduled for 7 February 2017
- Education is key to healthy relationships and referred to a year 10 case.
- Sixth-formers advise that they get a lot of their behaviours from the Internet and it is normalised behaviour to chat to a stranger on line
- The Scrutiny Panel suggested a potential recommendation for inclusion within its report: “E Safety training for all borough Councillors is included with the Councillor Development Programme 2017/2018.”
- Parental controls can be put on PCs.

Chief Officer, Northamptonshire VOICE

- VOICE is the Victim and Witness Service for Northamptonshire. It aims to deliver the PCC's Police and Crime Plan objectives for victims and witnesses:-
 - Supporting Victims and Witnesses
 - Swift and Sure Justice
- The VOICE family of services works closely with statutory agencies to offer advocacy and guidance to victims of CSE as appropriate. Voice works closely with statutory services to ensure children and young people are safeguarded against CSE.
- VOICE Children and Young People's Service offers advocacy to all children and young people who are victims or witnesses seeking support for all crime by supporting access to commissioned and third sector support and by delivering emotional and practical support. Victims of CSE are not currently in scope of Voice CYP services as specialist support is managed by the RISE Team and through statutory safeguarding pathways in the county.
- The OPCC also commissions the Sexual Assault Referral Centre (SARC) with NHS England which support children and young people and adults who have been raped, sexually assaulted or abused. Two Child's Independent Sexual Violence Advisors (CHISVA) and two adult Independent Sexual Violence Advisors (ISVA) offer support to victims who self-refer and report to the Police.
- The Office of the Police and Crime Commissioner (OPCC) will be recommissioning Victim and Witness Service in the county in 2017 and will include new services to help prevent CSE with partner's agencies within the county.
- The Voice Services work closely within safeguarding policy and are collocated with other agencies to promote collaboration and information sharing.
- The OPCC representative sits on the County Violence Against Women and Girls Strategy Group (VAWG) and the CSE sub group tasked with overseeing and understanding our responses to CSE in Northamptonshire.
- As a Victim and Witness Service receiving referrals directly from the Police, other agencies and the public Northants VOICE currently collates information on those who present to the service and therefore gain an understanding of the level demand and need from this data. National data is also used to inform our delivery of services.
- A high profile campaign for CSE in the county took place in the last year led by the Police on behalf of working group.

- The OPCC has led two consultations on online safety and teen relationships which have drawn a number of recommendations to improve the way services are delivered in the county.
- Bottom up engagement with communities and with agency touch points is the most effective way of continuing to spread the messages regarding CSE. This can include initiatives such as those currently targeting taxis drivers and hotel staff.
- All staff in commissioned service receive training on CSE and take part in delivering training out in the community on healthy relationships.
- All victim and witnesses can contact VOICE or the SARC for support regardless of status of the offence.

Manager, Free2Talk

- Child sexual exploitation (CSE) is currently being addressed through needs analysis of Free2Talk's members' individual needs and informal education for wider groups. Free2Talks has not received any formal referrals for support in this area however it has provided group informal education.
- CSE falls under Free2Talk's safeguarding procedures:
 - Individual concern by lead Youth Worker
 - Case / Circumstance discussion with designated officer
 - Action plan to address agree
 - Communication and support to parents where appropriate
 - Referrals to partner agencies where appropriate.
- Free2Talk practice in accordance to the LSCBN strategy: <http://www.northamptonshirescb.org.uk/tackling-child-sexual-exploitation-cse/>
- Its designated safeguarding officer is CEOP trained.
- Multi-Agency forums that facilitate joint working include
 - Early Intervention and SSNP Queensway & Hemmingwell, Wellingborough
 - Diversion Group – Blackthorn Northampton
- Free2Talk's professional view is that victims are vulnerable and it can be prevented through protective behaviours; education and resilience building. There is a community development angle in addressing poverty and symptoms of poverty which is not being provided in the county. Reducing services for young people may mean that we have no access to some vulnerable young people; particularly post 16.

- Awareness can be raised further of CSE, human trafficking and domestic slavery of children in Northampton by an increase in funding and resources for practitioners working with children and young people and an increase in support and intervention for young women.
- Free2Talk uses the LSCBN training as it is free and accessible for its team. The only constraint is in its resource to pay people to attend training. Many of its team are part time and unable to attend Monday – Friday training; however online materials support their learning.
- Free2Talk provides individual support for young people 12-18 years if they self-refer or Social Care have previously spot purchased support.
- NBC has provided small grant funding to Free2Talk for this work through Northamptonshire Community Foundation; this has been useful to provide responsive small scale projects in accordance with arising needs.
- Within the 12 week programme offered by Free2Talk, young people want Internet access
- Staff from Free2Talk always work in pairs online. There are robust safeguarding procedures in place
- Free2Talk sees more vulnerable people seeking out how they can satisfy their self-esteem for example.
- There needs to be more support for young women in disadvantaged areas
- The E-Safety training Toolkit is excellent
- Funding is Free2Talk's biggest challenge so that they can train and maintain the team
- The Community Development Strategy is important. Activities and groups outside the home for children is very important.
- NBC, NPH works with organisations such as Free2Talk, the Lowdown Centre to lever in money.
- Children's health and wellbeing is a borough issue.

Manager, ServiceSix

- TARGET - **T**argeting **a**nd **R**educing **G**rooming **E**xploitation & **T**rading of Children and Young People Online
- Facts:
 - 2012-2016: 26% increase at S6 in cases involving Online Sexual Exploitation and Abuse (OSEA)

- The extent, context and impact of OSEA are unknown representing a major intelligence gap
- Child Sexual Exploitation and Abuse is the first and highest threat listed on the National Crime Agency National Control Strategy for 2015-16
- Key Findings as at August 18th 2016:
 - Since October 2015, Service Six's TARGET project has engaged 1001 young people, 826 of whom were disadvantaged. All resided in Northamptonshire or Leicestershire and were aged between 5 -25 years, with most between 9 -17 years. 793 young people responded to semi-structured questionnaires and they told ServiceSix;
 - 51% are regularly contacted online by strangers:
 - 36% have received pornography including child:
 - 26% have sent pornography:
 - 19% have been asked to meet stranger/s:
 - 8% have met strangers:
 - 0.5% reported to an adult.
- Disadvantaged young people are:
 - 8% more likely to receive sexually explicit images or video
 - 6% more likely to send out sexually explicit images or video
 - 23% more likely to send out sexually explicit material willingly
 - 21% less likely to report unwanted stranger contact and or receipt of sexually explicit material to an adult
- The questionnaire findings were affirmed within 15 follow-up case study semi-structured interviews.
- TARGET: Aims:
 - It is increasingly apparent that disadvantaged young people's online activity represents;
 - Significantly high risks:
 - Substantial negative impacts:
 - Absent or inadequate online protective behaviours:
 - Absent or inadequate safeguarding.
 - ServiceSix is working with disadvantaged young people within Northamptonshire and Leicestershire who have experienced online sexual abuse and exploitation (OSEA). They are helping ServiceSix to:

- Understand their experiences and share this knowledge:
 - Develop the project:
 - Undertake further research:
 - Implement responsive services and resources:
 - Find meaningful and sustainable solutions:
 - Improve online safety for children and young people.
- The initial research has highlighted various con-current themes which need exploring further including;
 - Addiction to mobile phone use in particular (1000+ average communications per day):
 - Physical Impairment due to repetitive strain injury and potential reversal of cervical lordosis:
 - Apathy to pornography and online criminal activity:
 - Mental Health based on significant indicators of profound loneliness:
 - Disruption to Education due to constant mobile phone use during lessons:
 - Disruption to Cognitive Development and associated long-term negative impact:
 - Absence of Parental Monitoring and associated risk:
 - Inadequate Internet Security at schools and homes.
 - TARGET Partnerships & Collaboration:
 - 48 partners have already signed up to support TARGET's ambitions to develop a youth-led model to challenge OSEA and implement meaningful and sustainable solutions.
 - Current partners include:
 - De Montfort University (Dr Lee Hadlington PhD FHEA CPsychol AFBPsS), East Midlands Special Operations Unit – Regional Cyber Crime Unit (DS Carole Walton), RISE CSE team Protecting Vulnerable Persons Department. Northamptonshire Police, Serenity - Sexual Assault Referral Centre Northampton, NHS Nene & Corby Clinical Commissioning Groups, Northamptonshire Association of Youth Clubs, Women's Aid Northampton, Voluntary Impact Northamptonshire, The Falcon Centre, Eclectic, Positive Pathway Alliance, The Faraway Children's Charity, East Northants Faith Group, Action for Aspergers, The Mallows Company, Scott Bader Ltd,

Richmond Villages Ltd, Asda Community Life, Weatherby's, Places for People, The Maud Elkington Charitable Trust, Northamptonshire Health Foundation Trust, Ilife Children & Young People Services, The Education Fellowship, Blackthorn Academy, Clarendon Academy, Desborough College, Olympic Academy, Pembroke Park Academy, Risdene Academy, Rushden Academy, Ruskin Academy, Thorpeland's Academy, Warwick Academy, Windmill Academy, Wrenn Academy, Northampton Academy, Weston Favell Academy, Sir Christopher Hatton Academy, Gateway Academy, Streetvibe – Braunstone Grove Youth Centre, Birstall Fire Cadets, Action for Children (Laurie Long), Bottesford Youth Group, Army Cadets Force – Leicestershire, Northamptonshire County Council, Leicestershire County Council the Mayor of Burton Latimer

Chief Officer, Northants Rape and Crisis Centre

- Northamptonshire Rape Crisis (NRC) has been supporting survivors of sexual violence in Northamptonshire for over 30 years. It provides frontline support to women, men and children (14+) who have experienced sexual violence in addition to working to raise awareness, improve the response of Government and other organisations and challenge public attitudes regarding the acceptability of sexual violence. The Centre was first founded in 1986 under the name of Northampton Rape & Incest Crisis Centre and continues to be the only organisation in Northamptonshire where victims and their families can access free and confidential advice and support. Our service is highly valued by our clients and by local statutory organisations such as mental health teams, GP's and health professionals, social services and Northamptonshire Police who recognise that, without our vital support, many more victims would go on leading lives that are blighted by the trauma of sexual violence. The stated aims and objectives of the organisation are:
 - To relieve the distress and trauma of women, men and children who have suffered sexual abuse, rape, incest, and domestic abuse and of the non-offending families of such persons who are in need of support and encouragement
 - To promote community education and research in the subject of rape, sexual abuse, incest, and domestic abuse and the effects thereof whether physical, medical, psychological or social and to disseminate the useful

results thereof provided that no person is therein identified without prior consent of that person. NRC acknowledges all forms of sexual violence including ; rape, sexual assault, childhood sexual abuse, same sex abuse, sexual harassment, rape in marriage, forced marriage, and so-called honour based violence, female genital mutilation, trafficking and sexual exploitation. Child sexual exploitation is s form of child sexual abuse, it occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money drugs/alcohol, gifts affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them.

Sexual Violence Counselling

- Counselling is available to anyone (14+) who has experienced sexual violence either recently or historically and is available short or long term, from 6 to 26 sessions. All counselling is person centred trauma therapy and is provided by our team of qualified sexual violence counsellors. All counsellors attend NRC's in-house 12 week specialist sexual violence trauma therapy training in addition to their professional training before starting their work with NRC. Emotional Support Available to clients that are not suitable for counselling, sometimes due to mental health, substance misuse or clients fleeing domestic abuse. IPV Telephone Helpline Our specialist helpline provides support for victims of interpersonal violence including rape, stalking, sexual abuse, FGM, harassment, historic sexual abuse, forced marriage, honour-based violence & sex trafficking. Available Monday to Friday 10am -- 3pm and staffed by a team of 5 specially trained counsellors. All calls are anonymous and callers do not have to self-identify; callers can be signposted into Northamptonshire Rape Crisis service provision or be signposted to other more appropriate services. Callers are able to access support via the helpline whilst receiving support from statutory organisations. Calls to NRC's helpline vary from recent rapes, historic rape, and historic childhood sexual abuse. NRC's helpline also receives calls from professionals seeking advice, survivor's friends or non-offending family members and work colleagues. Independent Sexual Violence Advisor (ISVA) Our ISVA advocacy service is for clients who need practical support to access or engage with the Police, GP, Sexual Health Clinics, Family Planning, Court 7 Services and

Mental Health Service as well as specialist women's services such as Women's Aid. NRC's ISVA is a trained counsellor and has an ISVA Masters degree. The role of an ISVA is predominantly supporting clients from report to court; supporting the client throughout the whole criminal justice system whereby that support continues after the court procedures have concluded.

Therapeutic Group Work.

- It has 3 specialist groups that support our clients in alternative therapeutic settings:
 1. A singing group that can be accessed whilst in therapy.
 2. Mindfulness, which is an 8 week course that allows clients opportunity to practise grounding techniques needed before coming into therapy.
 3. A short course called Enlightenment which offers a space for clients to look at healthy relationships and how to spot bullying or abusive behaviour. These courses give survivors the opportunity to meet together in a nonjudgemental environment and to address the many issues they face as a result of their abuse.
- Statutory Definition of Child Sexual Exploitation In March 2015, the Coalition Government published a report "Tackling Child Sexual Exploitation". This set out a national response to the failures in Rotherham, Rochdale, Oxfordshire and elsewhere, where children were let down by the very people who were responsible for protecting them. The report included a comprehensive and targeted set of actions to drive improvements across all parts of the system including healthcare, social care, education, law enforcement and criminal justice agencies. As part of this action plan, the Coalition Government committed to "Make sure that for the first time all professions work to the same definition of child sexual exploitation, so that they can more easily create joint risk assessments and work together to target disruption and investigate offending". The consultation on the proposed new statutory definition of CSE was opened in February 2016 and is ongoing.
- The following details are taken from the consultation: The current definition of child sexual exploitation was published in the 2009 guidance "Safeguarding Children and Young People from Sexual Exploitation" 'Sexual exploitation of children and young people under

18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability' Over time, a number of alternative definitions have been developed by voluntary organisations and devolved administrations and agencies. It has been said that this has led to agencies using different definitions or using the terms 'child sexual abuse' and 'child sexual exploitation' interchangeably, creating inconsistencies in risk assessment and data collection. This has led to some confusion and additional challenge for practitioners working with children and families. The "What to do if you're worried a child is being abused"⁴ (WTDI) advice to practitioners published in March 2015, gave a non-statutory definition which was welcomed for being simpler and more concise. 'Child sexual exploitation is a form of sexual abuse where children are sexually exploited for money, power or status. It can involve violent, humiliating and degrading sexual assaults. In some cases, young people are persuaded or forced into exchanging sexual activity for money, drugs, gifts, affection or status. Consent cannot be given, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them. Child sexual exploitation doesn't always involve physical contact and can happen online. A significant number of children who are victims of sexual exploitation go missing from home, care and education at some point.' We have tested the definitions of child sexual exploitation set out in 2009 and 2015 with a range of national and local partners drawing on the definition of child sexual abuse, to consider similarities and also highlight differences.

- Conclusions are that the 2009 child sexual exploitation definition is not fit for purpose and that it needs to:

- be a simplified/shortened version of the existing definition which is universally agreed and applied across all partners with good clear associated guidance
- state that child sexual exploitation is a subset of child sexual abuse but the way it happens can be different to other forms of child sexual abuse (such as intrafamilial sexual abuse) ' 9
Based on what partners have told the organisation, it proposes changing the current statutory definition to the definition below: 'Child sexual exploitation is a form of child abuse. It occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money, drugs/alcohol, gifts, affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them. Child sexual exploitation does not always involve physical contact and may occur online.'
- The Organisation is aware that NSCB's RISE supports 50 children from the age of 10+ years old at risk of exploitation, NSCB also know this number represents just a small percentage of all the children potentially at risk, many children at risk will not self-identify as being exploited. It is therefore difficult to truly understand the extent of CSE in Northampton – As a counselling service supporting 522 clients in 2015 - 2016 over 70% of clients accessing our service were adult's survivors of childhood sexual abuse, of those 70% over 90% told no one in childhood. NSCB can therefore assume the extent is greater than that supported by NSCB's RISE.
- NSCB's RISE has little to no engagement with Northamptonshire Rape Crisis despite the fact that the organisation would be able to provide therapeutic intervention to both the 50 children and young people they support, it could also potentially provide therapeutic intervention to the children and young people that do not meet the RISE threshold.
- The organisation feels improved awareness could be achieved by working better with partners, NBC should promote any prevention campaign identifying that CSE is a form of CSA and it all have a duty to stop it.
- NSCB's training is delivered via Barnado's.
- Northamptonshire Rape Crisis (NRC) is the only counselling service free at the point of access available to adult survivors of childhood

sexual abuse or exploitation. As it is the only organisation providing a provision for survivors of sexual violence, referral from GPs, Social Service, mental health, police, local authority, drug and alcohol organisations and DA organisations continues to grow year on year.

- NRC would encourage NBC to work better with partners such as NRC, it would also encourage NBC to acknowledge that CSE is one form of CSA in order to help understand the true extent of the issue of sexual violence amongst our young people.

4 **Desktop Research**

- 4.1 Desktop research was undertaken regarding organisations and Local Authorities noted for their best practice procedures in tackling child sexual exploitation.

Local Government Association

- 4.1.1 In its resource pack for Council's the Local Government Association (LGA) details a number of case studies that highlight various Local Authorities and organisations as examples of best practice.

Pace – Parents Against Child Sexual Exploitation

- 4.1.2 Pace has published a document – *“The Relational Safeguarding Model: Best practice in working with families affected by child sexual exploitation”*.

University of Bedfordshire

- 4.1.3 The University of Bedfordshire was commissioned to publish a document “A Study of Current Practice in London”. The report was commissioned by London Councils and the London Safeguarding Children Board.

It is reported that in autumn 2013, London Councils and the London Safeguarding Children Board commissioned a team of researchers from the University of Bedfordshire to map current responses to child sexual exploitation (CSE) across London.

The study was conducted in October/November 2013. The findings are drawn from an in-depth quantitative survey (completed by 30 London boroughs and local safeguarding children boards) and eight semi-structured interviews with statutory and voluntary sector providers.

4.2 Full details of the desktop research undertaken are provided at Appendix C.

5 Site Visits

5.1 The Chair of the Scrutiny Panel, together with a member of the Scrutiny Panel, visited the MASH Team on 14 September 2016. They were given a guided tour. There are over 100 employees, including Call Centre staff, Social Workers, Police Officers and Liaison Officers.

5.2 Some departments, such as the Police Officers, deal directly with cases coming in from:

- CAN
- Schools
- Social Services
- General public

5.3 Should an individual have concerns that they may commit a crime, such as child abuse, they can contact MASH for help. MASH monitors such situations.

5.4 There are rigorous systems in place to protect children.

5.5 A member of the Scrutiny Panel observed a meeting of RISE on 20 September 2016. Key findings:

- The unit is divided into teams Social Workers, Police, Health, Education, missing persons unit.
- Officers of RISE all log onto different IT systems, but they capture the raw data at the end.
- The Safeguarding team, nurse, youth team, MASH Team all meet once a week to discuss case loads.
- Staff can emotionally get involved when child abuse reports come in but they have supervision to maintain their well-being.
- Cases are held only for six months and staff engage in the community.

- Officers of RISE concluded more and more people are grooming online, and common causes are family breakdown.

6 Community Impact Assessment

- 6.1 This Scrutiny Review investigated how it could be ensured that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE).
- 6.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.
- 6.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.
- 6.4 Any recommendations regarding the active role that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE). would consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments are integral to any reports including actions plans.
- 6.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

7 Conclusions and Key Findings

- 7.1 After all of the evidence was collated the following conclusions were drawn:
- 7.2 Evidence from the RISE Team over the last year suggests that CSE is being committed in Northampton predominantly by individual adults offending against young persons. Evidence highlighted that there has fortunately been very limited information that gang related or organised CSE is taking place. Where such information has been received a number of intelligence led operations have been conducted; these include Operation Vacation which targeted a group of adult males (aged in their 20s and 30's) from Northampton who were

believed to be exploiting teenage females and Operation Tanka, targeting offenders exploiting teenage females in the sex trade. This resulted in the prosecution of 34 year old female at Northampton Crown Court in June 2016.

- 7.3 The Scrutiny Panel further acknowledged that child sexual exploitation is still a largely hidden and unknown crime and that it is key for Agencies to tackle this issue by working together. There is good collaborative working between Agencies in Northampton.
- 7.4 Oxfordshire has an initiative - "hotel watch" whereby an adult and child try to book a room. If successful, officers will then approach the hotel and work with them to ensure they recognise and understand the risks of CSE. The Scrutiny Panel acknowledged that Officers from NBC have held discussions with Northants Police regarding how such initiatives could be supported in Northampton. The Scrutiny Panel felt that there is a need to keep a "watching eye" on known hotspots in the town.
- 7.5 It was noted that when the "Rotherham report" had been published, NBC had been very proactive in picking up on its responsibilities and actions. A Multi Agency conference had been held. NBC works in partnership with all the relevant Agencies. Frontline Officers have received the relevant awareness training. Training has also being rolled out to Taxi and Private Hire drivers. Such training is now part of the induction process for all new Hackney and Private Hire taxi drivers.
- 7.6 The Scrutiny Panel emphasised that from the evidence received, it was evident of the huge amount of work already done by Officers at Northampton Borough Council. The Scrutiny Panel agreed that it would be beneficial for National best practice online training for practitioners is used by the Borough Council.
- 7.7 The Scrutiny Panel felt that it would be useful for ward Councillors, should they have the opportunity, to encourage all secondary schools, including academies, to show the short video - "Kayleigh's Love Story" to its pupils.
- 7.8 The Scrutiny Panel felt that there needs to be education on healthy relationships and sex education within schools. Peer education is a powerful tool; it would be useful for peer mentors to get the messages across.
- 7.9 In addition, the Scrutiny Panel recognised that it is key for there to be training and the right behaviour. For example, the Scrutiny Panel had been impressed by the safeguarding training that was offered to Councillors, delivered by Officers of the Council, the RISE Team and the Northants Rape Crisis Centre.
- 7.10 The Scrutiny Panel welcomed the fact that Operatives from Northampton Partnership Homes (NPH) have a card that they complete if they have any concerns regarding CSE or grooming. Operatives also have "Toolbox Talks"

and receive awareness raising sessions. The Scrutiny Panel agreed that it is important that all Operatives have training on awareness raising.

- 7.11 Evidence received highlighted that there is an opportunity to further tackle CSE by utilising NBC staff more effectively, for example by training Neighbourhood Wardens and Food Safety Officers to recognise and report CSE. There are also opportunities to launch a hotel watch scheme and do more around the night time economy. It was acknowledged and welcomed that these are being progressed via a new action plan implemented by the CSE and Missing sub-group of the Northamptonshire Safeguarding Children's Board.
- 7.12 The site visits undertaken by representatives of the Scrutiny Panel had highlighted that there are rigorous systems in place to protect children. The site visit to MASH was extremely useful in informing the evidence base of this Scrutiny Review; but the Scrutiny Panel was concerned by the number of reports of abuse.
- 7.13 There is a need to ensure that both the indoor and the outdoor environment are as safe as possible where children are likely to play in communal areas.
- 7.14 The Scrutiny Panel highlighted the need to promote on-line and telephone services available for young people.
- 7.15 Based on evidence provided by expert advisors, the Scrutiny Panel conveyed concern regarding exploitation that takes place on the Internet.
- 7.16 From the evidence gathered, the Scrutiny Panel was furnished with an understanding of what NBC is doing in relation to human trafficking and domestic slavery of children.

8 Recommendations

- 8.1 The purpose of the Scrutiny Panel was to investigate how it could be ensured that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE).
- 8.2 It therefore recommends to Cabinet that Northampton Borough Council establishes its own CSE Officer Group (to direct and co-ordinate all of the action the Council takes to detect, prevent and reduce CSE) and that:

Making Public Spaces Safer

- 8.3 Northampton Borough Council and Northampton Partnership Homes undertake a systematic review of all public spaces within their control to ensure that those spaces are made as safe as possible.
- 8.4 Officers of Northampton Borough Council meet with the Service Manager of the RISE Team on a quarterly basis to plan a programme of joint operations in Northampton in order to detect, prevent and raise awareness of CSE.

Communication and E-Safety

- 8.5 Officers of Northampton Borough Council work with Northamptonshire County Council's E-Safety Officer and the RISE Team to explore ways in which the Borough Council's website can be used to promote safe internet use by children and young people, and to publicise the services and information portals where young people can receive information and support.
- 8.6 Northampton Borough Council recommends to Northamptonshire County Council's Director of Education Services that healthy relationships and sex education are included within the school curriculum.

Training and Awareness Raising

- 8.7 All Members of Northampton Borough Council are issued with a copy of the LGA toolkit, "Tackling CSE – A resource pack for Councillors" and the NSPCC's "Solution Focused Practice Toolkit – Helping Professionals use the approach when dealing with children and young people".
- 8.8 All Members of Northampton Borough Council should take positive steps (as Ward Councillors and School Governors) to persuade the all the borough's secondary and academies to show the short video, "*Kayleigh's Love Story*" to their students.

- 8.9 All Officers and Members of Northampton Borough Council receive training on how to recognise the signs of CSE and how they should report it.
- 8.10 The Chief Executive of Northampton Partnership Homes is asked to ensure that all of its Officers and relevant Board Members receive training on how to recognise the signs of CSE and how they should report it.
- 8.11 Relevant Officers and Members of Northampton Borough Council undertake online training for practitioners on national best practice.
- 8.12 Northampton Borough Council actively encourages and hosts a series of briefings and training sessions for community groups in the borough (including community centres and youth groups), in order to raise awareness of how to recognise the signs of CSE and how to report it.

Overview and Scrutiny Committee

- 8.13 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

Appendices



Appendix A

OVERVIEW AND SCRUTINY

SCRUTINY PANEL 1 - CHILD SEXUAL EXPLOITATION (CSE)

1. Purpose/Objectives of the Review

- To ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

2. Outcomes Required

- To make evidence based recommendations to improve the role that NBC has in tackling CSE
- To make recommendations, as appropriate, regarding partnership working in tackling CSE

3. Information Required

- Background data
- Background reports
- Best practice data
- Desktop research
- Evidence from expert internal witnesses
- Evidence from expert external witnesses
- Site visits (if applicable)

4. Format of Information

- Background data, including:
 - Presentation to set the scene: To identify the prevalence of the problem locally
 - Relevant national and local background research papers
 - Definitions – CSE, human trafficking and domestic slavery
 - Case Studies

- Best practice external to Northampton

- Internal expert advisors:
 - Leader of the Council, Northampton Borough Council (NBC)
 - Cabinet Member for Community Safety, NBC
 - Director of Customers and Communities, NBC and the Environmental Health and Licensing Manager, NBC
 - Chair of the Community Safety Partnership (CSP)
 - Service Manager, Anti-Social Behaviour Unit

- External expert advisors:
 - Head of Protecting Vulnerable Persons, Northamptonshire Police
 - Service Manager, RISE Team
 - Senior Manager, Northamptonshire Safeguarding Children's Board
 - Director, Education Services, NCC
 - Representative, Children's Rights' Group, Corporate Parenting Board
 - Chief Officer, Northamptonshire Victim Support
 - Cabinet Member for Adult Services, NCC
 - Cabinet Member for Children's Services, NCC
 - Chair, Northamptonshire Safeguarding Children Board
 - Service Manager, Barnardo's
 - Service Manager, Save the Children
 - Chief Officer, Service Six
 - Chief Officer, Lowdowne Centre
 - Manager, Free to Talk Group
 - Chief Officer, Rape and Crisis Centre
 - Chief Executive, Northampton Partnership Homes (NPH)
 - Chief Officer, Northamptonshire Healthcare NHS Foundation Trust

- Site visit to the RISE Team, Northampton, MAASH, and other areas of the country that have been recognised for its good work in CSE

5. Methods Used to Gather Information

- Minutes of meetings
- Desktop research
- Site visits
- Officer reports
- Presentations
- Examples of best practice
- Witness Evidence:-
 - Key witnesses as detailed in section 4 of this scope

6. Co-Options to the Review

- Chair, Children, Learning & Communities Scrutiny Committee, Northamptonshire County Council, to be approached suggesting that they are co-opted to this Review for its life.

7 Community Impact Screening Assessment

- A Community Impact Screening Assessment to be undertaken on the scope of the Review

8 Evidence gathering Timetable

May 2016 – March 2017

- | | |
|------------------|-------------------------|
| • 12 May 2016 | - Scoping meeting |
| • 7 July | - Evidence gathering |
| • 8 September | - Evidence gathering |
| • 10 November | - Evidence gathering |
| • 5 January 2017 | - Evidence gathering |
| • 16 March | - Approval final report |

Various site visits will be programmed during this period, if required.

Meetings to commence at 6.00 pm

9. Responsible Officers

Lead Officers Phil Harris, Head of Housing and Wellbeing
Co-ordinator Tracy Tiff, Scrutiny Officer

10. Resources and Budgets

Phil Harris, Head of Housing and Wellbeing, to provide internal advice.

11. Final report presented by:

Completed by March 2017. Presented by the Chair of the Panel to the Overview and Scrutiny Committee and then to Cabinet.

12. Monitoring procedure:

Review the impact of the report after six months (approximately November/December 2017)

NORTHAMPTON BOROUGH COUNCIL
OVERVIEW AND SCRUTINY



Appendix B

SCRUTINY PANEL 1 – CHILD SEXUAL EXPLOITATION
CORE QUESTIONS – EXPERT ADVISORS

The Scrutiny Panel is currently undertaking a review that is investigating Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

The expected outcomes of this Scrutiny Review are:

- To make evidence based recommendations to improve the role that NBC has in tackling CSE
- To make recommendations, as appropriate, regarding partnership working in tackling CSE

CORE QUESTIONS:

A series of key questions have been put together to inform the evidence base of the Scrutiny Panel:

1. Please provide details of the work currently being undertaken by your organisation to address child sexual exploitation (CSE)
2. Is there a clear and robust multi-Agency strategy for information sharing, preventing and managing CSE?
3. What other multi-Agency forums exist to facilitate joint working?
4. What is the extent and profile of CSE in Northampton? How do we know this?
5. How does NBC contribute to the above work (**question for internal witnesses.**)
6. To raise the Scrutiny Panel's awareness, please supply details of what NBC is doing, outside the Scrutiny process, in relation to human trafficking and domestic slavery of children (**question for internal witnesses**)
7. How effective has NBC, its partners and the Police, been in engaging with the local community and other organisations in raising awareness of CSE?
8. How can awareness be raised further of CSE, human trafficking and domestic slavery of children in Northampton?
9. How is CSE incorporated into local training programmes, and who is able to access this training?
10. What support is available to current, potential and historic victims of CSE?
11. Do you have further information regarding the role of NBC in tackling CSE?



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Appendix C

OVERVIEW AND SCRUTINY

SCRUTINY PANEL 1– CHILD SEXUAL EXPLOITATION (CSE)

BRIEFING NOTE: DESKTOP RESEARCH

1 Introduction

- 1.1 The Scrutiny Panel, at its inaugural scoping meeting, agreed that desktop research would be undertaken regarding organisations and Local Authorities noted for their best practice procedures in tackling child sexual exploitation.

2 Information

2.1 Local Government Association

- 2.1.1 In its resource pack for Council's the Local Government Association (LGA) details a number of case studies that highlight various Local Authorities and organisations as examples of best practice:

2.1.2 Blackburn with Darwen Council: Engage Team

Background

Operation Engage was a police led operation set up in 2005, focusing on an area of Lancashire where there were a large number of missing children. Operation Engage worked with a total of 30 children, all girls, over a period of three years. The team built up ongoing, trusting and supportive relationships with the young people, who over time disclosed a range of sexual and violent abuse. All of the children (bar one) were looked after, and mostly cared for in children's homes.

The project

In 2008 the Engage Team, a co-located multi-agency response to tackle CSE, was established by Blackburn with Darwen Safeguarding Children Board to continue the work initiated under Project Engage. The team are co-located in one building and key partners are social care, police and health. Voluntary sector service providers are also a key delivery partner. The team consists of: one team manager; six young people's workers (from the council, Barnardo's and Brook); one social worker; one administrator; two nurses; one PACE worker (Parents Against Child Sexual Exploitation, parent support worker); one Princes Trust worker; one detective sergeant; four detective constables and one missing from home coordinator (police). Many external partners are also involved in the work of the team, with virtual support for the wider group of partners who have weekly team meetings e.g. youth offending, schools, the women's centre, drug and alcohol service and licensing services.

The team has developed over time, becoming more specialised in CSE services from 2009 onwards. Understanding of patterns of abuse, risk factors and warning signs of CSE has developed over time and the team approach reflects this. Since April 2014 the team has additionally been responsible for all interviews when a child returns from a missing episode. The team are independent of the care planning pathway process for 11 -18 year olds, and only involve social workers when there is a clear need, for example where there are cases of neglect at home. CSE demands a non-stigmatising response, so young people's workers are the preferred main point of contact.

The team has access to information on databases from all agencies; the information is shared openly (and legally) in order to protect children. The team reports are always reported up to the LSCB. A work culture where everyone has a genuine voice, where all agencies are equal partners, works well in Blackburn with Darwen; there is no single dominating partner and everyone has ownership of the issues.

Impact

Current key challenges for the team are to ensure that they remain child focussed and non-stigmatising, whilst also aligning processes, such as the recording and evidencing required by social work procedures. Incorporating processes, without letting services be dictated by that process has been a key challenge, avoiding delays in supporting the child or loss of the sensitive approach.

Local case studies

The team has achieved a number of successful prosecutions, resulting in a total of 700 years in custody for perpetrators. This accounts for sexual offences specifically, and does not include other disruption activity such as prosecution for offences such as drugs related charges or abduction order notices. Prosecutions are led by police staff in the Engage Team. The Engage Team worked with the Crown Prosecution Service (CPS) to assess how they could gain convictions using robust evidence, and consequently the team now looks for evidence which supports the young person's story, rather than identifying the gaps and weaknesses. A young person's key worker will prepare the child for the court process, throughout the case, including post-trial; and a PACE worker provides support for parents. The team has a 98 per cent success rate. Over time the team is now predominantly dealing with grooming offences; concentrating on prevention and disruption activity.

The Engage Team Manager, Nick McPartlan, advises that "senior leaders and politicians need to be open, honest and transparent and demonstrate flexibility when addressing the abuse. Political sign-up, resources and capacity are vital."

2.1.3 Calderdale Council: Co-located specialist CSE team and daily intelligence sharing meetings

Background

In Calderdale, prior to June 2014, children who were identified as being at risk of sexual exploitation were experiencing different levels of service provision across the first response and locality teams. Communication between the key agencies involved in service delivery was sometimes a barrier in ensuring young people received a swift joint approach to address their needs. The agencies delivering relevant services were based in different locations and not always available to respond immediately.

The project

Since June 2014, police officers and social workers have been co-located in a specialist CSE team at the police station. Other key agencies such as The Children's Society's 'Safe Hands', health, youth services and the youth offending team are also part of the virtual team. Daily briefings are held and any intelligence is shared immediately so robust action can take place to ensure children identified at risk of CSE are safeguarded. The roles and responsibilities of the police officers and social workers within the team are clearly set out, as are the responsibilities of the key partner agencies working with the team. The wider operational group of partner agencies now attend a weekly meeting so that all information can be shared in a more timely and effective way.

Impact

The new approach has led to a number of improvements in local work to protect children and young people from CSE:

- all new cases are discussed at the next daily briefing and multi-agency decisions are made
- regarding the appropriate action to be taken
- fewer transfer points are promoting greater consistency in services for children and young people
- there is improved communication and joint working between social care, the police and the voluntary sector service provider and an increased number of joint visits between the three key agencies
- the continuity of shared intelligence and response delivered by social care staff within the team has improved
- the team provides CSE expertise, support and where required, joint visits to children on the local CSE Matrix who have remained with other social care teams
- there is CSE social care support and guidance in respect of thresholds regarding young people who are on the CSE Matrix
- the team ensures that all operational group recordings and intelligence is shared with other social care staff and recorded on the child's electronic file
- social care staff are now a part of the preventative programme delivered to other agencies.
- Many of the actions being taken in Calderdale are recent processes, and results and improvements in processes are already being seen. The council and partners acknowledge

- that there are still areas for further action including the continual review of team, the processes
- in place and resources available and needed.

2.1.4 Essex Safeguarding Children Board: CSE champions

Background

Essex Safeguarding Children Board (ESCB) formed a strategic group with neighbouring local authorities, Southend and Thurrock, to ensure a joint approach to child sexual exploitation (CSE) across the County.

One of the key outcomes from the strategic group was to develop a CSE champion role, and each organisation was subsequently asked to nominate a lead within their agency.

The project

The key features of the CSE champion's role are to:

- keep up to date with developments, policy and procedures in relation to CSE
- act as a point of contact for disseminating information from the ESCB
- provide advice and signposting in relation to individual cases.

The CSE champions are expected to be familiar with the Essex CSE risk assessment toolkit, know how to submit intelligence to Essex Police, cascade the learning from the CSE champions training and provide ongoing updates to their teams.

Impact

There have been about 300 CSE champions trained from various organisations across Essex; some organisations have more than one champion because of their size.

Currently the format of the champions training comprises a full day, with the first half delivered by local practitioners from the Essex Police child sexual exploitation triage team and the Essex County Council CSE lead. The afternoon session is delivered by a psychotherapist who focuses on brain science, understanding perpetrators and making sense of responses of victims.

Going forward, Essex intends to make this a half day training session facilitated by the police and council with input from a voluntary sector organisation. The training will be more focussed on how to apply the tools available in Essex and will be a practical session using case studies.

One of the biggest outstanding challenges is being able to meet the demand for training, particularly as it is being delivered by operational staff and therefore has to fit in with the demands of their day job.

The champion role is an important mechanism for the ESCB, helping to raise awareness about CSE, the Essex risk assessment toolkit, and the importance of submitting the right

intelligence to the police. Champions also act as a key communication route through the agencies to staff teams and the community.

As a way of providing ongoing support, the ESCB has recently completed four CSE Champions networking forums in each quadrant area, which have been well attended. This is part of the ongoing commitment to supporting CSE champions in their workplace.

2.1.5 Greater Manchester: Project Phoenix, It's not okay campaign

Background

Project Phoenix emerged from the Greater Manchester Safeguarding Partnership in April 2012, following a scoping exercise into existing practice in relation to child sexual exploitation. The project was partly a response to high profile cases in Rochdale, Stockport and other parts of the country and recognition from all partners that a more effective joined-up approach was needed to tackle CSE. Project Phoenix was Greater Manchester's single, collaborative approach which aimed to improve the response to CSE strategically, operationally and tactically.

The project

Phoenix is a key priority for the Association of Greater Manchester Authorities' (AGMA) Wider Leadership Team. The Phoenix Executive Board is chaired by the City Director for Salford City Council and the Board feeds directly into the AGMA Wider Leadership Team and the Greater Manchester Leaders' Forum. Tackling CSE is also a priority for the Police and Crime Commissioner and Greater Manchester Police.

The main objectives of Phoenix are to:

- raise standards across all partners in dealing with CSE
- improve cross-border working between local authorities in Greater Manchester
- improve consistency across Greater Manchester
- achieve buy in from all key partners
- raise awareness of CSE with the public, professionals, businesses, young people, etc.
- encourage people to report concerns in relation to CSE.

Under Phoenix there are now specialist CSE teams in place in each of the ten districts of Greater Manchester. Each team works with young people being sexually exploited and offers a joined-up, multi-agency response. Prior to Phoenix, there were only two such CSE teams in the region. Phoenix provides advice, support and guidance to these teams to ensure that all professionals are working to a consistent set of standards and procedures to improve services offered to victims and those at risk of CSE.

Impact

One of the main achievements of Phoenix has been to develop and roll out a consistent

approach to measuring a young person's risk of CSE. Regardless of where a young person lives in Greater Manchester they will receive the same CSE assessment, meaning that all local authorities and key partners are talking about the same thing when it comes to CSE risk. The scoring system of the tool allows for professional judgements to be made and is child focussed. The information can be collated and sent to LSCBs in a consistent way and is used to develop a better picture of the scale of CSE across Greater Manchester. The project has also developed local information sharing protocols, education guidance and guidelines around disruption activity.

According to Damian Dallimore, Project Phoenix Manager, "Since its inception in 2012 Phoenix has made great strides in the services it offers to young people affected by CSE and their families. To do this it needs the support of the public, professionals, businesses and young people, to contact us with any concerns they may have in relation to young people being targeted and exploited in this way and I would encourage everyone to have a look at our website www.itsnotokay.co.uk where you can find out more about CSE as well as help and advice about where to report it and steps you can take to ensure young people are kept safe."

2.1.6 Pan-London Operating Protocol for CSE

Background

The Metropolitan Police Service (MPS) first set up a London wide CSE team in 2012, and the Pan-London Operating Protocol to tackle CSE emerged from the work of this regional team. Detective Superintendent Terry Sharpe chaired a multi-agency group and researched best practice in tackling and disrupting CSE from other areas, and those who had managed successful disruption and prosecution of offenders.

The project

The Pan London Operating Protocol brought together a set of procedures on how to tackle CSE for all 32 London Boroughs, to ensure a consistent approach was being taken across the capital. The Protocol was originally trialled in the summer of 2013 to ensure it was fit for purpose and the final version was launched in February 2014 in London's City Hall. The primary aim of the Protocol is to safeguard children and young people across London from sexual exploitation, and all London boroughs and LSCBs are signed up to the Protocol.

The Protocol is designed to raise awareness, safeguard children and young people and enable identification of perpetrators of CSE and to bring them to prosecution. To do this local interventions and disruptions are being put in place. It can often take a long time to gain the trust of a victim to get them to disclose what has happened to them, so in the meantime creative disruptions are put in place to stop or prevent the abuse from happening. For example a CSE investigation into one perpetrator led to their vehicle registration number being added to the police database. As a result the perpetrator was pulled over and firearms were found in the back of their vehicle. The perpetrator is now in prison, but is not aware that he was stopped as a result of a child sexual exploitation investigation.

The Protocol has established three categories of CSE. The first category, Level 1, is used when there is suspicion of CSE, but no evidence as to what is happening. This is recorded on the police system, so that if there are further suspicions at a later point in time, then there is more evidence to support the case. The information also helps to identify perpetrators and potential 'hotspots.' Level 1 cases are dealt with by local borough police officers or the appropriate statutory agency who is best placed to provide clarity regarding these suspicions. Details of children and young people and with suspected perpetrators are entered onto the Police National Database (PND). Therefore, if a frontline officer finds a young person in a known 'hotspot' area for CSE, or if they stop a car and have concerns, they will be able to take the appropriate action to safeguard the child even when no offences have been disclosed. The level 1 category was not previously recorded by the police in London on a crime recording database, as no crime has been known to be committed at this stage. Level 2 and 3 cases are more serious and dealt with by the centralised MPS CSE Team.

Impact

The Protocol is helping to raise awareness of CSE, particularly amongst frontline police officers. Two videos have been shown to all frontline officers, including telephone staff handling 101 calls. This includes a video outlining the warning signs of CSE. The mnemonic 'SAFEGUARD' has also been created to help officers remember the warning signs along with an app that can be downloaded to assist in remembering the signs. The second film highlights the approach taken by Thames Valley Police in the 'Operation Bullfinch' investigation and shares a victim's perspective of how she was dealt with by the police during her ordeal. This is followed up with a one hour training session, which all frontline Met police officers have attended.

The Protocol has led to improved awareness of CSE amongst the community, particularly with hoteliers and other local businesses such as taxi firms. For example, the London Borough of Waltham Forest has recently launched 'Operation Makesafe,' a partnership initiative with the local business community to identify potential CSE victims and, where necessary, to deploy police officers to intervene before any harm occurs to a child or young person. Operation Makesafe has involved an awareness raising marketing campaign and training for local hoteliers, off licences and taxi firms, to recognise the CSE warning signs and what action should be taken if CSE is suspected. As a result of the training a local firm agreed to donate marketing materials, such as hotel door adverts, posters and car mirror hangers for taxis, for free.

According to Detective Superintendent Terry Sharpe "senior level engagement across partner agencies in delivering the protocol makes a big impact in tackling CSE."

2.1.7 Portsmouth: CSE strategy and awareness raising campaign

Background

The Portsmouth Safeguarding Children Board set up a CSE sub Committee in 2012 and tasked the Council in early 2014 with developing the local CSE strategy. The strategy has

been implemented across partners alongside a local CSE action plan and risk assessment tool.

The project/strategy

In conjunction between the Portsmouth LSCB and the Safer Portsmouth Partnership, a marketing campaign was launched in 2013, using a web based approach and traditional billboard and bus adverts to promote 'Is this Love?' The campaign looked at the aspects of a healthy relationship, highlighting the concerns about both domestic abuse and sexual exploitation of young people. The campaign also tied into the Safer Portsmouth Partnership priority of addressing high rates of domestic abuse in the area, particularly amongst young people. It is important to distinguish CSE from other forms of abuse such as domestic violence, however, there may sometimes be links and similar indicators, so all teams in Portsmouth are joined up to ensure appropriate information sharing and plans are in place to safeguard children and young people identified as at risk of abuse.

In addition to the publicity work, a theatre based production for young people, Chelsea's Choice, was run in Portsmouth secondary schools to help young people explore the risks and warning signs of CSE. In early 2014 an awareness campaign was also delivered across local services including GPs and the police, this included a CSE conference for local agencies.

A risk assessment tool was developed as part of the local action plan, based on the Derby Model, and adapted to the local circumstances. This was recently implemented for local agencies to help identify children at risk of CSE. Spot the signs training was also delivered to professionals across the partner agencies. In early 2014 a local CSE strategy was developed; the strategy is a short document, used as a practical tool for front line workers, particularly to give local context to the CSE action plan. The CSE sub-committee of the Portsmouth Safeguarding Children Board has also established a multi-agency operational panel to ensure the coordination of the identification, assessment, and planning for children and young people at risk of or experiencing CSE.

Impact

As a result of the specific local focus and joined up approach to tackling CSE; there have been huge improvements in identification and support for children and young people at risk of CSE.

In Portsmouth a Joint Action Team, with co-located services including social workers, police, health, a domestic abuse worker, targeted youth support worker and Barnardo's, lead on working with young people identified as being at risk of CSE or trafficking, as well as children and young people who have returned from a missing episode. The work of the team feeds directly into the multi-agency CSE operational group comprising health, police and children's services. The group regularly shares information on the age profiles of victims, gender and ethnicity information, as well as whether children are looked after by the local authority and any professional from any team can raise concerns they have about a specific young person.

Details of suspected perpetrators, locations of concern and disruption work are also shared within the group. The meetings give the police the opportunity to share 'soft information' of interest, for example where shops may have been selling legal highs.

The Portsmouth CSE strategy provides direction and filters down to the front line to give focus on CSE, and has influenced changes in practice, for example the risk assessment toolkit is being updated to reflect recent national level developments in CSE. The CSE action plan and strategy is in the process of being refreshed to ensure that it incorporates the wider approach to missing, exploited and trafficked children and young people. Portsmouth Council, the LSCB and the police have also been working on an improved data gathering process for children who go missing. Incidences of children who go missing are currently under-reported, and the council and key partners are working to understand the levels of need of children who have been trafficked.

The refresh of the CSE strategy and action plan is examining in closer detail the impact and outcomes of the local approach, for example, many local indicators are moving in the right direction but the committee is now evaluating impact to establish whether the improvements are a direct result of the local action plan, awareness raising and disruption activities.

Nicola Waterman, Strategy Manager, says that "commitment of all partners is essential in developing a CSE strategy and action plan. Involving all partners from the outset, particularly where there are a number of health agencies, is vital."

2.1.8 Slough Council: Licensing 'splinter' group

Background

In late 2013, Slough LSCB and Thames Valley Police agreed to work together on a CSE awareness raising campaign for licensed premises. A 'licensing splinter' group was established, linked to the CSE sub- group and consisting of representation from Slough Borough Council licensing team, an Engage worker (CSE specialist team) and a Thames Valley Police Inspector. The group continues to meet on a bi-monthly basis; their work is strongly supported by councillors and forms a key part of the overall communications package on CSE awareness raising.

The project

In late 2013, the licensing group wrote a short article about CSE, which was published in the Slough Taxi & Private Hire Newsletter. CSE has consistently featured in subsequent newsletters to re-enforce awareness, and taxi firms and ranks are a key focus for the 'Licensed Premises' working group. CSE is now mainstreamed into the work of the council licensing team, which has been significant in helping to maintain momentum on issues such as delivery of a CSE presentation to the Pub Watch Scheme members in December 2013. The three teams involved in the working group set about coordinating premises visits in specific areas, and team members unfamiliar with CSE were trained and briefed on the key messages and action to take. A script with consistent messaging was developed to relay to local businesses. Thames Valley Police and the licensing team have

now visited all local hotels and B&B's. The Engage team and police community support officers visited other local businesses and the council's food and safety and trading standards officers are also raising awareness at fast food outlets and other retail outlets during routine inspections.

During visits to local businesses, awareness raising packs were distributed. Hotels and B&Bs received a Say Something If You See Something (SSIYSS) poster, Children's Commissioner CSE indicators, a letter from the Slough LSCB Chair and a Barnardo's leaflet.

Impact

Following each 'wave' of visits, the team completed an evaluation detailing exactly which premises were visited and noting the time it took, who they spoke to and comments about the discussions with businesses and any concerns or questions that were mentioned.

- During 2013 there were 24 joint visits to hotels and B&B's, 44 packs were distributed.
- 261 joint visits were made to local businesses.
- Hotels contacted 101 to share concerns about CSE on three occasions.
- The number of visits in the two years up to December 2014 has now risen to 441.

The SSIYSS posters and full awareness raising packs that the team put together, including the letter from the Chair of the LSCB, enabled a professional and credible range of information to be presented to the hotel trade. Over the summer of 2014 the team revisited premises in particular 'hotspot' areas, including hotels. The team took out posters and enquired to find out if they hotels had been displaying them and how staff members were being involved in being alert to CSE.

A multi-agency approach, embedded via the 'splinter group', has delivered enormous benefits, enabling a sharing of resources without placing a large capacity strain on a single agency. By visiting premises and hotels, publishing articles and having a better, wider presence across the town, the licensing working group has increased the degree of conversation within the communities about the issue of CSE in Slough.

In May 2014 the Engage team at Slough Council received an award from the National Working Group: Tackling Sexual Exploitation Network, for their work to address CSE. The council's licensing team was also recognised in early 2014 with a Berkshire Environmental Health Officers Award for Achievement for their work on raising awareness of CSE.

2.1.9 Stoke-on-Trent City Council: Commissioning an independent review of CSE and missing children services

Background

Stoke-on-Trent City Council has always taken a proactive approach to analysing the work being done to protect and support vulnerable children and young people and was keen to learn how they could improve their practices and processes in this area.

A third sector organisation, Brighter Futures, is commissioned to deliver services for young people at risk and victims of sexual exploitation in Stoke-on-Trent. The service, known as Base 58, was due to be re-commissioned by March 2015. In February 2014, the decision was made to examine the existing service provision, looking at the strengths and weaknesses of the wider CSE multi-agency system, and assess where there were improvements needed. Brighter Futures was additionally contracted, alongside Base 58, to follow up children who had been reported missing, with workers making contact with young people who had been reported as missing within 48 hours of their return.

The authority commissioned a review of its CSE and missing children service which took place between May and July 2014. In August 2014, 'The Child Sexual Exploitation Service and Missing Children Service for Young People in Stoke-on-Trent; A Review' was published.

The project

The CSE and missing children service review was commissioned by children and young people's commissioners; with the public health team and the Stoke-on-Trent Safeguarding Children Board supporting the review.

The proposal for the review went to the LSCB for their approval and commitment. The process took a total of 8 months from the initial proposal to the final report. The design of the review included an assessment of best practice and benchmarking of the CSE and missing children services. Chanon Consulting in conjunction with the University of Bedfordshire was deemed to be the most appropriate bid, due to the academic rigour and credibility of the proposed approach.

The approach entailed a paper review of policies and procedures, as well as numerous qualitative and quantitative methods. Focus groups were conducted with practitioners, commissioners from the children and young people's service, police, managers, and third sector providers. Children in care were involved, as was the Chair of the LSCB. In addition, case studies of children and young people who had been using the services were also provided.

Outcomes

The report highlighted significant good work and practice, particularly concerning the council's joined-up work with safeguarding partners. In addition, there was praise for the recognition by agencies that CSE continues after 18, with support for young people

transitioning to adult services; and mention of the efforts made with schools to raise awareness of the issues.

Recommendations for further work were also noted, with the need to address some minor issues, as well as longer term goals for the CSE and missing children service and suggestions for improved multi-agency working. Quick wins included the creation of a CSE coordinator post. The review has resulted in an action plan which has been put together and is being taken forward. The action plan is owned jointly by all agencies on the LSCB executive. The current CSE and missing children service has been extended for 12 months to enable the council to ensure that it gets the recommendations of the report right, and to implement any necessary CSE service and wider system re-design.

Amanda Owen, strategic manager for safeguarding and quality assurance at Stoke-on-Trent City Council, says: “We take the issue of child sexual exploitation extremely seriously. That is why, as part of our overall strategy to prevent CSE in the city and to protect our vulnerable young people, we commissioned this independent review. The report has left the city in a very good position to improve services.”

To fully benefit from a review of CSE services and strategies, councils and LSCBs should:

- be prepared to take an honest look at the services delivered
- be absolutely honest and transparent about arrangements, for example with the public, the media and all key stakeholders
- consider whether a review is being conducting for the right reasons. Are you willing to redesign and improve your services as an outcome of the review?
- ensure that the review is undertaken by professionals with an understanding of the effect of CSE on children and is undertaken with academic rigour.

2.1.10 West Midlands Region: Regional standards, pathways and self-assessment

Background

The West Midlands region recognised the cross boundary nature of CSE and the need for a robust response, so in 2011 set up a CSE strategic group. The group was established on a metropolitan area regional level involving the seven local councils and the respective police force in the region, as well as voluntary sector and health representatives. The group focussed on the common challenges of tackling CSE and what could be done together. The councils involved included: Birmingham City Council; Coventry City Council; Dudley Metropolitan Borough Council; Sandwell Metropolitan Borough Council; Walsall Council; Wolverhampton City Council and Solihull Metropolitan Borough Council as well as the West Midlands Police. There was recognition of the cross boundary nature of the threat and the need for a robust and consistent regional approach to CSE, to avoid a postcode lottery of service provision across the West Midlands.

The project

In 2013 a task and finish group, chaired by a local authority chief executive, was set up to create a consistent and child centred approach to responding to CSE across the region.”

The group developed 15 regional standards and pathways for tackling CSE. Guidance was also developed for front line practitioners and managers to support the implementation of the regional standards and pathways. It is anticipated that the regional standards will be added to each member LSCB's safeguarding procedures manual. (The pathways, standards and self-assessment tool can be found online at www.local.gov.uk/cse)

The aim of the approach was to create a consistent and child centred approach to responding to CSE across West Midlands Police Force area, underpinned by the See Me Hear Me framework developed by the Office of the Children's Commissioner. There are still locally tailored pathways in each council area, dependent on local level circumstances, but a more unified regional level approach is in place, for example through a regional induction pack for the workforce on missing children, trafficking and CSE.

Impact

Implementation of the standards and pathways was managed at the local level, with LSCB Chairs playing a key role in monitoring the progress and impact of the regional standards. A self-assessment framework assisted LSCBs with local implementation, and also enabled the identification of common areas for improvement across the seven LSCB areas; a regional workshop for practitioners and managers was held to support with implementation.

As a result of the common pathways and standards, and self-assessment screening tool, Solihull MBC has found that they are now much better at identifying victims of CSE. There has been a significant increase in the number of young people identified as at risk of harm from CSE since the screening tool was embedded, with an increase of 104 per cent of children identified at risk between May 2013 and October 2014.

Key learning from the regional approach suggests that:

- effective data collection is critical to the delivery of a robust response and to regional
- problem profiling
- a regional response does not replace the need for robust, coordinated action at a local level
- establishing a regional approach needs a commitment to extra resources and capacity to
- ensure timeliness and understanding and embedding of the approach
- senior buy in is needed for influence and impact
- sound governance arrangements were crucial to embed the standards and pathways when
- partners were at different stages of implementation.

Liz Murphy, former Safeguarding Children Business Manager at the Solihull LSCB highlights that "our aim has been to create a consistent response to CSE across the region and, most importantly, to use feedback from children and young people to develop and embed a multi-agency response that recognises and responds to children and young

people as victims, and actively involves them in the safeguarding process. In addition we wanted to ensure sufficient emphasis on the disruption and prosecution of offenders.”

2.2 Pace – Parents Against Child Sexual Exploitation

2.2.1 Pace has published a document – “*The Relational Safeguarding Model: Best practice in working with families affected by child sexual exploitation*”.

2.2.2 Pace reports that intervening early and adopting a ‘Relational Safeguarding Model’ when working with families (rather than using the standard ‘child protection model’) reduces the CSE risk factors for a child and maximises the ability of statutory agencies and parents to safeguard them.

Pace goes on to state that the relational safeguarding model has been developed out of the latest research and professional experience on the benefits of a family-centred approach for safeguarding children specifically from CSE.

Pace’s report on the model is rooted in best practice and encompasses the rationale behind the model, the benefits of a specialist parents’ support worker, and practical advice

What is the relational safeguarding model?

It is reported that it can be defined as:

Professionals work in partnership with parents, facilitating and supporting them, in order to maximise the ability and capacity of statutory agencies’ and families’ to safeguard a child at risk of/being sexually exploited.

The model has been developed to:

- Safeguard children
- Respond to the specific emotional and relational dynamics of the ‘grooming’ of a victim by an external perpetrator and the impact on a family unit
- Increase focus on early intervention and prevention of CSE
- Increase prosecutions of perpetrators
- Improve parent and family engagement with statutory agencies
- Empower parents to provide long term support for the victim

Why is the relational safeguarding model needed?

Pace reports that successful convictions, effective working practice, surveys and academic research increasingly confirm that working in partnership with parents and carers is crucial for both preventing and responding to CSE.

However, the existing child protection model does not adapt well to the reality of child sexual exploitation (where the risk is, as a rule, external to the family) as it is designed to

respond to child abuse within the home through the assessment of parental and home circumstances.

Pace adds that professionals taking the standard approach risk causing parental disempowerment and disengagement from the CSE safeguarding process. This in turn can exacerbate hostility and loss of the shared focus of all involved to safeguard a child.

The residues of victim-blaming persist, with many professionals continuing to believe that in most cases parents are in part responsible for the exploitation of their child. This issue needs to be confronted and eradicated, as it is taking the blame and focus away from the external perpetrator who is sexually exploiting and abusing a child and assuming the child's background is the root cause of abuse.

Working with families, keeping families together and helping to rebuild families needs to become an integral part of the statutory response to CSE across the United Kingdom.

Pace comments that all the professionals interviewed noted that by supporting the parents, they could then better protect the child.

What does the relational safeguarding model provide?

- Potential statutory cost savings including reducing the risk of a child going into a secure unit, court cases collapsing due to the failure of child witnesses to attend and family breakdown.
- Cost effective support for parents in order to maintain the emotional, physical and mental resilience of the family while supporting a sexually exploited child.
- The empathy and time to build a relationship with families, which facilitates mutually beneficial engagement with the statutory agencies.
- Independent support to parents to empower them to work in partnership with statutory agencies in protecting a child and prosecuting perpetrators.
- An increase in parental understanding and knowledge of CSE and a reduction in the CSE risk to children and young people.
- A conduit for parents to share information with the police which can support intelligence-led mapping, targeting of perpetrators and prosecutions.
- Knowledge, support and practical intervention to ensure parents and the child or young person attend court as witnesses.
- Long term emotional support and resilience before, during and post the criminal justice process.

A copy of the document can be located: <http://www.paceuk.info/wp-content/uploads/2013/11/Relational-Safeguarding-Model-FINAL-PRINTED-May-2014.pdf>

2.3 University of Bedfordshire

2.3.1 The University of Bedfordshire was commissioned to publish a document “A Study of Current Practice in London”. The report was commissioned by London Councils and the London Safeguarding Children Board.

It is reported that in autumn 2013, London Councils and the London Safeguarding Children Board commissioned a team of researchers from the University of Bedfordshire to map current responses to child sexual exploitation (CSE) across London.

The study was conducted in October/November 2013. The findings are drawn from an in-depth quantitative survey (completed by 30 London boroughs and local safeguarding children boards) and eight semi-structured interviews with statutory and voluntary sector providers.

The report provides a snapshot of current responses to CSE across London, in relation to:

- Local scoping of the issue;
- Local policies and procedures;
- Training and awareness raising;
- Identification and early intervention (re. victims and perpetrators);
- Responding to cases of CSE (re. victims and perpetrators); and
- Overarching reflections on progress and challenges.

The University of Bedfordshire reports that although there is still much progress to be made, the report encouragingly demonstrates that significant work is underway within this field, with pertinent learning emerging from a number of different boroughs.

Key Statistics

According to the information provided in the 30 survey returns completed by Assistant Directors (ADs) of Children’s Services and Local Safeguarding Children Board (LSCB) Chairs in October/November 2013:

- Local scoping of the issue: Eight London boroughs have a completed CSE problem profile at that point in time (2013). Fifteen more are developing this and just under two-thirds have some other form of scoping mechanism in place (most frequently multi-agency sexual exploitation panels, LSCB CSE sub-groups and/or multi-agency safeguarding hubs).
- Monitoring numbers of children at risk: Just over half of London boroughs have a system in place to monitor the numbers of children at risk of CSE in their local area. All but two of the remainder are developing this.
- Local Policies and Procedures: Seven out of ten London boroughs have a CSE strategy and four out of five have a local CSE guidance document or protocol. Three-quarters have a multi-agency and/or single agency CSE action plan, whilst three out of five have an information sharing protocol for cases of CSE. One in three currently has an outcomes framework for monitoring progress against their CSE strategy and/or action plans.

- Multi-agency forums: Six out of seven London boroughs have a CSE specific LSCB sub-group and/or a LSCB sub-group including CSE within its remit. Just over two-thirds have introduced multi-agency sexual exploitation (MASE) meetings as part of their local response to CSE. Seventy percent operate multi-agency safeguarding hubs (or the equivalent).
- CSE co-ordinators/agency leads: All but one London borough has, or is in the process of establishing, a CSE co-ordinator role holding either an exclusive portfolio for CSE or, more often, dealing with CSE as part of a wider safeguarding remit. Four out of five London boroughs have CSE agency leads within children's services and the police. Proportions of boroughs with agency leads vary considerably by other professions from 71% (youth service) to three percent (Crown Prosecution Service).
- Voluntary sector partnerships: Just under three-quarters of London boroughs have some form of formal partnership with a voluntary sector agency for tackling CSE within their borough. This includes both pan-London/national agencies and local agencies. Two-thirds of the 21 boroughs who reported having a voluntary sector partnership said that they funded this partnership in some way.
- Professional training: Just over four-fifths of LSCBs include CSE in their general safeguarding training. The same proportion offer bespoke training on CSE for professionals. The professional groups that this training has most frequently been delivered to across the different boroughs are children's services, education, health and the youth service. Two in five LSCBs have evaluated this training.
- Awareness-raising with children and young people: Thirteen LSCBs have undertaken awareness raising initiatives with children or young people; a further seven are developing this area of work.
- Awareness raising with parents/carers and the wider community: Twelve LSCBs have undertaken awareness raising initiatives on CSE for parents/carers; a further nine are developing this. Seven LSCBs have undertaken awareness raising work with wider communities; a further six are developing this. Three have done specific work with licensed premises and six more are developing this particular area of work.
- Identification of risk: Four-fifths of London boroughs have a set of vulnerability factors that they use to proactively identify children at risk of CSE within their area. Children's services, the police and education are the three most frequently identified sources of referrals for concerns about CSE across the different boroughs.
- Assessing and responding to risk: Just under three-quarters of London boroughs have a common risk assessment tool in use across agencies for assessing children who are at risk of CSE and identifying thresholds for statutory intervention. Similar proportions have a multi-agency forum in which cases of children at risk of CSE are discussed. There are high levels of representation from children's services, police, education, health and youth offending across these multi-agency operational forums. Youth service representatives are engaged in just over half of the London boroughs, as are voluntary sector providers.
- Support available for young people identified as being at risk of CSE: Diversionary or early help is available within four out of five London boroughs when concerns are identified about CSE. CSE focused individual work with young people is available in virtually all London boroughs, whilst group-based CSE work is available in just

under half. Support for associated issues and support for parents/carers are available in just under two-thirds of London boroughs.

- Support for victims of CSE: The three forms of support most frequently available across the boroughs for identified victims of CSE were (a) individual therapeutic support (93%), (b) sexual health/relationship education (89%) and (c) drug/alcohol support (89%). These, and other support services, were delivered by a range of statutory and voluntary sector providers.
- Use of secure, LAC systems and serious case reviews: Half of the London boroughs have secured a young person on welfare grounds as a result of concerns about CSE since 2009. Three-fifths have placed a young person in care as a result of concerns about CSE in the same period, whilst two-thirds have moved a young person out of area for the same reason. Two have undertaken a serious case review (SCR) where CSE was a feature, but none have conducted a SCR with CSE as the primary reason of concern.
- Identification and pursuit of perpetrators: Three-fifths of London boroughs have a specialist police response as part of their CSE case management system. Half have utilised disruption techniques (such as child abduction notices or prosecution for alternative illegal offences) in responding to suspected perpetrators of CSE. Just under three-fifths have had one or more criminal investigations in relation to CSE, whilst eight have had CSE related prosecutions.

Discussion of Findings

The report details:

The last few years have witnessed significant developments across many London boroughs in terms of their recognition of, and response to, CSE. Progress is clearly observable at a strategic level in terms of the development of policies and procedures, investment in professional training and the establishment of multi-agency groups. Most areas are providing or commissioning some form of support for those at risk of and/or those experiencing CSE with increased recognition of the contribution the community and voluntary sectors can offer in this regard. There is also increased recognition of the need to focus on those perpetrating this abuse and a number of areas have instigated successful investigations and disruption strategies in this regard.

It goes on to note that whilst these developments are without doubt encouraging, significant scope for improvement still remains and boroughs themselves recognise this. Both survey respondents and interviewees identified ongoing challenges, and the need for further progress, with regard to a range of issues including:

- Evidence-based knowledge about the nature and extent of the issue in their local area;
- Alternative forms of CSE, such as peer on peer abuse;
- Vulnerability of specific groups, including looked after children;
- Cross-borough working;
- Translating policies and guidance into practice;
- Capacity/resources;

- Preventative initiatives;
- Identification of victims and assessment of risk, vulnerability and resilience;
- Provision of (ongoing) support for victims;
- Identification, disruption and prosecution of perpetrators;
- Community engagement; and
- Sustainable leadership and co-ordination of multi-agency working.

Moving forward

Engagement in this study has presented boroughs with the opportunity to map and review their current strategic and operational response to CSE and their recognition of required improvements within this is to be welcomed. Moving forward, it is hoped that each borough will reflect on their individual survey response in light of the composite findings of this report to clarify areas for future development and evaluate their progress in relation to this. The University of Bedfordshire advises that it is also hoped that the findings of this study will provide those with a pan-London remit with useful baseline data from which to promote and facilitate more consistent levels of protection for all of London's children.

A copy of the full report can be located:

https://www.beds.ac.uk/_data/assets/pdf_file/0020/302096/FullReportLondon.pdf

Author: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Dennis Meredith, Chair, Scrutiny Panel 1 - Child Sexual Exploitation

Date: 18 October 2016

Overview & Scrutiny Committee



SCRUTINY PANEL Homelessness (Pre-Decision Scrutiny)

May 2017



Index

Chair's Foreword	2
Executive Summary	4
Final Report including recommendations	12

APPENDICES

Appendix A	Scope of the Review
Appendix B	Core Questions
Appendix C	Results of Desktop Research exercise

Foreword

The objective of the Scrutiny Review was to review how the Borough Council and its partners prevent homelessness and to respond to those without homes in the borough.

Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by Northampton Borough Council (NBC), partnerships, statutory and voluntary organisations to address homelessness
- To assess the extent of homelessness and rough sleeping in the borough assess the initiatives currently in place to tackle homelessness
- To examine the Council's Severe Weather Provision
- To gain an understanding of the effect on the health, wellbeing and the safety of homelessness people, including rough sleepers
- To gain an understanding of the causes and barriers to support homelessness
- Identify any specific groups that are not accessing services

The review was a focussed piece of work that linked to the Council's corporate priorities and examined a range of information. The Scrutiny Panel looked at evidence from Local Authorities noted for best practice, heard from Authorities, organisations and groups regarding the assistance that they provide to homeless people and rough sleeper. Interviews with the Cabinet Members and senior staff from Northampton Borough Council and various external witnesses were held. Baseline information was received and desktop research carried out.

Homelessness is a growing problem, more and more people face the prospect of living in temporary accommodation or just sofa surfing with their friends or relatives. Homelessness is due to a number of factors, further details are provided within the report of the Scrutiny Panel.

Evidence received showed that being homeless is physically and mentally difficult and that homeless people are among the most vulnerable.

The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee: myself, Councillor Terrie Eales (Deputy Chair); Councillors Rufia Ashraf, Mohammed Aziz, Vicky Culbard, Janice Duffy, Elizabeth Gowen, Dennis Meredith, Sam Kilby-Shaw, together with another non-Executive Councillors Councillor Cathrine Russell. Pete Smith, Head of Partnerships, Homelesslink was co-opted to the Scrutiny Panel.

This review was carried out between May 2016 and March 2017.



Councillor Zoe Smith
Chair, Scrutiny Panel 3 – Homelessness (Pre Decision Scrutiny)

Acknowledgements to all those who took part in the Review:-

- Councillors Councillor Terrie Eales (Deputy Chair); Councillors Rufia Ashraf, Mohammed Aziz, Vicky Culbard, Janice Duffy, Elizabeth Gowen, Dennis Meredith, Sam Kilby-Shaw, together with another non-Executive Councillors Councillor Cathrine Russell. Pete Smith, Head of Partnerships, Homelesslink (Co-Optee) who sat with me on this in-depth Scrutiny Review
- Councillor Mike Hallam (at the time of the review was the Cabinet Member for Community Safety), Councillor Stephen Hibbert, Cabinet Member for Housing, Debbie Ferguson, Community Safety Manager, Julie Seddon, Chair of the CSP, Emma Forbes, Housing Options Manager, NBC, Mike Kay, Chief Executive and Shirley Davies, Executive Director, NPH, Detective Superintendent Steve Lingley, Northants Police, Inspector Rich Tompkins, RISE Team, Police Sergeant Julie Parsons, Anti-Social Behaviour Unit, Lesley Hagger, Director, Children's Services, Northamptonshire County Council, Robin Bates, Head of Revenues and Benefits, Matthew Steele, Revenues and Benefits, LGSS, Akeem Ali, Director of Public Health, NCC, Manager, Maple Access Centre, Robin Burgess, General Manager of the Hope Centre, Theresa Kelly, Manager, NAASH, John Rawlings, on behalf of the Chief Executive, HealthWatch Northants, for providing either written or oral evidence to a meeting of the Scrutiny Panel.

EXECUTIVE SUMMARY

The purpose of the Scrutiny Panel was to review how the Borough Council and its partners prevent homelessness and to respond to those without homes in the borough.

Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by Northampton Borough Council (NBC), partnerships, statutory and voluntary organisations to address homelessness
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- To examine the Council's Severe Weather Provision
- To gain an understanding of the effect on the health, wellbeing and the safety of homelessness people, including rough sleepers
- To gain an understanding of the causes and barriers to support homelessness
- Identify any specific groups that are not accessing services

The Overview and Scrutiny Committee, at its work programming event in April 2016, agreed to include a review around how the Borough Council and its partners prevent homelessness. An in-depth review commenced in May 2016 and concluded in March 2017.

This review links to the Council's corporate priorities, particularly corporate priority 3 - Housing for Everyone - Helping those that need it to have a safe and secure home

Statutory Homeless - Households that meet specific criteria of priority need set out in legislation and to whom a homelessness duty has been accepted by a local authority. May not literally be living without a roof over their heads.

Rough Sleeping - about to bed down or bedded down in the open air (streets, tents, doorways, parks and bus shelters, etc.). Living in places that are not designed for habitation (stairwells, barns, sheds, car parks, boats, stations, cars, etc.)

For counts and estimates, Officers do not include:

- People who are living in hostels or shelters
- Squatters, travellers or people who are living in campsites or other sites for recreational purposes or organised protest

CONCLUSIONS AND KEY FINDINGS

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

Causes of homelessness

- 7.1.1 Evidence received highlighted Homelessness takes many forms and, although people who are sleeping rough on the streets or living in temporary accommodation are literally homeless, people do not need to be roofless to be classified as 'homeless'. Someone who is sofa surfing or living in unreasonable conditions, for example, may still be 'homeless', and someone who is likely to become homeless within the next 28 days may be treated as being 'threatened with homelessness'.
- 7.1.2 There are many reasons why people become homeless. In Northampton, the main causes of homelessness are as follows:
- Termination of an Assured Shorthold Tenancy (AST) because the landlord wants to sell the property or let it to someone else who is able to pay a higher rent;
 - Relationship breakdown (violent / non-violent); and
 - Family or friends no longer able or willing to accommodate.
- 7.1.3 Other causes of homelessness include illness, bereavement, the loss of employment, a sudden reduction in income, harassment and unlawful eviction, tenancy breakdown, unmet support needs, mental health problems, substance misuse, leaving prison or hospital in an unplanned way, and difficulty in accessing private and social housing.
- 7.1.4 Homelessness can have a significant impact on people's health, wellbeing and personal safety by:
- Disrupting schooling, healthcare, employment and support networks;
 - Placing a strain on budgets (meals, transport, removals and storage);
 - Limiting space and privacy (affects relationships, friends and homework);
 - Causing a deterioration in physical and mental health;
 - Reducing self-esteem, confidence and personal hygiene;
 - Increasing isolation and the risk of physical assault; and
 - Increasing the misuse of alcohol and drugs.

- 7.1.5 The Scrutiny Panel emphasises that homelessness can happen to anyone and an individual does not have to be roofless to be homeless.
- 7.1.6 Homelessness can be damaging on people's health and wellbeing. Help and assistance is available from a number of Agencies. The Scrutiny Panel welcomed the work that is ongoing regarding the 'TOGETHER we change lives' strategy for ending the need for people to sleep rough in Northampton.
- 7.1.7 The Scrutiny Panel highlights the fact that, just because someone is sitting in a shop doorway with a sleeping bag doesn't necessarily mean they are homeless. Evidence received highlighted the fact that most of the people who are begging in Northampton are not homeless; most are living in supported housing or social rented housing, and some travel into Northampton from other areas. The Scrutiny Panel felt that if non rough sleeping beggars could be tackled, it would help rough sleepers.
- 7.1.8 The Government prescribes the way in which Rough Sleeper Counts and Estimates are carried out, and people who are staying in shelters, hostels and squats are not included in the figures.
- 7.1.9 The Scrutiny Panel was pleased to note that the Police have a good relationship with rough sleepers and the agencies that are helping rough sleepers to come off the streets.

Multi Agency working to support homelessness and rough sleeping

- 7.1.10 The evidence received highlights the good work that it being undertaken by Authorities and organisations and there is a need to ensure there is no duplication of efforts. Joint working and multi agency working is key in tackling, preventing and reducing homelessness and rough sleeping.
- 7.1.11 The Scrutiny Panel was pleased to hear that, in July 2016, the Northamptonshire Safeguarding Children Board, together with partners, convened a Task and Finish Group in order to gain a clearer understanding of the activity that is being undertaken in Northamptonshire to support families and young people who are facing homelessness.
- 7.1.12 The Scrutiny Panel felt that there is a need for the Council to produce an advisory leaflet (that can be distributed to all agencies and services) which set sets out very clearly how the homelessness and housing advice

services are organised and managed in the borough and how people can access them. This will make it easier for customers, but also the groups that refer them.

Health and Wellbeing of homeless people, including rough sleepers

7.1.13 Rough sleepers can be very vulnerable and have complex needs. Many have (or have previously had) substance misuse issues, mental health problems and/or suffered a traumatic childhood.

7.1.14 The Scrutiny Panel welcomed the establishment of the Emergency Nightshelter and the fact that this winter's severe weather project (known as SWEP) will operate from the building (for men only).

7.1.15 Those experiencing homelessness of any kind have poorer access to health services and worse health outcomes.

7.1.16 As part of its evidence gathering, the Scrutiny Panel received preliminary details regarding the findings of the HealthWatch report. The Scrutiny Panel welcomed the HealthWatch report and the precis of the recommendations contained within it. The Scrutiny Panel recognised that a number of rough sleepers sleep during the day as they feel safer, but by doing this they can miss out on food, accessing support services and gaining assistance. The draft report consists of a number of recommendations:

- Assertive outreach workers should be appointed in order to avoid unnecessary duplication of services
- Surgeries should be theme based, like dental provision
- A community psychiatric nurse should be based in the Nightshelter.
- Alcohol and drugs support services for homeless people should be holistic. The homeless people who were interviewed confirmed that they want to be treated holistically.

Effects of homelessness

7.1.17 Evidence presented to the Scrutiny Review highlighted the effects of homelessness:

- Disruption of schooling, healthcare, employment and support networks
- Lack of space and privacy (affects relationships, homework and friends)
- Reduced self-esteem
- More financial strain (meals, transport, removals and storage)
- Physical / mental health
- Self-esteem, confidence and personal hygiene
- Isolation, risk of assault, loss of support networks
- May abuse alcohol and drugs
- May commit petty crime / anti-social behaviour
- Nowhere safe to store personal possessions

Temporary accommodation

7.1.18 The Scrutiny Panel was concerned that, sometimes, families that are placed in temporary accommodation outside of the borough. By placing families in temporary accommodation some distance from their children's schools, and expecting families to meet the transport costs, it puts additional financial burdens on the family. Although there is a severe shortage of temporary accommodation in Northampton, every effort needs to be made to ensure that anyone who is placed in temporary accommodation outside of the borough is brought back to Northampton as soon as possible.

7.1.19 The Council's temporary accommodation includes self-contained council housing, self-contained privately managed housing and Bed & Breakfast.

7.1.20 Evidence received detailed that on 11 January 2017, Cabinet approved the establishment of Guildhall Residential Lettings, an in-house social lettings agency. The social lettings agency will manage and let properties that are leased by the Council or owned by individuals and businesses. If landlords want to manage the property themselves, it can find them suitable tenants.

7.1.21 The Housing & Planning Act 2016 strengthens local authority powers to tackle criminal, rogue and irresponsible landlords with the introduction of Banning Orders, a tougher 'fit and proper person' test and Civil Penalties of up to £30,000, together with changes to Rent Repayment Orders. The Scrutiny Panel supported the establishment of the Guildhall Residential Lettings, an in-house social lettings agency.

7.1.22 Whilst undertaking site visits to temporary accommodation in the borough, the Scrutiny Panel was pleased to note the high quality accommodation that was offered. One bed and breakfast accommodation in particular provided free Wi-Fi which was felt to be an important facility to be offered.

Extent of homelessness and rough sleeping in the borough

7.1.23 Evidence received showed that as of July 2016, homelessness in Northants consisted of 705 homeless acceptances in 2015/16 (up 28% on 2014/15.) As of July 2016, homelessness in Northampton consisted of 321 homelessness acceptances in 2015/16 (up 11% on 2014/15). This is consistent with the Government findings¹ that homelessness in England has increased since 2010. The 2015/16 financial year saw acceptances increase by a further 6% on 2014/15.

RECOMMENDATIONS

The above overall findings have formed the basis for the following recommendations: -

The purpose of this Scrutiny Panel was to review how the Borough Council and its partners prevent homelessness and to respond to those without homes in the borough.

Scrutiny Panel 3 recommends to Cabinet:

Multi Agency Working

8.1.1 The Council undertakes a comprehensive review of homelessness in the borough and develops a new 5 year Homelessness Strategy that is designed to substantially reduce the number of households that become homeless and the number of homeless families that are living in temporary accommodation.

8.1.2 The Council establishes a Homelessness Strategy Implementation Group to direct, co-ordinate and monitor the action that the Council and its partners take to tackle, prevent and reduce homelessness in the borough.

Improving access to homelessness services

¹ Department of Communities and Local Government – Statutory homelessness and prevention and relief, April to June 2016: England

- 8.1.3 The Council publishes an information leaflet, (electronic, paper base and in languages commonly known to be spoken by rough sleepers), for distribution to all Agencies, services and more widely available to members of the public, which sets out very clearly how its homelessness and housing advice services are organised – together with details of the services provided by other organisations and services – and how people can access them.
- 8.1.4 A comprehensive review of rough sleeping services is carried out to ensure that all services are operating efficiently and effectively, and that there is no unnecessary duplication of effort between the Nightshelter, the Hope Centre, Oasis House, NAASH and other services.
- 8.1.5 A Homeless Forum is established that engages with other statutory and non-statutory Agencies.
- 8.1.6 The Council carries out an annual review of rough sleeping in the borough that goes beyond the limitations of the Statutory requirements, for example personalised Development Plans are produced for each rough sleeper and that these continue to be implemented even after they have moved into permanent housing.
- 8.1.7 There is active and meaningful involvement of individuals who have lived experience or service users with the development and delivery of services, and the implementation process.
- 8.1.8 The Council considers its approach to assisting individuals with multiple and complex needs.

Improving access to health services

- 8.1.9 The existing arrangements for meeting the health needs of homeless people (including rough sleepers) are reviewed and strengthened – informed by a Health Needs Audit - to ensure that rough sleepers and people who are living in temporary accommodation are not only aware of, but are also helped to connect with, local support services.
- 8.1.10 Details of the medical advice and treatment available to people who are homeless and/or sleeping rough – at various locations, including Maple Access and Oasis House – are communicated to all organisations and

services in order that they can be shared with people who are homeless or at risk of becoming homeless.

Temporary accommodation

8.1.11 The Council develops an ambitious plan, using SMART outcomes, for minimising its use of Bed & Breakfast accommodation and out-of-borough temporary accommodation.

8.1.12 The Council works imaginatively and collaboratively with Northamptonshire County Council, and other Agencies and organisations, to provide more support for homeless families in temporary accommodation and mitigating any adverse effects on the families' finances and the children's schooling and healthcare.

8.1.13 All nightly-purchased temporary accommodation that is used by the Borough Council should provide free Wi-Fi facilities.

Overview and Scrutiny Committee

8.1.14 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

8.1.15 It is recommended to the Overview and Scrutiny Committee that when monitoring takes place, a previous service user is asked to attend the meeting to provide information.

NORTHAMPTON BOROUGH COUNCIL

Overview and Scrutiny

Report of Scrutiny Panel 3 – Homelessness (Pre Decision Scrutiny)

1 Purpose

- 1.1 The purpose of the Scrutiny Panel was to review how the Borough Council and its partners prevent homelessness and to respond to those without homes in the borough.

Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by Northampton Borough Council (NBC), partnerships, statutory and voluntary organisations to address homelessness
 - To assess the extent of homelessness and rough sleeping in the borough assess the initiatives currently in place to tackle homelessness
 - To examine the Council's Severe Weather Provision
 - To gain an understanding of the effect on the health, wellbeing and the safety of homelessness people, including rough sleepers
 - To gain an understanding of the causes and barriers to support homelessness
 - Identify any specific groups that are not accessing services
- 1.2 A copy of the scope of the review is attached at Appendix A.

2 Context and Background

- 2.1 The Overview and Scrutiny Committee, at its work programming event in April 2016, agreed to include a review around how the Borough Council and its partners prevent homelessness. An in-depth review commenced in May 2016 and concluded in March 2017.
- 2.3 This review links to the Council's corporate priorities, particularly corporate priority 3 - Housing for Everyone - Helping those that need it to have a safe and secure home
- 2.4 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

- Background data, including:
 - Presentation to set the scene: To identify the prevalence of the problem locally
 - Relevant national and local background research papers
 - Definitions – Homelessness and Rough Sleepers
 - Homelessness Legislation
 - Causes of Homelessness, including Rough Sleeping
 - Relevant Council Policies and Strategies
 - Statistics:
 - Rough sleeper data
 - Homelessness data
 - Relevant Legislation:
 - Welfare Reform Act 2012
 - Localism Act 2011
 - Homelessness Act 2002
 - The Health and Social Care Act 2012
 - Relevant published papers on homelessness and rough sleeping
- Best practice external to Northampton
- Internal expert advisors:
 - Cabinet Member for Housing, NBC
 - Housing Options and Advice Manager, NBC
 - Head of Revenues and Benefits, LGSS
 - Cabinet Member for Community Safety, NBC
 - Chair of the Community Safety Partnership (CSP) and the Community Safety Team
 - Case Managers, Anti-Social Behaviour Unit

- External expert advisors:
 - Head of Protecting Vulnerable Persons, Northamptonshire Police
 - Director of Public Health, Northamptonshire County Council
 - Manager, Hope Centre
 - Manager, Maple Access
 - Manager, NAASH
 - Drug and Alcohol Challenge Officer, the Bridge
 - Operations Manager, Midland Heart Housing Association
 - Service Manager, Salvation Army
 - Chief Executive, Central Northamptonshire CAB
 - Emmaus, Homelessness Charity
 - Shelter
 - Crisis
 - Healthwatch Northamptonshire

- Site visit to temporary accommodation(s) and Oasis House

2.5 Statutory Homelessness

2.5.1 Households that meet specific criteria of priority need set out in legislation and to whom a homelessness duty has been accepted by a local authority. May not literally be living without a roof over their heads.

2.6 Rough sleeping

Sleeping, about to bed down or bedded down in the open air (streets, tents, doorways, parks and bus shelters, etc.). Living in places that are not designed for habitation (stairwells, barns, sheds, car parks, boats, stations, cars, etc.)

For counts and estimates, Officers do not include:

- People who are living in hostels or shelters
- Squatters, travellers or people who are living in campsites or other sites for recreational purposes or organised protest

3 Evidence Collection and Desktop Research

3.1 Evidence was collected from a variety of sources:

3.2 Background reports

[Presentation to set the scene](#)

Statistics

Homelessness in Northants as at July 2016:

- 705 homelessness acceptances in 2015/16 (up 28% on 2014/15)
- Northampton had 45% of County's acceptances
- Kettering, Wellingboro and Corby had 40% of County's acceptances
- Increased most in Corby (219%) & Kettering (94%)

Homelessness in Northampton as at July 2016:

- 321 homelessness acceptances in 2015/16 (up 11% on 2014/15)
- Around three quarters of 'accepted' families are lone parents
- One third of the decisions made were that applicant was 'not homeless' or was 'intentionally homeless'
- During a borough -wide 'count' on 24/03/16, 21 rough sleepers were found
- Approximately half of the rough sleepers are East European

Homelessness statistics, month by month, in Northampton (April to August 2016):

Measure	Average 2015/16	April	May	June	July	August
Total number of households living in temporary accommodation	76	74	82	97	106	111
Number of households living in B&B accommodation	32	35	32	36	55	49
Number of households that are prevented from becoming homeless	42	86	73	112	61	82
Number of households that make a homelessness application	38	63	63	49	55	69
Number of households for whom a full homelessness duty is accepted	26	34	39	41	27	46

Published Papers and Reports

House of Commons - Statutory Homelessness in England (October 2016)

It is reported that the House of Commons Library briefing paper provides statistics on statutory homelessness in England and explains local authorities' duties to assist homeless households. The paper includes an overview of, and comment on, Government policy in this area.

The report states that Local authorities in England have a duty to secure accommodation for unintentionally homeless households who fall into a 'priority need' category. There is no duty to secure accommodation for all homeless people. For example, there is no statutory duty to secure housing for homeless single people and couples without children who are not deemed to be vulnerable for some reason. Official statistics on statutory homelessness are published quarterly by the Department for Communities and Local Government (DCLG) in March, June, September and December. The Department also publishes annual statistics on Homelessness Prevention and Relief work.

It is noted in the report that the financial year 2010/11 saw a 10% increase in homelessness acceptances by local authorities, representing the first financial year increase since 2003/4. Homelessness acceptances continued to rise over the next three years but fell by 3% between 2012/13 and 2013/14. The 2014/15 financial year recorded a further increase, with acceptances 36% higher than in 2009/10 (but 60% below the peak in 2003/4). The 2015/16 financial year saw acceptances increase by a further 6% on 2014/15.

The report goes on to state that Organisations such as Shelter and Crisis argue that the official statistics do not give a full picture of homelessness in England. The figures exclude those who are homeless but who do not approach a local authority for assistance and those who do not meet the statutory criteria. Local authorities are increasingly adopting informal responses to tackling homelessness, which can result in households falling outside the official quarterly monitoring process. In December 2015 the UK Statistics Authority published [an assessment of compliance with the Code of Practice for Official Statistics](#) in relation to DCLG's homelessness and rough sleeping statistics. The assessment found that the Homelessness Prevention and Relief statistics "do not currently meet the standard to be National Statistics."

Homelessness arising from parents/friends/relatives being no longer willing or able to provide accommodation remains significant, as does homelessness

arising from the breakdown of a violent relationship. However, the most frequently cited reason for loss of the last settled home is now the ending of an assured shorthold tenancy in the private rented sector. In the second quarter of 2016 this reason was behind 41% of all statutory homeless acceptances in London.

The report concludes that the increase in statutory homelessness since 2009/10 is attributed to a number of factors, of which the most important is identified as the continuing shortfall in levels of new house building relative to levels of household formation. Housing Benefit reforms are also viewed as a contributory factor, particularly in London.

Homeless Link – Young People and Homelessness (2015)

Each year, Homeless Link publishes a paper regarding young people and homelessness.

The latest report was published in 2015. The purpose of the report is to explore the reasons young people become homeless, the support available to them, and areas that need to be improved.

The report details key findings:

“Young people are now the most likely group to be living in poverty. Whilst youth unemployment is at its lowest level since the recession, this is still over three times the rate of the older adult working age population. Young people have been adversely impacted by changes to the welfare system, there are increasing challenges to accessing affordable and suitable housing, and there have been significant cuts to youth services in the past five years.

Based on the experiences young people shared with us, it is now more and more difficult for young people to access the temporary help they need if things go wrong. Nearly half of people living in homeless accommodation services are aged between 16 and 24 and without adequate support or early intervention, homelessness can go on to impact education, employment, health and wellbeing and is more likely to lead to homelessness in older age. Our fifth annual report on youth homelessness focuses on young people accessing both local authorities and voluntary sector providers. It explores who is becoming homeless and the reasons for this, and the provision of homelessness prevention and

support services available to you. It goes on to examine the accommodation options young people have at the point of crisis, and longer term move-on from homelessness services. The research is based on two surveys administered to providers of homelessness services and local authorities in September 2015, as well as fourteen interviews with young people living in homelessness services. Scale and profile of youth homelessness.

There is a contrast between the scale of youth homelessness reported by homelessness providers and local authorities. Providers report seeing more young people who are homeless (68% reported an increase) whereas local authorities report seeing fewer young people (20% of people presenting as homeless were under 25, compared to 31% last year). . These changes support evidence that from elsewhere which suggests that declines in official statutory homelessness may have been offset by increases in other forms of homelessness. One explanation is that fewer young people are approaching their local authority for support and are approaching providers, or that young people are being signposted to providers as part of their local authority's advice or prevention .

Parents or carers no longer willing to accommodate continues to be the leading cause of youth homelessness, a causal factor in nearly half of cases (47%) compared to 36% in 2014. A large proportion of young people in homelessness services are aged 18-21 and non-care leavers (44%), and would be potentially affected by the proposed changes to end automatic entitlement for housing support for those aged 18-21.. The proportion of young women in homelessness services was higher than previous years at 46%, compared to 40% in 2014. Despite being homeless, large proportions of young people (65%) are studying, employed or on a work/apprenticeship scheme, including 22% of young people in paid employment. The proportion of young people sleeping rough has decreased slightly –17% had ever slept rough compared to 19% in 2014 Joint working and provision of prevention services. Compared to 2014, both local authorities and providers were more likely to report the use of a Positive Pathway –64% of local authorities and 78% of providers report there is a Positive Pathway in their area. This has increased from 49% and 48% respectively last year. . The proportion of cases where youth homelessness was prevented or relieved increased to

23%, up from 19% last year. . The availability of prevention tools remained steady for local authorities, but four in ten (42%) still report they do not have an adequate range of tools to prevent youth homelessness. There are signs of improvement in joint working between Housing and Children's Services - 64% report that joint working is 'very effective' or 'effective' which has increased from 58% in 2014. The Positive Pathway' is the result of research and consultations undertaken with charities, organisations and young people by St Basils in 2012 and updated in 2015.

Young people without recourse to public funds or without a local connection are finding it increasingly difficult to access support as they are more likely to be turned away by services. This year 57% of services turned away young people because they had no recourse to public funds (compared to 24% last year) and young people with no local connection were turned away by 40% of services (compared to 25% last year). . There is a lack of youth appropriate emergency accommodation in many areas – half of areas (49%) do not have Nightstop or a similar scheme, 43 % do not have a youth specific assessment centre or short stay supported accommodation. Local authorities are more likely to have provision of longer term supported housing options for young people compared to emergency accommodation. However there have been some reductions; 29% of areas report that hostels and foyers are either not available or there is less availability and 34% of local authorities report the same for shared housing with floating support.

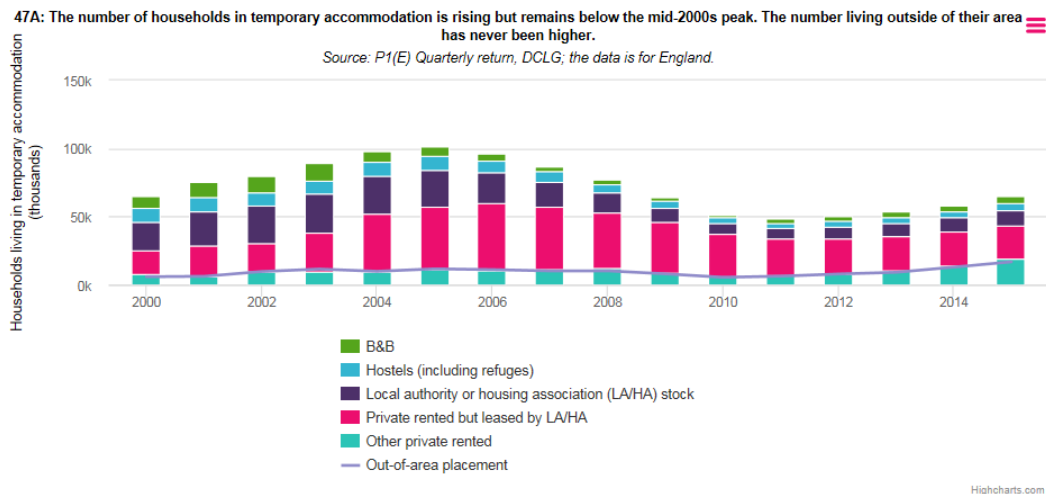
Bed and Breakfast usage for 16 and 17 year olds does not occur in 41% of local authorities. Yet 59% of local authorities still report rarely or occasionally using B&Bs for this age group. . Whilst slightly lower than last year, 55% of young people living in homelessness accommodation have complex needs and 34% have mental health issues (an increase from 23% in 2014). . Homelessness providers continue to provide a range of support services for young people. There has been an increase in the proportion of providers offering mediation services 73% compared to 41% in 2014. Homelessness providers report that on average young people spend 16 months in homelessness organisations before they move on, nearly double the length of time in 2014. The most common outcome for young people leaving homelessness providers is the private rented sector

(28%). Returning home to family or friends is now the least common outcome for young people leaving homelessness organisations –one in twenty (5%) providers reported this is the most common outcome compared to one in four last year.

Schemes to assist access to the private rented sector varied. Local authorities report that availability of shared accommodation options developed with private landlords and relationships developed with private landlords to let to young people has decreased. The availability of rent deposit or cashless bond schemes has stayed fairly constant (87% of local authorities have one). Sanctions, changes to the Shared Accommodation Rate (SAR) and reductions in Local Housing Allowance (LHA) continue to have a negative impact on young people’s ability to access accommodation; providers were more likely than local authorities to report young people are impacted ‘a great deal’ or ‘quite a bit’ “

Joseph Rowntree Trust (JRT) – Temporary Accommodation details (2015)

In November 2015, JRT published a graph detailing the number of people living in temporary accommodation:



Albert Kennedy Trust

The Albert Kennedy Trust (AKT) reports that it supports young LGBT 16-25 year olds who are made homeless or living in a hostile environment.

In 2008 AKT undertook research examining mainstream providers approach to supporting LGBT young people, focusing on 12 national, regional and local housing and homelessness services.

A summary of the research report:

“Research shows that young LGBT people are at risk of discrimination which directly impacts on their life chances. Negative reactions to a young person’s sexual orientation or gender identity may result in homelessness or housing vulnerability, or may exacerbate an existing housing crisis.

Mainstream housing and support providers need to be equipped to work sensitively and effectively with those young LGBT people. More importantly, they should also be creating a welcoming environment where young LGBT people are willing to present themselves, express their needs and access support and advice in the first place. This is about ensuring services are accessible and fair, but also legally compliant.

It is evident that a number of mainstream housing and support providers are showing an awareness of LGBT equality and the need for inclusive services. The majority of organisations polled for this research had inclusive policies, included sexual orientation and, to a lesser extent, gender identity equality in their training and in some cases had even consulted with LGBT service users and staff. There are clearly pockets of good practice within the housing sector which should be celebrated and shared.

However, AKT’s experience suggests that this type of good practice is the exception rather than the rule. LGBT-specific services and projects are still needed. The number of young LGBT people accessing AKT’s services is increasing, yet across the UK such specialist services are rare. This is in part due to the lack of statistical evidence of the problem, and the failure to monitor LGBT issues at a national level.

The report has prompted AKT to develop in partnership with young people a quality mark ‘Making a Difference’ which comprises training, audit and the provision of resources which is now available to mainstream providers. “

In 2014/2015 AKT produced a report “LGBT – Youth Homelessness, A UK National scoping of cause, prevalence, response and outcome.

AKT reports that it examined the causes of youth LGBT homelessness as well as the longer term repercussions of family rejection.

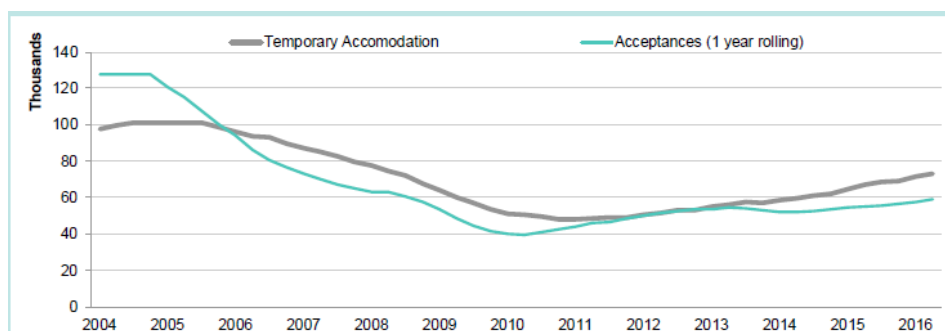
As a result of the study AKT reports that it made a number of recommendations to local and national government, housing providers and those working in the LGBT sector:

- the government to hold local authorities and housing providers accountable for the accurate and consistent collection, monitoring and application of sexual/gender identity data, using standardised assessments administered by trained staff.
- local authorities to conduct a thorough review of their housing options, policies and procedures to ensure services are appropriate for, and inclusive of, homeless LGBT young people.
- all housing Providers to provide training to staff to understand the unique needs of homeless LGBT youth.
- housing providers to provide staff with LGBT-specific training to ensure that practitioners understand the unique needs of this population of homeless young people.

Department of Communities and Local Government – Statutory homelessness and prevention and relief, April to June 2016: England

The reported purpose of the report is to provide information on the number of households that reported being homeless (or threatened with homelessness) to their local authority and were offered housing assistance.

- Local authorities accepted 15,170 households as being statutory homeless between 1 April and 30 June 2016, up 3% on the previous quarter and 10% on the same quarter of last year.
- These households that are owed a main homelessness duty to secure accommodation as a result of being unintentionally homeless and in priority need.
- The total number of households in temporary accommodation on 30 June 2016 was 73,120, up 9% on a year earlier, and up 52% on the low of 48,010 on 31 December 2010.



- Local authorities took action to prevent homelessness for 50,990 households in April to June 2016, up 4% from 48,820 in April to June 2015.
- A further 3,910 non-priority households were helped out of homelessness (relieved) by local authorities in April to June 2016, up 10% from 3,570 in April to June 2015.

HOMELESS REDUCTION BILL 2016-2017

Background to the Bill

Conservative backbench MP Bob Blackman introduced a Private Members' Bill aimed at reducing homelessness, based on a report commissioned by the charity Crisis. The aim of the Bill is to reform the homelessness duties placed on local authorities to ensure that at-threat households receive better help quicker.

The Bill was committed to a Public Bill Committee. The Public Bill Committee met on 30 November 2016. The Bill had had its Second Reading debate on 28 October 2016.

Bob Blackman MP welcomed the Government's support for his Bill and said:

"I welcome the government's decision to support my bill to reduce homelessness. Throughout my 24 years in local government prior to becoming an MP, I saw the devastation that can be caused by homelessness first hand, with too many people simply slipping through the net under the current arrangements.

By backing this bill, the government is demonstrating its commitment to an agenda of social justice and also shows that it is willing to listen. I look forward

to working with Ministers going forward in order to bring about this important change in legislation.”

Aims of the Bill

The reported aims of the Bill is to refocus English local authorities on efforts to prevent homeless. The Bill is seeking to amend Part 7 of the *Housing Act 1996*. Its measures include:

- An extension of the period during which an authority should treat someone as threatened with homelessness from 28 to 56 days.
- Clarification of the action an authority should take when someone applies for assistance having been served with a section 8 or section 21 notice of intention to seek possession from an assured shorthold tenancy.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness.
- A new duty to relieve homelessness for all eligible homeless applicants.
- A new duty on public services to notify a local authority if they come into contact with someone they think may be homeless or at risk of becoming homeless.

It is reported that several provisions have financial implications for local authorities for which a money resolution will be required. The Government has stated that an impact assessment and new burdens assessment will be published in due course.

Government support

The Government supported the Bill's progress through Parliament on 24 October 2016. It is reported that Local authorities and their representative organisations had said that they could not support the draft Bill in the absence of an effective long-term national strategy.

The Local Government Association (LGA) said: *“There are further risks that, in areas where council resources are already particularly stretched, legislative change in isolation could affect their capacity to deliver good outcomes for groups of vulnerable people that they are successfully helping now.”* *The most controversial clauses from the local authority perspective have been removed from the final version of the Bill and, as a result, the LGA is reportedly close to supporting the Bill. There is certainly widespread support in the sector for a preventative approach to homelessness backed by adequate funding.*

The Chartered Institute for Housing (CIH) is reported to have said “*CIH is supporting the campaigning of Crisis and others for a change in the homelessness legislation in England. The campaign has now reached a crucial point with the Homelessness Reduction Bill, a private member’s bill, tabled by the Conservative MP Bob Blackman, due to be debated in parliament on 28 October. The Homelessness Reduction Bill will change the current law to make sure that councils have a duty to prevent and relieve homelessness irrespective of someone’s priority status, which is the way the current system works. The Bill would extend the time that households are considered at risk of homelessness from 28 to 56 days and would require councils to provide emergency accommodation to people who have nowhere safe to stay to emergency accommodation.*”

Pressure for change

The Government reports that although a statutory framework has been in place to provide a safety net for homeless people in England since the enactment of the *Housing (Homeless Persons) Act 1977*, there has never been a comprehensive duty to secure accommodation for all homeless people.

In the summer 2015 Crisis established an Independent Expert Panel to consider the strengths and weaknesses of the homelessness legislation in England. In [The Homelessness legislation: an independent review of the legal duties owed to homeless people](#) (April 2016) the Panel said that the current safety net has a particular impact on single homeless people who “have no right to accommodation or adequate help to prevent or relieve their homelessness, even if they are sleeping rough.” The Panel favoured changes to place more emphasis on preventative work within a statutory framework, particularly in relation to single people and childless couples.

Select Committee inquiry into homelessness

The CLG Committee launched an inquiry into homelessness in December 2015 in response to evidence that homelessness, particularly rough sleeping, was increasing. The Committee concluded that the service offered to homeless non-priority need applicants is “unacceptably variable.” The Committee is supporting the *Homelessness Reduction Bill* and has called for a “renewed cross-Departmental strategy” to tackle homelessness.

New approaches in Scotland and Wales

For the Scrutiny Panel’s information, both Scotland and Wales have legislated in recent years to address the longstanding lack of support for homeless

single people has added to the pressure for change in England. In Scotland, there is a statutory duty on local authorities to find permanent accommodation for all applicants who are unintentionally homeless or threatened with homelessness. In Wales, local authorities have a duty to prevent all those threatened with homelessness from becoming homeless. Statistics covering the first full year of implementing the new statutory provisions in Wales indicate some success in the prevention of homelessness.

Homelessness is increasing

The Government reports that statutory homelessness in England has increased since 2010. The financial year 2010/11 saw a 10% increase in statutory homelessness acceptances by local authorities, representing the first financial year increase since 2003/4. Homelessness acceptances continued to rise over the next three years but fell by 3% between 2012/13 and 2013/14. The 2014/15 financial year recorded a further increase, with acceptances 36% higher than in 2009/10 (but 60% below the peak in 2003/4). The 2015/16 financial year saw acceptances increase by a further 6% on 2014/15.

The Government goes on to state that the estimated number of rough sleepers in England has also increased each year since 2010. The autumn 2010 total was 1,768 while the autumn 2015 total was more than twice as high at 3,569. The number of rough sleepers increased by 30% between 2014 and 2015, the biggest year-on-year increase since 2011.

Why is homelessness increasing?

The Government reports that the rise in homelessness is due to:

- failure to ensure a sufficient supply of affordable housing.
- the termination of assured shorthold tenancies in the private rented sector,
- Housing Benefit restrictions introduced since 2010 which, it is argued, have made it difficult for claimants to secure housing at rents which Housing Benefit will cover.

Tackling Homelessness

On 17 October 2016 the Government announced a £40 million programme to provide an innovative approach to tackling homelessness. This includes:

- a new £10 million rough sleeping prevention fund to help individuals who might be struggling to get by from ending up on the street; it will also provide rapid and targeted interventions for new rough sleepers, such as helping them to access employment and education opportunities
- also announced were details of £20 million for local authorities to trial new initiatives, responding to the specific needs in their communities and focusing on prevention at an earlier stage; these areas will work with a wider group of at risk people to help families and individuals before they reach crisis point – including through new resident advice services and outreach work with landlords and private sector tenants
- a further £10 million Social Impact Bond programme has also been launched to help long-term rough sleepers who may be bouncing chaotically through the housing system – to address underlying issues such as poor mental health or substance abuse to help stop them from living on, and returning to, the streets

The Government goes on to state that it recognises that homelessness is not just a housing issue, and that for many people complex needs, such as mental health needs, provide a real barrier to improving their life chances. That is why the Government is working across government, including with the Department of Health, through the Ministerial Working Group on Homelessness.

3.3 Core questions

- 3.3.1 The Scrutiny Panel devised a series of core questions that it put to key witnesses over a cycle of meetings (Copy at Appendix B).
- 3.3.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 22 September 2016, 24 November and 26 January 2017.
- 3.3.3 Salient points of evidence:

Cabinet Member for Community Safety, Northampton Borough Council, Chair, CSP, and Community Safety Manager, Northampton Borough Council

- Rough sleepers are generally highly vulnerable individuals with very complex needs, more often than not also involved in street drinking and begging. Some rough sleepers do have, or have at some point, also had substance misuse problems, mental health problems, and may have suffered a traumatic childhood. It is also often found that there is

a history of homelessness. Therefore, when dealing with this group it is important to recognise that enforcement on its own is not the answer, and their wider health issues need to be taken into consideration. Due to their complex needs, and the chaotic lifestyle of most rough sleepers, a multi-agency case management approach is adopted in addressing individuals.

- The services, assistance and support that are available to people who are homeless, including rough sleepers.-
 - BC Homelessness Team (outreach, support and housing)
 - Street Community Multi-agency Group (holistic case management approach)
 - Oasis House (NAASH and Hope Centre, initial support re addiction and housing)
 - No Second Night Out project (NAASH, initial support re housing)
 - Maple Access Medical Centre (health support) – Bridge Project (intervention and support)
 - C2C Social Action (intervention, support & housing)
 - S2S (substance misuse agency - treatment)
 - Can (substance misuse agency – treatment & housing)
 - Women’s Aid (support and intervention)
- Due to the complex needs, and chaotic lifestyle of most rough sleepers, a multi-agency case management approach is adopted in addressing individuals. Due to increasing concerns about health, welfare and anti-social behaviour, a Multi-Agency Rough Sleepers, Street Drinkers & Beggars working group was established in 2011. Recently this meeting has been reviewed and retitled Street Community Working Group. The main aim is to address health, welfare and dependency issues and provide support to enable rough sleepers to leave the streets, finding suitable accommodation. Cases can be referred by any of the agencies involved. At the meetings cases are discussed with relevant officers, issues identified and a support plan developed which ranges from intervention through to enforcement, if required. It is important to note that agencies, in the first instance, will always try to engage and provide support to the individual to address their health issues, drug & alcohol dependency problems and housing needs. However, if it is abundantly clear that they will not engage, and they are causing issues

on the streets, the enforcement process will be followed. All cases are managed through the ECIN's case management system.

- Community Safety takes the lead on the Killing with Kindness campaign that is run 2 -3 times a year. This sees a multi-agency publicity campaign to raise awareness on begging and rough sleeping to discourage the public from giving directly to those begging, together with the provision of donation boxes at awareness raising events - proceeds are passed to local homelessness charities. The campaign also raises awareness around the complex needs of rough sleepers, beggars and street drinkers.
- Over the past 10 years we have seen a change in the demographic of rough sleepers, with an increase in people from Europe. The main difficulties experienced are that the majority are rough sleeping by choice and do not want to be housed. However, a number of them also have drug and alcohol issues. In some cases they do not have any recourse to public funds, and may also not be exercising their Treaty Rights. There are also some entrenched rough sleepers who do not want to, or find it very difficult to engage due to their long term drug/alcohol dependency issues and anti-social behaviour.
- Over the years there have been varying levels in engagement from agencies. However, the Street Community Working Group has seen a great improvement in joined up working between agencies, both statutory and voluntary over recent months. The introduction of the Outreach workers has also seen an increase in the engagement of rough sleepers with support agencies. There is however, always room for improvement in the approaches taken by agencies, and in providing a more co-ordinated approach
- Awareness of the services, assistance and support available to people who are homeless, including rough sleepers can be increased by:
 - Place more general information on NBC webpages. i.e. what rough sleeping is; how it can be reported; support services available etc.
 - Consider creating a reporting hotline or joining a national hotline such as 'Street Link' - this has been done in other areas, and enables members of the public to report rough sleeper's locations and concerns.
 - Continue to lead on the Killing with Kindness campaign to raise general awareness on rough sleeping, associated issues and support agencies.

- Action that is being taken to ensure that all agencies and members of the public know what to do if they know that someone is homeless or sleeping rough:
 - Implementations of Rough Sleepers Strategy
 - Multi-Agency seminars held
 - Outreach Workers have been promoted with frontline services
 - Multi-agency reviewed and refreshed

**Cabinet Member for Housing and Housing Options and Advice Manager,
Northampton Borough Council**

- Homelessness takes many forms and, although people who are sleeping rough on the streets or living in temporary accommodation are literally homeless, people do not need to be roofless to be classified as 'homeless'. Someone who is sofa surfing or living in unreasonable conditions may still be 'homeless', and someone who is likely to become homeless within the next 28 days may be treated as being 'threatened with homelessness'. There are many causes of homelessness. In Northampton, the main causes are:
 - Termination of an Assured Shorthold Tenancy (AST) because the landlord wants to sell the property or let it to someone else who is able to pay a higher rent;
 - Relationship breakdown (violent / non-violent); and
 - Family or friends no longer able or willing to accommodate. Other causes of homelessness include illness, bereavement, the loss of employment, a sudden reduction in income, harassment and unlawful eviction, tenancy breakdown, unmet support needs, mental health problems, substance misuse, leaving prison or hospital in an unplanned way, and difficulty in accessing private and social housing. Homelessness can have a significant impact on people's health, wellbeing and safety:
 - Disrupting schooling, healthcare, employment and support networks;
 - Placing a strain on budgets (meals, transport, removals and storage);
 - Limiting space and privacy (affects relationships, friends and homework);
 - Causing a deterioration in physical and mental health;

- Reducing self-esteem, confidence and personal hygiene; • Increasing isolation and the risk of physical assault; and
 - Increasing the misuse of alcohol; and drugs
- The Council's Housing Options and Advice Team provides comprehensive advice and assistance to everyone who is homeless or threatened with homelessness. 2 It will work proactively and collaboratively with other services and organisations, as appropriate, to ensure that people receive the help and support that they need in order to avoid becoming homeless or to recover from a period of homelessness. The primary focus of the Council's Street Outreach Team – which works with a wide range of services and organisations – is to provide people who are sleeping rough with the necessary advice and assistance to leave the streets as quickly as possible. The Street Outreach Workers help people who are sleeping rough to access the support they need to address their health needs, alcohol and substance misuse issues, secure an income, and access volunteering, training, employment and suitable accommodation. Reconnection will also be an option where someone is stuck in an area that they do not want to be in and requires help in moving to another area where they will be able to benefit from being closer to their family, friends and support networks.
 - Multi Agency Rough Sleepers Strategy 'TOGETHER we change lives', the borough's ambitious, 3 year multi-agency strategy for ending the need for people to sleep rough in Northampton, was launched in July 2016 and was informed, developed and agreed after a Rough Sleepers Count in March 2016 and a series of workshops attended by more than 30 services and organisations. 'TOGETHER we change lives' sets out 10 strategic objectives that Northampton's multi-agency alliance will achieve by working together. Most of the objectives will be achieved within the next 12 months, with the following 2 years being used to ensure that the new ways of tackling, preventing and reducing homelessness is embedded across all services and organisations in Northampton. The 10 strategic objectives include setting up a temporary emergency night shelter, establishing a multi-disciplinary Street Services Team, working with hospitals, prisons, supported housing schemes and social landlords, developing individual multi agency support plans for individuals sleeping rough, and developing a comprehensive programme of volunteering, training and employment to improve people's life chances. Housing Allocations Policy. The Council is reviewing its Housing Allocations Policy, to ensure that it is fit for purpose and meets its strategic objectives in relation to the allocation of affordable housing. Consideration will be given to the ways in which the Housing Allocations Policy can be amended to support everyone's efforts to prevent homelessness, tackle severe overcrowding, safeguard children and vulnerable adults, facilitate move-on from hospital and

supported housing, and assist the future growth of Northampton. Countywide Housing Protocols for Young People The Council's Housing & Wellbeing Service took the lead in the development and implementation two Countywide Housing Protocols: a Housing Protocol (Homeless 16 & 17 Year Olds) and a Housing Protocol (Care Leavers). 3 The Housing Protocol (Homeless 16 & 17 Year Olds) is designed to ensure that, in Northamptonshire, everyone works together to provide a consistent and co-ordinated response to 16 and 17 year old young people (including teenage parents and pregnant teenagers) who present as homeless and are in need of accommodation or accommodation-related support. It seeks to prevent homelessness and promote and safeguard the wellbeing of 16 and 17 year olds. The Housing Protocol (Care Leavers) is designed to ensure that 'looked after' children are prepared for independent living, leave care when they are ready and move on to settled housing (which may include social rented housing) in a planned way. As well as setting out the roles and responsibilities of Children's Social Care, the Leaving Care Team, the seven local Housing Authorities and the social housing providers, the Housing Protocol (Care Leavers) describes the action that the young person needs to take to apply for social rented housing and what each Housing Authority will then do to ensure that the young person receives an offer of suitable housing when they are ready to leave care and are able to sustain their tenancy when they are rehoused.

- One of the priorities in this year's Housing and Wellbeing Service Plan is to carry out a review of the Council's use of temporary accommodation and reduce its use of Bed and Breakfast (B&B) accommodation. It is hoped this will reduce the number of families and vulnerable people placed in B&B and keep them in Northampton, so as to minimise any disruption to their employment, schools and support networks. For those who are placed in temporary accommodation outside of the borough, every effort is made to ensure that appropriate support is provided and that they are transferred to temporary accommodation in Northampton as soon as possible.
- The Council is planning to undertake a comprehensive Homelessness Review and produce a new 3 year Multi Agency Homelessness Strategy in April 2017. Following publication of the Rough Sleepers Strategy, we are finalising the Action Plan that will set out how Northampton's multi agency alliance will achieve the 10 strategic priorities in the Strategy. 'Task and finish' groups are being established to ensure the successful and timely implementation of the Action Plan. Performance and progress against the 10 strategic priorities and the Action Plan will be monitored quarterly by a multi agency Rough Sleepers Strategy Steering Group and reported to the Council's Cabinet annually.
- In recent years, emergency shelter has been provided for people who are sleeping rough in Northampton when the temperature is forecast to be below

freezing for at least 3 consecutive nights. Shelter has been provided in the Hope Centre (part of Oasis House) and, during their stay, rough sleepers received a hot meal and drinks, and the chance to engage with services that can help them access support and accommodation. 4 As the Council is opening an emergency nightshelter in November 2016 – to end the need for people to sleep rough in Northampton – this winter’s severe weather project (known as SWEPE) will operate from the new nightshelter.

- The Street Outreach Workers undertake several outreach sessions each week, where they will go out and look for people sleeping rough in known ‘hot spots’ and town centre locations. They will respond to intelligence provided by members of the public and other services and organisations. Recording every person they find ‘bedded down’, they will continue to work with them to get them off the streets as quickly as possible. Councils are required by Government to complete an annual count of rough sleepers in their area, and submit their findings. This can be done in the form of an actual count, or an estimate. Government prescribes who should and shouldn’t be counted. On 24 March 2016, the Council – assisted by 32 volunteers from a wide range of services and organisations – completed a comprehensive, borough-wide count. Between Midnight and 3.00am, a total of 21 people were found ‘bedded down’. It is believed that only 4 of these 21 people are now sleeping rough in Northampton. The next rough sleepers count is scheduled to take place in November 2016. It is hoped that, as a result of the work undertaken to date and the opening of the emergency nightshelter, less than 10 people – and as close to zero as possible – will be found ‘bedded down’ on the night of the count.
- Some people who are sleeping rough refuse to access local services or take up offers of advice, support and assistance. There are predominantly 2 groups: • Eastern European nationals who are not exercising their treaty rights, a group of which are refusing help and refusing to come off the streets. Reasons cited are mostly an unwillingness to pay rent. The Council is working closely with the Police and Immigration Service to tackle this issue. • Entrenched rough sleepers will often take a long time to gain trust in services before they will start to work with them. They often require a specially tailored, multi-agency solution to make the very difficult transition from the street into a home. As it will often take several attempts to get an entrenched rough sleeper off the streets, it is important that the person sleeping rough and the agencies involved persevere and do not regard unsuccessful attempts as failure. It is important, also, 5 that the person sleeping rough knows that the support will still be there for them when they are ready to try again.
- It would be helpful to have Countywide Protocols for victims of domestic abuse and for offenders, in order to ensure that people are able to move on

from refuges, prisons and probation hostels into settled accommodation in a planned way, avoiding a crisis. Despite Northamptonshire's Housing Protocols for homeless 16 and 17 year olds and care leavers, Children's Services do not always comply with their obligations under the Protocols, leaving the Council to deal with them on its own. The sharp increase in rents, together with lack of access to the private rented sector, is making it extremely difficult for the Council to prevent homelessness by helping people to remain in their existing accommodation or to move to alternative private rented accommodation that they can afford. This reduces the lack of options available to people and, in common with other parts of the country including Northamptonshire, it is contributing to a sharp increase in homelessness in Northampton. In order to prevent homelessness, reduce the Council's use of B&B, improve local housing conditions, increase choice and make it easier for people to access good quality, well managed private rented accommodation, the Council is in the process of setting up a not-for-profit Social Lettings Agency. Although there is still a lot of work to do to link services together, and to get them to work more effectively with one another in partnership, 'TOGETHER we change lives' has acted as a catalyst for change and led to a notable increase in flexibility and willingness to work collaboratively to get the best outcomes for people who are homeless.

- When implementing 'TOGETHER we change lives', Northampton's multi-agency alliance of services and organisations will work together to agree common messages that will be used in literature to promote the wide range of services that are available to end the need to sleep rough in Northampton. It has been agreed, also, that Northampton's multi-agency alliance will develop a comprehensive guide to local services and organisations that offer advice, support and assistance to homeless people, in order to help everyone understand what help is available and to encourage joined-up working and solutions.
- Through a series of workshops – attended by people representing more than 30 services and organisations operating in Northampton – the Council has been able to raise awareness of the work undertaken by the Street Outreach Workers and how people can get in touch to report someone who is homeless or sleeping rough. 6 The Council's website has contact details for the Street Outreach Team, and a link to 'Streetlink'. Streetlink is a web based service that aims to offer the public a means to act when they see someone sleeping rough, and it is the first step someone can take to ensure rough sleepers are connected to the local services and support that they need. The Council is also considering how social media can be used to enable agencies and members of the public to alert it to people who are in need of housing support.

- As part of its plans to establish a Social Lettings Agency, the Council is proposing to appoint an Empty Homes Officer who will work proactively to encourage the owners of empty properties to sell, lease or let their accommodation. It is hoped that the Empty Homes Officer will persuade many owners to lease their accommodation to the Social Lettings Agency or to allow the Social Lettings Agency to manage their accommodation on their behalf. In some instances, the Council will organise and pay for essential works for the owner on the understanding that the cost of those works will be reimbursed from future rent / lease payments. Although most of the work that the Empty Homes Officer undertakes will involve negotiation and persuasion, the Officer will also pursue enforced sales (where the Council is owed money) and compulsory purchase.

Head of Protecting Vulnerable People, Northants Police

- Police attend Rough Sleeper Strategy Workshops, support Outreach events and attend multi agency enforcement days. Police will also deal with various Anti-Social Behaviour issues that are sometimes associated with rough sleeping.
- A Beggars Strategy has been produced. If there is ASB the Police liaises with the Anti-Social Behaviour Unit.
- Police Officers will signpost people to appropriate services
- Some homeless people, albeit it a minority, do chose rough sleeping as a lifestyle choice. Some also suffer from mental health issues.
- Recent evidence shows good joint approach, especially with the NBC Outreach Workers. E-Cins is also available as a tool.
- There are a couple of very vulnerable rough sleepers who are proving difficult to place. They have mental health issues along with drug and alcohol dependency. The Police has a good relationship with the rough sleepers.
- The Police often act as intelligence gathers.
- The Police is instrumental in the Multi-Agency Strategy and the Council's vision for tackling rough sleepers is embraced by the Police.

Case Manager, Anti Social Behaviour Unit

- Homelessness is caused by a variety of factors, as is rough sleeping. Relationship breakdown, unemployment, the inability to manage debt, finances and responsibility are other factors in homelessness. It has increased as the cost of privately rented accommodation has risen. Mental ill-health is a very common factor in rough sleeping. Childhood neglect or abuse is common, as is a history of institutional care, and therefore some rough

sleepers distrust authority figures which makes it hard to engage them in services. Drug and alcohol misuse and offending behaviour are also common factors. Homelessness is quite extensive, with many people having no place to call home and so 'sofa-surfing' with friends, and the extent of that is very difficult to measure. Rough sleeping is easier to measure, although we may never have a completely accurate count of people sleeping rough, for example in squats, cars, communal areas, garages and so on, where it is harder to see them and count them. Rough sleeping is extremely poor for the health, wellbeing and safety of these vulnerable individuals. We see too many of them die young, often associated with drug and alcohol misuse. They can also be a risk to each other and to the community. We know of rough sleeping sex offenders, who enjoy the freedom of their independence and absence of supervision. Their victims are often those who are most vulnerable, are rough sleeping with mental health problems, and substance misuse problems, which make them unable to defend themselves or to be credible witnesses in prosecutions.

- The main service for rough sleepers in Northampton is the NBC Outreach Team directing clients to Oasis House and No Second Night Out. Neither provide emergency accommodation, so there is currently no 'night shelter' provision in Northampton. The NBC Housing and Wellbeing Team provides a wider level of support to homeless people who are eligible for support by meeting the strict criteria. This department is always keen to assist people to re-patriate to areas where they are eligible for support, whether nationally or internationally. Recently, the Outreach Team has started to help people into other accommodation facilities as well as Oasis House, and includes Emmaus facilities, a network of communal homes (none in Northants). This approach is much needed as Oasis House is not suitable for everybody, and other options are essential. 3 Some faith organisations and humanitarian organisations provide different types of assistance and support to the homeless, mostly around food provision and the provision of sleeping bags, blankets and tents. There are other housing providers such as CAN, Maplyn, Womens Aid, Eve (formerly Nene Valley) and C2C Social Action, which are for homeless people who actively engage with the relevant services and meet their particular criteria, level of risks and vulnerabilities. Bridge provides support and activities to service users, and Maple Access provides medical services.
- The Northampton Anti-social Behaviour Unit is a joint NBC and Police Unit which I manage, and which sits under the NBC management of Community Safety Manager Debbie Ferguson. The Unit set up the Rough Sleepers, Beggars and Street Drinkers Working Group several years ago, and has been trying to coordinate the multiagency responses to rough sleeping for several years. Our Unit does not have access to accommodation and does not have

outreach workers, so our success has been determined by the participation and support of other agencies and teams. We have recently refreshed this group, now called the Street Community Working Group, which I chair. We have been promoting the use of E-CINS which is a database on which we can all share information about rough sleepers, amongst the partners, which is essential to enable a joined up partnership response. We tackle the anti-social behaviour caused by this cohort, but always seek to tackle the causes and not just the symptoms, and rely on the local Police (mostly on the Central Sector) to provide the evidence needed for us to tackle the problems. Sometimes our enforcement powers can be used to directly tackle rough sleeping, for example by imposing legal requirements for offenders to work with the NBC team to tackle their homelessness, or with other support organisations.

- The Street Community Working Group which is chaired by the Case Manager is a partnership group, with some partners whose responsibility is to address their health and wellbeing. I base the list of people we discuss on risk, so it's on risk to themselves or to others, and safety is very much on our minds. All rough sleepers are automatically on our case list, because we consider rough sleeping to be a risk to the safety of them all.
- There has been an increase in Eastern Europeans who are sleeping rough in our town. It can be difficult to engage with these people due to language differences, but also because often they do not have any recourse to public funds, and may not be exercising their Treaty Rights. There are a few individuals who do not engage because they do not want to face the responsibilities required for engagement: people who refuse to pay rent, or who refuse to address their drug/alcohol addictions. Some struggle with social interactions particularly with authority figures, often because of traumatic childhood experiences.
- There are some significant gaps in services which need to be addressed: There are some rough sleepers who are not suitable for Oasis House because they are too vulnerable to live amongst the general population there, and who need supported accommodation. We have some especially vulnerable women with complex issues who are homeless, even sleeping rough, and their housing options are limited, because of the risks they would present to other residents. Homelessness is not a universal problem with a universal solution. Each individual has their own reasons for being homeless, and will have their own mix of risks, vulnerabilities, health and wellbeing problems, and each will have a different relational network and history of family breakdowns etc. The emergency night shelter may be unsuitable for some of the more vulnerable people who sleep rough. The provision of supported accommodation is essential. In summary the gaps in services are mostly for the following: For women: female victims of domestic abuse who

are excluded from existing housing options with complex needs and/or certain types of offending history. For men: men excluded from existing housing options, single men with no dependents; sex offenders; male victims of domestic abuse. For young people: those with parents who have addictions or MH problems; careleavers. Generally: people with dual diagnosis (e.g. mental ill-health and addictions); those who are suicidal or self-harm, those with mental health problems which do not fit the criteria for MH services' supported accommodation. Those with a history of arson. Emergency provision. People with no local connections anywhere. Need for better links between services: patients released from hospitals who are homeless; prison releases where this is often at short notice. Improvements have been seen and we need this to continue.

- Awareness of the services, assistance and support available to people who are homeless can be increased by: including rough sleepers? Improve web info, and make leaflets available.
- An option well worth considering is the Housing First model. More information is available :
http://england.shelter.org.uk/_data/assets/pdf_file/0008/145853/GP_Briefing_Housing_First.pdf

Director, Children's Services, Northamptonshire County Council

- In July 2016, Northamptonshire Safeguarding Children Board, together with partners, convened a Task & Finish group in order to gain a clear understanding of activity being undertaken in the county to support families and young people facing homelessness
- Representatives from key partners include:
 - Northamptonshire Safeguarding Children Board
 - Northamptonshire County Council – Children's Social Care and Early Help
 - Northampton Borough Council
 - Borough Council of Wellingborough
 - Northampton Women's Aid
- The Safeguarding Children Board Business Manager is a member of the Chief Housing Officers Group which meets bi-monthly. This ensures the NSCB are aware of key issues facing the county's housing departments. Data shows us that for 2015/16, 103 homeless families become homeless

‘intentionally’ (households containing a dependent child or someone who is pregnant) within the meaning of the homelessness legislation.

- This figure is broken down as follows:
 - Northampton – 57
 - Corby – 13
 - Daventry – 12
 - Kettering – 9
 - East Northamptonshire – 7
 - Wellingborough – 3
 - South Northamptonshire – 2
- A further breakdown of the analysis will be undertaken via the Chief Housing Officers Group to understand specific reasons for those becoming intentionally homeless and this will include the number and age of children in the household. The NSCB collects data on the number of initial contacts for 16-17 year olds reporting homelessness. The figure of Q1 2016/17 is 28 to 30th June 2016. A number of joint protocols are in place or being developed: A Housing Protocol for the assessment of 16 and 17 year old young people who present as homeless has been in place since November 2015 and whilst commonly used by partners. The Task & Finish group will review and update the Protocol by March 2017. Northamptonshire Housing Protocol for Care Leavers who are in need of housing and tenancy related support has been effective from 4th April 2016. A Joint Protocol between Northamptonshire County Council and Local Authority Housing Services to address the needs of intentionally homeless families with children is currently in draft format and is being driven by the Task & Finish group. A multi-agency case audit on young people facing homelessness is being undertaken on 23rd September 2016.
- Ongoing priorities for the Task & Finish group are:
 - To understand the data and the impact of homelessness on wellbeing.
 - To understand any deficits across the county.
 - To understand the scale of those facing homelessness with no recourse to public funds
- There is a lot of collaborative working and a lot of impetus to get the Protocol working well.

- A Homeless Family Protocol is being developed, along with a Pre Eviction Protocol and Care Leavers' Protocol. Good progress is being made
- Children's Services, NCC, and Housing and Wellbeing, NBC, are working closely regarding intentionally homeless families. There is a good working relationship. There is a multi-Agency approach. There is a need to look at preventative measures.
- Children cannot be allowed to sleep rough. If a young person is found to be sleeping rough, the appropriate action must be taken to make a referral through the MASH.
- Action is required to ensure that there are clear and robust procedures in place regarding families with no recourse to public funds.
- Legislation "Staying Put" is in place where a young person can stay in care, if in full time education until the end of the academic year that they are 18.
- New Legislation "Staying Close" means young people living in children's homes, and have to leave the accommodation at 18, will be placed in accommodation near to the children's home so that they can maintain links
- The majority of 18 year olds move into independent, supported accommodation. The accommodation has to be 100% suitable for the young person.
- The housing process is complex. It is a legal process that has to be followed. Individuals have to explain how they became homeless.
- Rough sleepers had increased by 20%
- The Night Shelter will open on 6 February 2017, 60 volunteers will be recruited and trained. A co-ordinator and an assistant for the Night Shelter have been recruited. Both have a wealth of experience in managing volunteers.
- The Night Shelter will be open every day until September 2018. There are different arrangements for women.
- People are placed in temporary accommodation outside the borough as there is genuinely no spaces within the borough.
- Rising private sector rents is a key reason for homelessness

Head of Revenues and Benefits, LGSS

Revenues and Benefits, as a service, supports the homeless agenda in a number of ways:

- There is a KPI specifically aimed at dealing with the most vulnerable people - 95% of all Discretionary Housing Payments (DHPs) are review within 14 days.
- The team reach out to NPH and other Housing Associations when there are additional funds encouraging them to get customers who may be struggling to apply.
- There is a fast track process to ensure claims that are subject to eviction are processed immediately
- The Housing & Wellbeing team have direct access to a Housing Benefit Team Leader. They review cases together discuss the issues and work through the best solution for the customer.
- The revenues and benefits service has a dedicated officer to liaise with 3rd sector partners and attend cross party meetings to better understand the wider picture and relay the Revenues & Benefits perspective. Specific meetings of note relevant to the review are:
 - a. Citizen Advice Bureau (CAB) & community Law Service (CLS) group
 - b. Northampton Agency Partnership (Multi agency forum)
 - c. Northampton Financial Inclusion Forum
- There is a regularly updated register of Stakeholders should communications or contact need to be made with specific bodies.
- LGSS chair a Welfare reform Steering group that involves key stakeholders from Northampton Borough Council, Northampton Partnership Homes, LGSS Revenue & Benefits and the Department for Work & Pensions. The group meet fortnightly to discuss upcoming reforms and their impact on individuals, services and finances working together to find mutually agreeable resolutions to the issues the reforms bring.
- When recovering monies owed rent and council tax and considered priority debts and debts are deferred where a customer can show they are already facing hardship that could lead to homelessness. 9. CAB & CLS are able to propose payment plans for customers based on the work they have done with the customer and their understanding the financial circumstances, the customer only has to go through a debt management process once and due to close

liaison with these organisation Revenues and Benefits are happy to accept their recommendations.

- There are various considerations and concessions made when a customer has been identified as vulnerable; these are broadly used when a customer is looking like they may lose their home.
- The service has both a discretionary discount scheme and write off policy that can be utilised should all other methods have been considered and rejected.
- All the Council Tax paperwork has reference to debt and getting professional debt advice, this is replicated on the website and the team are also encouraged to deliver this message when they encounter someone who may benefit from this type of support.
- The team are also empowered to look at other solutions to help customers by checking potential benefit availability or finding out why they haven't moved from a house they can't afford, clearly this has to be done with some sensitivity but it helps to form a picture of the customer, their circumstance and any potential vulnerability.
- The policy to charge Council Tax on empty homes and the premium charge on homes that have been empty over two years would be seen as an incentive to encourage individuals to place their properties back on the housing market.

Director of Public Health, Northamptonshire County Council

- The Public Health team commissions the drugs and alcohol services and through this work has specific services to support homelessness.
Homelessness – Drugs and Alcohol projects:
 1. PHaSE project run by Bridge – 20 housing units for recovering clients of drug or alcohol addictions [partnered with ORBIT Housing]
 2. Outreach worker working with homeless and street drinkers [following blue light – Alcohol Concern principles] working from the Bridge 3.
Work with NBC on the homeless strategy
- Nature of Homelessness Types of homelessness Although the term 'homeless' is often applied in everyday language to people who sleep rough, the legal definition is much broader, encompassing anyone who has no home in the UK or anywhere else in the world available to occupy. This not only

includes people without a roof over their head but people whose accommodation is insecure; those facing eviction, living in temporary accommodation, squatting, people at risk of violence, those housed in property potentially damaging to their health, and those who cannot afford their current accommodation. The range of circumstances denoting homelessness means that there are several categories of homelessness, defined and measured in different ways. These are outlined below. Statutory homeless Households deemed to be homeless, eligible for support from their local council and in priority need. Single homeless Those who are homeless but do not meet the priority need criteria to be housed by their local authority under homelessness legislation. They may live in supported accommodation, e.g. hostels and semi-independent housing projects, sleep rough, sofa surf or live in squats. They may also be referred to as non-statutory homeless. Vulnerably housed People without accommodation, people in temporary, insecure or poor quality accommodation including overcrowding, or those who are threatened with homelessness. Street homeless People sleeping rough. Hidden homeless People not recorded in official statistics, who tend to reside in squats, on the floors or sofas of friends and families, or sleep rough in concealed locations. People experiencing homelessness may move in and out of these categories as their circumstances change and their needs change accordingly. The only people who by law are entitled to be provided with housing are the 'statutory homeless' who meet the criteria for 'priority need'⁵. In these circumstances, local authorities have a statutory duty to find accommodation for the applicant. When homelessness applications are declined Causes of homelessness Shelter divide the causes of homelessness under three distinct categories these are

1. Personal causes of homelessness

2. Structural causes of homelessness are social and economic in nature, and are often outside the control of the individual or family concerned.

These may include:

- unemployment
- poverty
- a lack of affordable housing
- housing policies
- the structure and administration of housing benefit
- wider policy developments, such as the closure of long-stay psychiatric hospitals. These problems require long-term policy

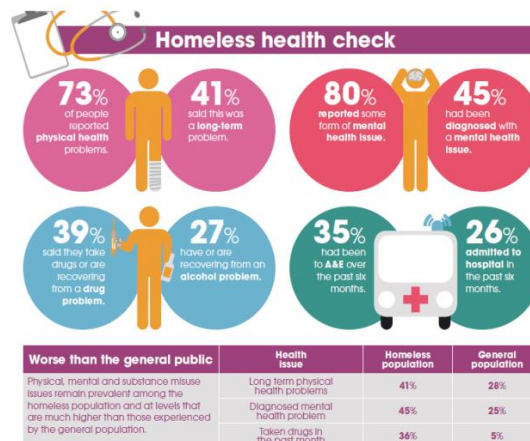
solutions such as changes in the housing benefit system, the building of more affordable homes, and ensuring that a wider cross-section of society benefits from the fruits of economic growth.

3. Reasons given by homeless people for being homeless. The three main reasons for having lost a last settled home, given by applicants for homelessness support from local councils are:

- parents, friends or relatives unwilling or unable to continue to accommodate them
- relationship breakdown, including domestic violence
- loss of an assured shorthold tenancy. However, these reasons are only the catalysts that trigger people into seeking assistance, and not the underlying issues that have caused the crisis to build up in the first place. For many people, there's no single event that results in sudden homelessness. Instead, homelessness is due to a number of unresolved problems building up over time. [1] Statutory homelessness statistics, CLG, 2008 Structural and individual factors are often interrelated; individual issues can arise from structural disadvantages such as poverty or lack of education. While personal factors, such as family and social relationships, can also be put under pressure by structural forces such as poverty. Extent of homelessness and rough sleeping
- A number of different personal and social factors can contribute towards people becoming homeless. These may include one or more of the following:
 - individual factors including lack of qualifications, lack of social support, debts - especially mortgage or rent arrears, poor physical and mental health, relationship breakdown, and getting involved in crime at an early age
 - family background including family breakdown and disputes, sexual and physical abuse in childhood or adolescence, having parents with drug or alcohol problems, and previous experience of family homelessness

- an institutional background including having been in care, the armed forces, or in prison. Tackling these problems is a complex business and normally requires support from public bodies, friends and family, combined with a lot of hard work from the individual or family in trouble. Public support might include intervention, advice, counselling, training or provision of alternative accommodation by a local authority where appropriate. However, in all instances Shelter believes these problems can be best resolved when the person or family in question has a decent and secure home.
- Public Health currently do not have enough intelligence and insight to determine the true extent of homelessness, however plan to do so through a homelessness needs assessment. Impact of homelessness on health, wellbeing Using information supplied by over 2,500 people, 'The unhealthy state of homelessness' report highlights the extent to which people who are homeless experience some of the worst health problems in society. The report uncovers the barriers many individuals face accessing treatment, as well as the impact of ill health on NHS A&E, hospital, mental health and substance misuse services. Homeless Link first published national data in it's 2010 Widespread ill-health report The new 2014 report makes clear that we are yet to see a real improvement in reducing the scale of health problems faced by those who have experienced homelessness. Those with experience of homelessness are also more likely to have unhealthy lifestyles, which can cause long term health problems or exacerbate existing issues. Analysis of the latest data found that 77% of homeless people smoke, 35% do not eat at least two meals a day and two-thirds consume more than the recommended amount of alcohol each time they drink. Despite 90% of those surveyed reporting they are registered with a GP, a significant number of homeless people report they are not receiving help with their health problems.

Diagram 1 below illustrates health problems experience by those who are homeless:



- In summary those experiencing homelessness of any sort have poorer access to health services and worse health outcomes.
- Public Health is planning to complete a Health needs assessment for homeless in 2017/18, this should contribute to the insight and intelligence required to inform future commissioning intentions for homelessness.
- A needs assessment would help to identify gaps. Further intelligence and insight could be provided through the providers of the service
- The Making Every Contact Count (MECC) is a programme to raise awareness and opportunistically delivery of consistent and concise healthy lifestyle information. Enabling individuals to engage in conversations about their health. People working with the homeless could be included as a group to train informing the wider workforce

Manager, Maple Access Centre

- The perception of the Maple Access Centre is that there is inadequate housing provision and also housing support in Northampton, with over-rigorous exclusion of the patients of Maple Access requesting housing.
- Homelessness and the threat of it destabilises patients with existing mental health problems and increased the workload of the Maple Access Centre
- There is lack of liaison between prisons and the Council, often patients are released from prison without anywhere to live, or these housing is reallocated where they were sentenced.
- Homelessness increases physical health problems too. Patients attend A&E more for example.

- Patients who are mentally unwell and are rough sleeping are vulnerable and at risk of physical and sexual assault on the streets.
- Medical and psychological therapeutic treatments have limited success until a patient is adequately housed.
- Support, services and assistance that is available to homeless, including rough sleepers:
 - Oasis House, Hope Centre, No Second Night Out, Jesus Fellowship, Salvation Army, Maple Access GP Service.
- The homeless service is difficult to access. Homelessness and rough sleeping can only be reduced by the provision of housing.
- The Maple Access Centre is open access and on the day appointments for patients to address physical and mental health problems at the surgery. There are 3 x weekly sessions at Oasis House with a Mental Health Nurse and Clinical Support Co-Ordinator, outreach visits, mental health team and support worker, weekly clinic with GP with Special Interest in complex mental health needs and substance misuse.
- The Maple Access Centre records homelessness as no fixed abode (NFA) and as of 24 November 2016, this was 218 patients registered in this way. This figure underestimates the extent of homelessness as many patients are “sofa surfing” and have “care of” addresses.
- Patients with severe psychological problems or addictions are often barred from services as their behaviour can be very challenging and anti-social.
- Homeless people are vulnerable and need advocacy via sympathetic and accessible outreach workers.
- In the opinion of staff at the Maple Access Centre, homelessness has increased since the DWP Benefit Reforms. Some patients are incorrectly completing medical assessments and losing their benefits.
- There is awareness of services, assistance and support available to people who are homeless but there is a lack of services and inadequate support to cope with the volume of homelessness in Northampton.
- Members of the public and agencies are frustrated, little is done for homeless people.

General Manager, Hope Centre

- The Hope Centre does not cover homelessness amongst those with statutory entitlement.
- Homelessness is complex and there is no single group of people with common characteristics who are homeless in fixed circumstances. Their

circumstances are often fluid. It is most important that homelessness is not conflated in the minds of either policy makers nor the public with rough sleeping as these are different things. The Hope Centre estimates that at any one time, based on the numbers attending the centre, that there are up to 200 people who are single or couples without children who are homeless in the broadest sense at any one time.

- Homeless people vary from a core of regular rough sleepers – perhaps up to 35, with a further group of up to that 200 total who whilst generally not street homeless, may include some who will sleep rough from time to time, as circumstances arise. In the main this wider group are sofa surfers, staying with others, but between such places and after rows etc some people will sleep rough for short periods, sometimes just for a night. Therefore although on a specific night the numbers may be no more than 15-20 counted, this masks a much larger number of people who are functionally homeless in the sense of not having anywhere permanent to live, nor the means to get housing, who will dip in and out of street homelessness.
- Causes are similarly wide. Street homelessness is often associated with problems like mental ill-health and substance misuse and up to 80% of all street homeless are substance misusers, sometimes with very significant problems. However the degree to which the one causes the other are variable, with the life on the street always accentuating previous, less entrenched substance use, to the degree it is not easy to generalise. However amongst longer term street or sofa surfer homeless, substance misuse and mental health issues are hugely prevalent.
- About 20% of the Hope Centre service users are Eastern European and they have a similar pattern of demography and behaviour, but are nearly all men.
- Many of these bouts of substance misuse are in turn brought on by relationship breakdown, by redundancy or unemployment, which start a spiral towards homelessness, especially in men who make up $\frac{3}{4}$ of the 200 total (a quarter of whom are under 25). Other factors include the bedroom tax, as parents have nowhere to put up children; the unavailability of social or affordable housing, landlord practices (evictions to raise the rent, unwillingness to keep people in housing who have lost their jobs or let to them in the first place), and the stagnation of wages against housing costs. Many of these causes are rooted in successive policies of government of all types who have failed to take a strategic approach to housing which fails to make available enough affordable housing with support. Support is crucial and Hope does not support a simplistic Housing First approach which implies that support is not needed for the client group described above. People need support to stay and survive in tenancies.

- The effect of homelessness in the broad sense I have described above is well known; homeless people have poor mental and substance health, poor physical health, malnutrition, poor teeth, poor eyesight (both by inattention, substance misuse and diet) poor foot health, lice and poor health from smoking. Whatever their state when they became homeless, without help these problems magnify and entrench them in homelessness, along with offending too, and for some women, sex work. Their confidence to seek work and keep work is massively eroded making their chances of getting it or keeping it slimmer.
- Hope does not supply housing nor offer supported housing. Other providers offer this, such as NAASH, Mayday, CAN (Richmond Fellowship) etc. There are also various religious organisations that provide street outreach to people on the street and also a couple of other centres that offer food, like the Jesus Centre. The Maple Access clinic offers mental health and some substance misuse help specifically for the client group
- Hope offers two areas of support: a day centre and support to get training and work.
- **The day centre:** Each year the Hope Centre sees over 1000 individuals within its day centre, on average seeing about 100+ people each day. They are largely single adults and couples: staff do not work with young people under 18 in the day centre although about a quarter of its service users are 18-25. Not all are homeless; many have been housed but come to us for continuing support, which helps prevent future homelessness, alongside work to get people housed.
- Each month the Hope Centre provides around 1400 meals, 3,500 cups of tea and coffee, 700 hours of computer access, 350 hot showers and around 300 items of clothing (all provided with donated food and clothing).
- Daily activity and educational workshops are run, which help staff to engage in different ways with its clients, such as Cookery sessions, Art and Creative Writing classes, gardening at the community gardens, as well as practical support such as free access weekly to a Chiropodist and hairdressing. We are based in Oasis House, within short walking distance of the town centre and nearby railway station. This is a purpose built centre, opened in May 2012 with the aim of providing a co-ordinated support service to help the homeless and disadvantaged in Northampton. We work with a number of other agencies e.g. Northampton Borough Council, Midland Heart, NAASH, Maple Services (local authority, social housing provider, supported accommodation provider and GP surgery respectively) all based within the building to ensure we can provide 'wrap-around' care service to its clients.

- Each day, staff provide support to around 100 vulnerable and disadvantaged people. These individuals come to us destitute and broken, individuals who for a range of reasons are leading chaotic lives, characterised by offending, homelessness, drug abuse and long term unemployment. We work with hundreds of people each year who have learning difficulties but who have never been assessed or received the support they need.
- As a day service, the Hope Centre makes a huge impact in terms of addressing the immediate needs of its service users – The Hope Centre can provide hot showers, a decent meal, and access to a dentist, podiatry, befriending and encouragement. By working with people at risk of more serious street homelessness, and overcoming their problems, staff act to prevent homelessness and minimise harm. Staff help people access accommodation and support them through into getting and settling into a home, such as classes on how to buy food and cook a meal. Although not funded to do so, our staff and volunteers help people to maintain those tenancies with support through our day centre, and skills, confidence and work related activity.
- **Training and Work:** Whilst our day care support is incredibly important and necessary, staff work hard to enable service users to achieve a long term and sustained recovery and escape acute poverty and homelessness. The Hope Centre has adopted a simple slogan to say what the Hope Centre does : offering a hand-up, not a hand-out.
- Staff help the clients to access support for the complex health related issues, particularly drugs, alcohol, gambling and mental health, that prevent them getting work. This comes through developing referral links to substance misuse services, but also through accessing funding to provide some of these services itself. However, the Hope Centre does not see itself as a therapeutic service providing a high degree of counselling and therapy. Rather, the Centre deploys counselling skills to motivate people to access such services elsewhere, and through providing activities, offer 'therapy' in a looser sense through diversionary and relaxing activities, including its gardening projects and reflexology; and more practical support to help people get jobs, focused on improving their confidence and skills.
- The most effective means of moving out of destitution is through employment, and the Hope Centre sees itself as playing an increasing role within this sector, building on its pedigree as a social enterprise and its Big Lottery funding.
- The Big Lottery grant provides the Hope Centre with five years of funding to develop a pathways to independence project, identifying people who could benefit from work to help them get work ready, finding them training,

volunteering, work experience or actual jobs, and then supporting them within those jobs to avoid failure. Staff work closely with local businesses to support this project and to provide opportunities, and through its related social enterprise, staff are able to directly provide work to clients as part of their rehabilitation.

- **Pathways to Independence Project.**

- This is a transformational programme, funded by the Big Lottery over five years, which seeks to support individuals with complex and multiple needs on a path towards recovery, economic and social independence and resilience.
- Individuals begin the programme receiving low-level support to deal with their immediate needs – a hot shower, a change of clothes, a cup of a tea and a chat with a befriending volunteer. The aim at this stage is to engage and build trust, encouraging individuals to keep visiting the centre and develop the confidence to participate in activities.
- Those who are ready to participate in more formal support will be provided with weekly keyworker sessions, where their needs and goals will be assessed and a support plan developed with them. It is through these sessions that their support will be directed, with the keyworker making appropriate referrals to external specialist provision and facilitating the individual's inclusion on its wellbeing and learning programmes where they will receive the support they need to address issues relating to mental health, addiction and personal care alongside confidence building and soft skills development through activities such as arts and craft, creative writing, IT and sports.
- As each individual progresses, they will be supported to undertake more structured and work focused personal development activities. These will include volunteering in its programmes and for those ready to take up the challenge, undertaking training with its social enterprise, Hope Enterprises, or with other supportive local businesses.
- The ultimate aim of its programme is to have enabled its service users to have moved closer to or into employment. Staff know that this will be easier for some than others, and for some people, moving into a regular volunteering role is more achievable and desirable. Success will look and feel different for each individual, and they will experience many intermediate outcomes before they move into the destination of their choice.
- The Hope Centre operates a related social enterprise which gives skills, training and work to people leaving its services and also those from other services who are looking for training. This provides two trades: catering and

tool repair. In catering people receive up to Level 2 catering training (City and Guilds). In tool repair people are placed for a four week block where they learn to repair, recycle and sell garden tools. In a year the Centre has trained up to 100 people.

- In the past the SWEP protocol has meant that in successive nights of extremely cold weather the day centre opens at night to provide immediate, basic care for very short periods. The Hope Centre is not sure how this will be affected by the new night shelter. It has not been discussed.
- The rough sleeper count is a snapshot of people visible on that night but it fails to identify the larger numbers of people who are effectively homeless .
- The Hope Centre works closely and co-operatively with all other charities working in this field, with substance misuse agencies and with the Maple Access GP service.
- There is a shortage of suitable hostel provision and staff believe the Centre could be funded to do more work with street drinkers who are homeless from substance misuse funding. More detoxes need to be available and rehabilitation.
- There is a need to do more with young people at risk of becoming part of the 200 group above prior to the point they enter this, which the Hope Centre would be interested in working on. The same is true of offenders in custody. Prison and Probation services link very badly with services outside, an historic, national problem that has never been solved.
- More can be done to prevent tenancies breaking down. Hope staff provide support for some people in this category but could do more if funded. Some supported housing provision could be improved to reduce breakdowns and renewed homelessness. These services are not well integrated- for example the Hope Centre has training places available, which would help people stabilise in new tenancies and in treatment, for example but get few referrals from such services.
- It needs to be ensured that the general public is made aware through more campaigns when it is appropriate and how to help this client group..
- Homeless people do not need education about available services. The client grapevine flawlessly lets people know what is available
- Of the 100 people a day that come to the Hope Centre, approximately 30 say that they have slept rough. There is a need to understand the difference between not-housed (including so-called sofa surfers) and rough sleepers.

- Sometimes the only way that rough sleepers can keep warm is by drinking a lot of alcohol; some do this.
- The Hope Centre provides a range of services including food, shelter, clothing, haircuts, and foot care.
- A national funded project is in operation that trains clients.
- The Hope Centre works closely with the Maple Access Centre.
- An Outreach Service is provided by NBC. These officers are the prime link to the Street Community, as are the Community Wardens and the Police.
- Just because an individual is sitting in a shop doorway it doesn't necessarily mean they are always homeless. The Outreach Workers regularly come into contact with Rough Sleepers, many of which are known to staff at Oasis House. When intelligence is received it is always acted upon.
- Housing an individual is just part of the solution, organisations such as the Hope Centre provide assistance and support.
- It is crucial that vulnerable people are housed with supportive housing.

Manager, NAASH

- Homelessness has many causes some we have encountered are: a change to benefits with sanctions, PRS landlords selling houses, relationship breakdowns due to addictions, lack of PRS, customers with Complex needs unable to maintain a tenancy, crack house closures, accrued rent arrears.
- Large amounts of EUs sleeping rough with no recourse, no specific support to access documents, support back to work (as what used to happen).
- Rough sleepers from other areas sleep in the borough as there is no provision in their own LA for non priority homeless or substance misuse services. Northampton has these services.
- Organisational concern that rough sleeping has become underground, although not visual in town centre many sleeping where not seen / outside of town centre.
- Rough sleeping has a negative effect on both physical and mental health. If customers are not picked up in a timely manner their wellbeing deteriorates and they can also become used to rough sleeping and therefore difficult to engage and house. The longer someone rough sleeps the worse any addiction gets and also high percentage gain another addiction. Rough sleeping is very unsafe for anyone numerous rough sleepers have been assaulted, abused and bullied. The longer someone rough sleeps the more complex their needs become
- NAASH provides the support within Oasis House and subsidises this service to ensure a high level of support is provided to each customer. NAASH works

as an advocate for the customers and partnership works with the landlord to sustain their tenancies and address any issues which have prevented them from maintaining a tenancy previously.

- NAASH manages a no second night out service which has 11 beds in a manned project and an additional 51 units of accommodation within Northampton, to whom 2 tenancy sustainment officers are allocated to the units. NAASH recently leased 14 properties from a private landlord who was going to sell them and evict the tenants. NAASH took on the tenants along with the properties. These customers have a mix of issues including substance misuse, mental health, no access to LA housing register, rent arrears, workers with no deposits for PRS, couples who cannot access other supported housing projects, customers with no recourse can be taken in for a fixed period to enable them to find work, those evicted from other NAASH projects (where the risk is manageable)
- NAASH initially subsidise the rents for workers on low income and assist them to access affordable long term housing, NAASH has a budget to undertake community events to benefit both the community and give customers a sense of purpose. Gardening and clearing projects have been undertaken in local church grounds regularly,
- NAASH currently NAASH works closely with the Police to reduce ASB and street drinking from its customers, S2S to engage those with an addiction, The Bridge Substance Misuse Programme to enable customers to fill their time productively, The Police / probation to refrain customers from street drinking, offending, private rented landlords to provide additional properties where needed, NPH to access long term housing for those eligible
- NAASH regularly moves customers around the services to prevent eviction and ensure appropriate placements are completed.
- NAASH has also worked to house customers on release from prison where they had accessed services before their sentencing.
- NAASH uses their ability to move people around their services to ensure a timely placement is offered. NAASH works in partnership with a local GP surgery, who provides both mental health and physical support on site at Oasis House for all NAASH customers to use. This GP surgery also supports NAASH staff within their work, this enables NAASH staff to refer in at an early opportunity for concerns around someone mental health, physical health or substance misuse.
- NAASH has contact within the PRS and supports landlords who in turn provide some accommodation to the customer group NAASH deals with. NAASH is working with PRS landlords to encourage more to work in partnership and hopefully provide additional accommodation / move on from the hostels.

- NAASH is proactive around exclusions with its customers living within its No second night out project to prevent evictions. This enables customers to keep their tenancy but gives flexibility to staff to prevent anyone in an unmanageable state from entering the manned project.
- Anyone who has been in NAAH services are made aware that they can always access for advice at any point.
- There is a gap where someone has complex needs as hostel environments' are not conducive to their support needs.
- More outreach during the day and night and clear information given on what is provided where. Information posters at strategic points in the borough
- NAASH is an active part of Killing with Kindness held yearly in the town centre. NAASH undertake public education around this alongside the Police and NBC

Chief Executive, HealthWatch Northants

- There had been a lot of pressure on HealthWatch recently. He went on to advise that a draft report was currently available and when in final format it would be sent to the Scrutiny Panel for its information.
- As part of its evidence gathering, HealthWatch spoke with 25 homeless people of which 9 were from Northampton. They also spoke with five support Agencies and the Hope Centre. A lot of positive comments were received.
- The draft report recognises the value of the Hope Centre, access to Mental Health and other signposting. It was felt that provision in Northampton was very good, in fact a lot better than elsewhere in the county.
- A number of rough sleepers sleep during the day as they feel safer, but by doing this they can miss out on food. Mental health is an issue. 70% of all clients sleep rough. Alcohol use is a barrier to accessing mental health support.
- The draft report consists of a number of recommendations around:
 - The appointment of assertive outreach workers to avoid the duplication of provision of service
 - Surgeries should be on a theme basis, for example, dental provision model
 - A community psychiatric nurse is based in the Night Shelter.
 - Alcohol and drugs support services for homeless people is holistic. Homeless people interviewed confirmed they want to be treated holistically.

4 Desktop Research

4.1 Desktop research was undertaken regarding organisations and Local Authorities noted for their best practice procedures in tackling homelessness.

SHELTER - Homelessness: Early Identification and Prevention - A Good Practice Guide (2007)

4.1.1 SHELTER reports that its guide aims to assist local authorities and local agencies in their ability to identify people who are at risk of becoming homeless. The guide highlights current good practice examples of how to identify these vulnerable groups and individuals, and offer support to prevent homelessness occurring.

4.1.2 It is reported in the Guide that there are a number of groups that research, over many years, has identified as being at a greater risk of homelessness than the general population. These include:

- Young people
- Care leavers
- Ex-offenders
- People with mental health problems
- Refugees
- Gypsies and Travellers (housed and on sites)
- People with drug or alcohol addictions
- People leaving hospital
- Ex-members of the Armed Forces

4.1.3 The Guide also provides details of good practice undertaken by Local Authorities.

Homeless Link – Transatlantic Practice Exchange (2014)

4.1.4 Homeless Link published a report in 2014 that details reports from 10 frontline professionals on an international exchange of knowledge and practice.

4.1.5 The report details that exchange took place between May and July 2014 with participants spending up to two weeks on placement with their hosts and other local organisations.

4.1.6 The report states that the nature of public services is changing and the perception of and the public value that they create is being challenged. Welfare Reform, funding changes, increased localism and changing demographics have produced significant challenges to the way things are done.

DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT – MAKING EVERY CONTACT COUNT (2012)

4.1.7 It is reported that the aim of the report is to make sure every contact local agencies make with vulnerable people and families really count:

- Tackle troubled childhoods and adolescence – through interventions to turn around the lives of the most troubled families, and by promoting innovative approaches to youth homelessness
- Improve health – including improving outcomes for homeless people with dual drugs/alcohol and mental health needs
- Reduce involvement in crime – Support to Police and Crime Commissioners, improving offender access to private rented accommodation
- Improve skills, employment and financial advice – new housing demonstration projects helping claimants budget and manage rent payments
- Pioneer social funding for homelessness

The report details ten challenges for Local Authorities.

4.1.8 Full details of the desktop research undertaken are provided at Appendix C.

5 Site Visits

5.1 The Chair of the Scrutiny Panel, together with members of the Scrutiny Panel, Housing Officers and the Scrutiny Officer.

5.2.1 Site visits were scheduled :

- Two representatives of the Panel to visit the Hope Centre based at Oasis House
- Representatives of the Scrutiny Panel to visit a variety of temporary accommodation around the borough

5.2.2 HOPE CENTRE

5.2.1 Councillors and Officers visited the Hope Centre on Monday, 12 December 2016 between the hours of 10am and 11:30am. .

5.2.2 Councillors visited the day centre and observed a number of clients eating breakfast. Porridge is provided free of charge, as are cups of tea. Should individuals require a cooked breakfast a small charge is made. There is also a small charge for cereals.

5.2.3 Lunch is also provided at the centre. There is a small cost for the lunch. Individuals can also use the showers.

5.2.4 Clothes are donated and individuals can buy items for a small cost. There is a real need for underwear.

5.2.5 Various groups and sessions are put on during the day such as foot care, cookery, art, life skills, sport, Internet café (free of charge for 90 minutes use).

5.2.6 Councillors also visited Hope Enterprises. Hope Enterprises is a social enterprise and community interest company set up by Northampton's Hope Centre, a charity, with more than 40 years' experience working with the town's homeless, poor and excluded.

5.2.7 Through giving training and work, at a fair rate of pay, in a supportive environment, we help people to re-join society and stand on their own two feet

5.2.8 Hope Enterprises has three elements: -

Hope Catering - contract catering and buffets for business meetings, parties and events.

Hope Tools - a recycling and training social enterprise, refurbishing second-hand garden tools

Hope PAT Testing - routine safety checking for all electrical appliances

5.2.9 Councillors had sight of the refurbished tools that had been refurbished by Hope Tools. Staff work alongside Hope Centre clients to recycle and refurbish tools and build products for gardens.

5.3 TEMPORARY ACCOMMODATION

5.3.1 On Wednesday, 14 December 2016 between the hours of 2pm and 4pm, Councillors, along with Officers, visited a variety of temporary accommodation.

5.3.2 The site visit started with a visit to one of the units at County Chambers in the town centre. Councillors met with a woman who was temporarily living here. The flat was airy and spacious. It had one bedroom with two single beds and bed settee in the lounge area. She had been at the flat since August 2016 and had recently bid successfully for a property. Councillors were informed that on one occasion the woman had observed a rough sleeper sleeping inside the doorway of the shop next to the temporary accommodation. The Management Team at County Chambers are aware and are monitoring the situation, individuals temporarily residing at County Chambers have been advised to ensure that the main access door is kept closed.

5.3.3 The site visit then went to an 8 bed and breakfast property in Abington. The proprietor will only take couples and families. The property is spacious. Three of the rooms have the provision of an en-suite and there are also two shared bathrooms and a kitchen that can be used. Free Wi-Fi is provided.

5.3.4 The site visit went on to a recently acquired temporary accommodation flat in Blackthorn. It had been recently decorated and furnished. The flat has one bedroom, with two single beds. The lounge area has a sofa along with a dining table and chairs. The kitchen had been recently refurbished which consisted of Electric Cooker, Washing Machine and Fridge, the bathroom consisted of a bath, over bath shower, toilet and wash basin.

5.3.5 The site visit concluded by driving to another location observing a couple of houses that are designated temporary accommodation, from the outside.

6 Community Impact Assessment

6.1 This Scrutiny Review investigated how the Borough Council and its partners prevent homelessness and respond to those without homes in the borough.

6.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.

6.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.

6.4 Any recommendations regarding homelessness would consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments are integral to any reports including actions plans.

6.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

7 Conclusions and Key Findings

7.1. After all of the evidence was collated the following conclusions were drawn:

Causes of homelessness

7.1.1 Evidence received highlighted Homelessness takes many forms and, although people who are sleeping rough on the streets or living in temporary accommodation are literally homeless, people do not need to be roofless to be classified as 'homeless'. Someone who is sofa surfing or living in unreasonable conditions, for example, may still be 'homeless', and someone who is likely to become homeless within the next 28 days may be treated as being 'threatened with homelessness'.

- 7.1.2 There are many reasons why people become homeless. In Northampton, the main causes of homelessness are as follows:
- Termination of an Assured Shorthold Tenancy (AST) because the landlord wants to sell the property or let it to someone else who is able to pay a higher rent;
 - Relationship breakdown (violent / non-violent); and
 - Family or friends no longer able or willing to accommodate.
- 7.1.3 Other causes of homelessness include illness, bereavement, the loss of employment, a sudden reduction in income, harassment and unlawful eviction, tenancy breakdown, unmet support needs, mental health problems, substance misuse, leaving prison or hospital in an unplanned way, and difficulty in accessing private and social housing.
- 7.1.4 Homelessness can have a significant impact on people's health, wellbeing and personal safety by:
- Disrupting schooling, healthcare, employment and support networks;
 - Placing a strain on budgets (meals, transport, removals and storage);
 - Limiting space and privacy (affects relationships, friends and homework);
 - Causing a deterioration in physical and mental health;
 - Reducing self-esteem, confidence and personal hygiene;
 - Increasing isolation and the risk of physical assault; and
 - Increasing the misuse of alcohol and drugs.
- 7.1.5 The Scrutiny Panel emphasises that homelessness can happen to anyone and an individual does not have to be roofless to be homeless.
- 7.1.6 Homelessness can be damaging on people's health and wellbeing. Help and assistance is available from a number of Agencies. The Scrutiny Panel welcomed the work that is ongoing regarding the 'TOGETHER we change lives' strategy for ending the need for people to sleep rough in Northampton.
- 7.1.7 The Scrutiny Panel highlights the fact that, just because someone is sitting in a shop doorway with a sleeping bag doesn't necessarily mean they are homeless. Evidence received highlighted the fact that most of the people who are begging in Northampton are not homeless; most are living in supported

housing or social rented housing, and some travel into Northampton from other areas. The Scrutiny Panel felt that if non rough sleeping beggars could be tackled, it would help rough sleepers.

7.1.8 The Government prescribes the way in which Rough Sleeper Counts and Estimates are carried out, and people who are staying in shelters, hostels and squats are not included in the figures.

7.1.9 The Scrutiny Panel was pleased to note that the Police have a good relationship with rough sleepers and the agencies that are helping rough sleepers to come off the streets.

Multi Agency working to support homelessness and rough sleeping

7.1.10 The evidence received highlights the good work that is being undertaken by Authorities and organisations and there is a need to ensure there is no duplication of efforts. Joint working and multi agency working is key in tackling, preventing and reducing homelessness and rough sleeping.

7.1.11 The Scrutiny Panel was pleased to hear that, in July 2016, the Northamptonshire Safeguarding Children Board, together with partners, convened a Task and Finish Group in order to gain a clearer understanding of the activity that is being undertaken in Northamptonshire to support families and young people who are facing homelessness.

7.1.12 The Scrutiny Panel felt that there is a need for the Council to produce an advisory leaflet (that can be distributed to all agencies and services) which sets out very clearly how the homelessness and housing advice services are organised and managed in the borough and how people can access them. This will make it easier for customers, but also the groups that refer them.

Health and Wellbeing of homeless people, including rough sleepers

7.1.13 Rough sleepers can be very vulnerable and have complex needs. Many have (or have previously had) substance misuse issues, mental health problems and/or suffered a traumatic childhood.

7.1.14 The Scrutiny Panel welcomed the establishment of the Emergency Nightshelter and the fact that this winter's severe weather project (known as SWEF) will operate from the building (for men only).

7.1.15 Those experiencing homelessness of any kind have poorer access to health services and worse health outcomes.

7.1.16 As part of its evidence gathering, the Scrutiny Panel received preliminary details regarding the findings of the HealthWatch report. The Scrutiny Panel welcomed the HealthWatch report and the precis of the recommendations contained within it. The Scrutiny Panel recognised that a number of rough sleepers sleep during the day as they feel safer, but by doing this they can miss out on food, accessing support services and gaining assistance. The draft report consists of a number of recommendations:

- Assertive outreach workers should be appointed in order to avoid unnecessary duplication of services
- Surgeries should be theme based, like dental provision
- A community psychiatric nurse should be based in the Nightshelter.
- Alcohol and drugs support services for homeless people should be holistic. The homeless people who were interviewed confirmed that they want to be treated holistically.

Effects of homelessness

7.1.17 Evidence presented to the Scrutiny Review highlighted the effects of homelessness:

- Disruption of schooling, healthcare, employment and support networks
- Lack of space and privacy (affects relationships, homework and friends)
- Reduced self-esteem
- More financial strain (meals, transport, removals and storage)
- Physical / mental health
- Self-esteem, confidence and personal hygiene

- Isolation, risk of assault, loss of support networks
- May abuse alcohol and drugs
- May commit petty crime / anti-social behaviour
- Nowhere safe to store personal possessions

Temporary accommodation

7.1.18 The Scrutiny Panel was concerned that, sometimes, families that are placed in temporary accommodation outside of the borough. By placing families in temporary accommodation some distance from their children's schools, and expecting families to meet the transport costs, it puts additional financial burdens on the family. Although there is a severe shortage of temporary accommodation in Northampton, every effort needs to be made to ensure that anyone who is placed in temporary accommodation outside of the borough is brought back to Northampton as soon as possible.

7.1.19 The Council's temporary accommodation includes self-contained council housing, self-contained privately managed housing and Bed & Breakfast.

7.1.20 Evidence received detailed that on 11 January 2017, Cabinet approved the establishment of Guildhall Residential Lettings, an in-house social lettings agency. The social lettings agency will manage and let properties that are leased by the Council or owned by individuals and businesses. If landlords want to manage the property themselves, it can find them suitable tenants.

7.1.21 The Housing & Planning Act 2016 strengthens local authority powers to tackle criminal, rogue and irresponsible landlords with the introduction of Banning Orders, a tougher 'fit and proper person' test and Civil Penalties of up to £30,000, together with changes to Rent Repayment Orders. The Scrutiny Panel supported the establishment of the Guildhall Residential Lettings, an in-house social lettings agency.

7.1.22 Whilst undertaking site visits to temporary accommodation in the borough, the Scrutiny Panel was pleased to note the high quality accommodation that was offered. One bed and breakfast accommodation in particular provided free Wi-Fi which was felt to be an important facility to be offered.

Extent of homelessness and rough sleeping in the borough

7.1.23 Evidence received showed that as of July 2016, homelessness in Northants consisted of 705 homeless acceptances in 2015/16 (up 28% on 2014/15.) As

of July 2016, homelessness in Northampton consisted of 321 homelessness acceptances in 2015/16 (up 11% on 2014/15). This is consistent with the Government findings¹ that homelessness in England has increased since 2010. The 2015/16 financial year saw acceptances increase by a further 6% on 2014/15.

8 Recommendations

- 8.1 The purpose of the Scrutiny Panel was to review how the Borough Council and its partners prevent homelessness and respond to those without homes in the borough. Scrutiny Panel 3 therefore recommends to Cabinet that:

Multi Agency Working

- 8.1.1 The Council undertakes a comprehensive review of homelessness in the borough and develops a new 5 year Homelessness Strategy that is designed to substantially reduce the number of households that become homeless and the number of homeless families that are living in temporary accommodation.
- 8.1.2 The Council establishes a Homelessness Strategy Implementation Group to direct, co-ordinate and monitor the action that the Council and its partners take to tackle, prevent and reduce homelessness in the borough.

Improving access to homelessness services

- 8.1.3 The Council publishes an information leaflet, (electronic, paper base and in languages commonly known to be spoken by rough sleepers), for distribution to all Agencies, services and more widely available to members of the public, which sets out very clearly how its homelessness and housing advice services are organised – together with details of the services provided by other organisations and services – and how people can access them.
- 8.1.4 A comprehensive review of rough sleeping services is carried out to ensure that all services are operating efficiently and effectively, and that there is no unnecessary duplication of effort between the Nightshelter, the Hope Centre, Oasis House, NAASH and other services.

¹ Department of Communities and Local Government – Statutory homelessness and prevention and relief, April to June 2016: England

- 8.1.5 A Homeless Forum is established that engages with other statutory and non-statutory Agencies.
- 8.1.6 The Council carries out an annual review of rough sleeping in the borough that goes beyond the limitations of the Statutory requirements, for example personalised Development Plans are produced for each rough sleeper and that these continue to be implemented even after they have moved into permanent housing.
- 8.1.7 There is active and meaningful involvement of individuals who have lived experience or service users with the development and delivery of services, and the implementation process.
- 8.1.8 The Council considers its approach to assisting individuals with multiple and complex needs.

Improving access to health services

- 8.1.9 The existing arrangements for meeting the health needs of homeless people (including rough sleepers) are reviewed and strengthened – informed by a Health Needs Audit - to ensure that rough sleepers and people who are living in temporary accommodation are not only aware of, but are also helped to connect with, local support services.
- 8.1.10 Details of the medical advice and treatment available to people who are homeless and/or sleeping rough – at various locations, including Maple Access and Oasis House – are communicated to all organisations and services in order that they can be shared with people who are homeless or at risk of becoming homeless.

Temporary accommodation

- 8.1.11 The Council develops an ambitious plan, using SMART outcomes, for minimising its use of Bed & Breakfast accommodation and out-of-borough temporary accommodation.
- 8.1.12 The Council works imaginatively and collaboratively with Northamptonshire County Council, and other Agencies and organisations, to provide more

support for homeless families in temporary accommodation and mitigating any adverse effects on the families' finances and the children's schooling and healthcare.

8.1.13 All nightly-purchased temporary accommodation that is used by the Borough Council should provide free Wi-Fi facilities.

Overview and Scrutiny Committee

8.1.14 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

8.1.15 It is recommended to the Overview and Scrutiny Committee that when monitoring takes place, a previous service user is asked to attend the meeting to provide information.

Appendices



Appendix A

OVERVIEW AND SCRUTINY

SCRUTINY PANEL 3 - HOMELESSNESS (PRE DECISION SCRUTINY)

1. Purpose/Objectives of the Review

- Pre-Decision Scrutiny: To review how the Borough Council and its partners prevent homelessness and respond to those without homes in the borough

Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by Northampton Borough Council (NBC), partnerships, statutory and voluntary organisations to address homelessness
- To assess the extent of homelessness and rough sleeping in the borough assess the initiatives currently in place to tackle homelessness
- To examine the Council's Severe Weather Provision
- To gain an understanding of the effect on the health, wellbeing and the safety of homelessness people, including rough sleepers
- To gain an understanding of the causes and barriers to support homelessness
- Identify any specific groups that are not accessing services

2. Outcomes Required

- To reduce homelessness in the borough of Northampton
- An understanding of the local authority homelessness role and the services provided in Northampton
- A review of existing homelessness services in Northampton, in order to assess their quality and effectiveness and identify any significant gaps in service

3. Information Required

- Background data
- Background reports
- Best practice data
- Desktop research
- Evidence from expert internal witnesses
- Evidence from expert external witnesses
- Site visits (if applicable)

4. Format of Information

- Background data, including:
 - Presentation to set the scene: To identify the prevalence of the problem locally
 - Relevant national and local background research papers
 - Definitions – Homelessness and Rough Sleepers
 - Homelessness Legislation
 - Causes of Homelessness, including Rough Sleeping
 - Relevant Council Policies and Strategies
 - Statistics:
 - Rough sleeper data
 - Homelessness data
 - Relevant Legislation:
 - Welfare Reform Act 2012
 - Localism Act 2011
 - Homelessness Act 2002
 - The Health and Social Care Act 2012
 - Relevant published papers on homelessness and rough sleeping
- Best practice external to Northampton
- Internal expert advisors:
 - Cabinet Member for Housing, NBC

- Housing Options and Advice Manager, NBC
 - Head of Revenues and Benefits, LGSS
 - Cabinet Member for Community Safety, NBC
 - Chair of the Community Safety Partnership (CSP) and the Community Safety Team
 - Case Managers, Anti-Social Behaviour Unit
- External expert advisors:
 - Head of Protecting Vulnerable Persons, Northamptonshire Police
 - Director of Public Health, Northamptonshire County Council
 - Manager, Hope Centre
 - Manager, Maple Access
 - Manager, NAASH
 - Drug and Alcohol Challenge Officer, the Bridge
 - Operations Manager, Midland Heart Housing Association
 - Service Manager, Salvation Army
 - Chief Executive, Central Northamptonshire CAB
 - Emmaus, Homelessness Charity
 - Shelter
 - Crisis
 - Healthwatch Northamptonshire
 - Site visit to temporary accommodation(s) and Oasis House

5. Methods Used to Gather Information

- Minutes of meetings
- Desktop research
- Site visits
- Officer reports
- Presentations
- Examples of best practice
- Witness Evidence:-
 - Key witnesses as detailed in section 4 of this scope

6. Co-Options to the Review

- Senior Officers, Chartered Institute of Housing (CIH) and Homeless Link to be approached suggesting that they are co-opted to this Review for its life.

7. Community Impact Screening Assessment

- A Community Impact Screening Assessment to be undertaken on the scope of the Review

8. Evidence gathering Timetable

May 2016 – March 2017

- | | |
|-------------------|-------------------------|
| • 26 May 2016 | - Scoping meeting |
| • 21 July | - Evidence gathering |
| • 22 September | - Evidence gathering |
| • 24 November | - Evidence gathering |
| • 26 January 2017 | - Evidence gathering |
| • 30 March | - Approval final report |

Various site visits will be programmed during this period, if required.

Meetings to commence at 6.00 pm

9. Responsible Officers

Lead Officer	Phil Harris, Head of Housing and Wellbeing
Co-ordinator	Tracy Tiff, Scrutiny Officer

10. Resources and Budgets

Phil Harris, Head of Housing and Wellbeing, to provide internal advice.

11. Final report presented by:

Completed by March 2017. Presented by the Chair of the Panel to the Overview and Scrutiny Committee and then to Cabinet.

12. Monitoring procedure:

Review the impact of the report after six months (approximately November/December 2017)

NORTHAMPTON BOROUGH COUNCIL
OVERVIEW AND SCRUTINY



Appendix B

SCRUTINY PANEL 3 – HOMELESSNESS
(PRE-DECISION SCRUTINY)

CORE QUESTIONS – EXPERT ADVISORS

The Scrutiny Panel is currently undertaking a review: Pre-Decision Scrutiny: To review how the Borough Council and its partners prevent homelessness and respond to those without homes in the borough

Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by Northampton Borough Council (NBC), partnerships, statutory and voluntary organisations to address homelessness
- To assess the extent of homelessness and rough sleeping in the borough assess the initiatives currently in place to tackle homelessness
- To examine the Council's Severe Weather Provision
- To gain an understanding of the effect on the health, wellbeing and the safety of homelessness people, including rough sleepers
- To gain an understanding of the causes and barriers to support homelessness
- Identify any specific groups that are not accessing services

The expected outcomes of this Scrutiny Review are:

- To reduce homelessness in the borough of Northampton
- An understanding of the local authority homelessness role and the services provided in Northampton
- A review of existing homelessness services in Northampton, in order to assess their quality and effectiveness and identify any significant gaps in service

CORE QUESTIONS:

A series of key questions have been put together to inform the evidence base of the Scrutiny Panel:

1. Please describe your understanding of the nature, causes and extent of homelessness and rough sleeping, and the impact that homelessness has on the health, wellbeing and safety of homeless people.
2. Please describe the services, assistance and support that are available to people who are homeless, including rough sleepers.
3. Please provide details of the contribution that your organisation is making (through its work and the initiatives in which it is involved) to tackle, prevent and reduce homelessness and rough sleeping in the borough.
4. Please provide details of the action that your organisation is taking to improve the health, wellbeing and safety of homeless people.
5. Please provide details of the local Homelessness Strategy and Rough Sleepers Strategy and how their implementation is being monitored and assessed.
6. Please provide details of the arrangements that have been put in place to provide rough sleepers with emergency shelter during severe weather.
7. Please provide us with any statistics and data you hold in relation to the number of people / households that are homeless, and details of the methodology you have used to count the number of people sleeping rough.
8. Are you aware of any specific groups that are not accessing local services and, if you are, please can you provide details and describe the reasons why some homeless people are difficult to engage and support?
9. Are there any significant gaps in service and do the services link together well enough?
10. How can we increase awareness of the services, assistance and support available to people who are homeless, including rough sleepers?
11. What action is being taken to ensure that all agencies and members of the public know what to do if they know that someone is homeless or sleeping rough?
12. Do you have any other information you are able to provide in relation to homelessness and rough sleeping?
13. What is the Council doing to bring empty homes back into use in Northampton\? **(question for internal witnesses).**



NORTHAMPTON BOROUGH COUNCIL

SCRUTINY PANEL 3 – HOMELESSNESS

BRIEFING NOTE: DESKTOP RESEARCH – BEST PRACTICE

1 INTRODUCTION

1.1 At its inaugural meeting, Scrutiny Panel 3 (Homelessness) agreed that it would receive details of best practice initiatives regarding homelessness prevention.

1.2 Detailed below are some examples.

2 SHELTER - Homelessness: Early Identification and Prevention - A Good Practice Guide (2007)

2.1 SHELTER reports that its guide aims to assist local authorities and local agencies in their ability to identify people who are at risk of becoming homeless. The guide highlights current good practice examples of how to identify these vulnerable groups and individuals, and offer support to prevent homelessness occurring.

2.2 It is reported in the Guide that there are a number of groups that research, over many years, has identified as being at a greater risk of homelessness than the general population. These include:

- Young people
- Care leavers
- Ex-offenders
- People with mental health problems
- Refugees
- Gypsies and Travellers (housed and on sites)
- People with drug or alcohol addictions
- People leaving hospital
- Ex-members of the Armed Forces

2.3 Case studies are provided in the Guide, an example below:

'Mrs A came to me in tears one day because she had received an eviction notice. She could neither read nor write properly, but felt too ashamed to tell the staff at the housing office. They had sent her letters about her arrears (which were due to a misunderstanding over Housing Benefit), but she couldn't understand them. She happened to have invited a neighbour in for a cup of tea on the day she got the eviction notice, and the neighbour read it to her. To be fair to them, the housing staff couldn't have been more helpful when they understood the problem, but it caused a lot of trouble, and Mrs A nearly lost her home. She's a widow with no close family and health problems, and I just think that when she carried on not replying to letters they could have sent someone out to see her.'

Voluntary agency advice worker – Shelter interview.

- 2.4 The Guide also provides details of good practice undertaken by Local Authorities, example as extracted from the Guide below:

**Good practice example:
Your Homes Newcastle**

Newcastle City Council (NCC) has developed a Protocol for Preventing Repeat Homelessness and Evictions, which is an agreement between the Strategic Housing Service, social services and Your Homes Newcastle (YHN), who manage council homes on behalf of NCC.

The protocol enables staff at YHN to identify vulnerable tenants prior to the start of a tenancy. It sets out a procedure for assessing individual housing and support needs, and for working with vulnerable tenants and the relevant external support agencies to promote tenancy sustainment. The protocol illustrates the role each agency has in supporting vulnerable tenants and ways in which joint working can be implemented if problems occur.

The procedure is divided into three sections:

- part one – action to be taken prior to the start of the tenancy
- part two – action to be taken during the tenancy
- part three – action to prevent eviction and the loss of accommodation.

The first step in part one of the procedure, the main element concerning prevention, involves identifying those applicants who may be vulnerable or at risk of homelessness. The protocol identifies the following groups of potentially vulnerable people:

- households that the NCC has accepted a full duty to house as homeless in the previous two years
- people with a social worker, community psychiatric nurse, mental health worker or drug/ alcohol support worker
- people with a housing support worker or who are leaving housing funded by Supporting People
- individuals with a probation officer or Youth Offending Team worker
- refugees
- people leaving hospital, prison, care or the armed forces

- people with known drug or alcohol problems
- people whose learning difficulties or physical or sensory impairment make them vulnerable
- older people
- anyone subject to multi-agency public protection arrangements.

During step one, support workers who are already involved with the individual are contacted for information that will assist in developing a support plan. Any existing housing or support plans should be shared. Where an individual is not involved with an external agency, and it is believed that additional support might be required, their case will be referred to the in-house advice and support team.

Where there are concerns about a person's ability to maintain a tenancy, step two of the procedure is enacted. This means arranging a case meeting with the applicant, agencies involved with the applicant and other agencies who may be able to provide information and support. A support plan is created and an agreement put in place to determine the responsibilities of each agency, the timescale for support and a mechanism for maintaining contact.

The good practice principles set out in this protocol enable YHN staff to conduct a thorough assessment of individual needs and identify vulnerability prior to the tenancy commencing, minimising the chances of the tenancy breaking down. The next stage is to ensure that it is embedded in all practice areas and monitoring procedures. The protocol will be included in the Council's new allocations policy and management information system.

'The protocol has been designed to provide longer term, more meaningful homelessness prevention. It aims to foster better joint working within the local authority and create much needed organisational culture change.'

Neil Munslow, Housing Services Manager, NCC.

Good practice example: West Berkshire Vulnerable People Protocol

West Berkshire Council's Vulnerable People Protocol (VPP) is a proactive approach to the identification, assessment and support of people who are, or who may become, vulnerable to losing their tenancies because of unmet support needs. It is a multi-agency protocol led by Sovereign Housing Association, West Berkshire Council (housing operations, social services and Housing Benefit teams) and Two Saints Housing Association.

The protocol and its associated training package for staff and service users presents tools and available services and resources in West Berkshire to ensure that vulnerable people receive timely information, advice and support. It uses a broad definition of vulnerability, recognising that it can occur at different stages in life, whether episodic and recurring, or ongoing and increasing over time. Indicators, or points at which vulnerability can occur, are listed as being:

- hospitalisation and periods following discharge from hospital or other institutional care
- periods of sustained illness at home
- change from supported accommodation to independent living
- evidence of neighbour harassment or abuse towards the individual or household
- evidence of antisocial behaviour by the individual or household
- rent arrears or other debt problems
- repeat homelessness
- during and following substance abuse.

The VPP staff training pack takes these indicators further by including, for example, episodes of stress or mental ill health, chaotic lifestyles, loss of income and bereavement as points of vulnerability. The protocol therefore requires that consideration should be given to potential vulnerability at all points of contact with residents, and potential residents, within the district. These points of contact include:

- applications for housing
- home visits
- ad hoc visits, eg because of rent arrears
- programmes of tenancy visits/audits
- supported move to new housing
- social/medical panels
- key life-cycle events such as bereavement or relationship breakdown
- issue of notice of eviction.

The training pack has been designed to enable frontline staff to understand potential vulnerability and learn how to respond to it, make an assessment, and review, evaluate and track the VPP. Once vulnerability and support needs have been identified, support may be provided by any agency involved, and will be determined by the pre-tenancy meeting, other contact between the partner agencies, or through a case conference.

'The key to preventing homelessness is timely information and support. The training for professionals should provide frontline staff with a range of skills, tools and information to this end.'

Jon Cox, Two Saints Housing Association.

Good practice example: housing worker, Plymouth Children's Service

The development of a specific homelessness prevention role, through the introduction of a housing worker within the Children's Service in Plymouth, is based upon a similar model of early identification and homelessness prevention in Colchester.

The primary role of the housing worker will be to pick up housing casework from social workers and social work assistants who are concerned about the families with whom they are working, and intervene as early as possible.

The introduction of a housing worker within social services aims to generate greater knowledge and understanding of the roles of both social services and the housing department, and improve their communication with each other. An increased awareness among social workers of housing-related issues will ensure that timely referrals can be made to the housing worker, who will:

- refer families to the housing officer
- provide money and budgeting advice to families
- maximise income through benefits advice
- work with the housing officer to resolve issues relating to rent arrears
- assess family support needs
- assist with applications for private housing.

By introducing this specific role it is hoped that social workers, housing officers and the housing worker can work together to identify problems at the earliest opportunity. Early intervention (ie before housing or financial problems become too serious) will enable the housing worker to work effectively and efficiently with the Council's housing advisers, outreach workers, Welfare Benefits advisers, housing officers, Housing Benefit team and floating support staff to resolve problems, prevent family breakdown and homelessness, and promote tenancy sustainment through continuity of support.

Good practice example: tenancy tracker, Coast and Country Housing

Coast and Country Housing (C&CH) are able to provide an in-house Housing Benefit claim verification service. While advisers provide prospective tenants with assistance and support, tenants' benefit claims are able to be verified and dealt with within the organisation, making the process quicker and easier for the tenants. Redcar and Cleveland Borough Council covers a wide geographical area, which can be a barrier to people on low incomes attempting to make benefit claims. Thus the provision of local in-house Housing Benefit services removes some of the barriers that people face in making their claims.

All new tenancies are monitored through the tenancy tracker procedure. The purpose of this procedure is to provide effective management of the rent accounts of new tenants up to the first

13 weeks. This ensures that:

- new tenants have a means of paying rent that is suitable to their needs and circumstances
- tenants who are experiencing difficulties are referred to advice and support agencies and floating support services where this is appropriate
- Housing Benefit claims have been processed correctly and benefit is paid, and
- rent payments are being made.

Where difficulties with a Housing Benefit claim occur, the tenancy tracker procedure highlights this and provides a system for joint working between the account's advisers and housing advisers. C&CH has a small team that deals with benefit revisions and appeals, and provides representation and support for clients at independent appeal tribunals.

Good practice example: 'fix it' fund

Bournemouth Borough Council set up this fund in 2003. It has been used at the discretion of housing officers as a tool to prevent homelessness by giving a 'one-off' payment to the tenant. Examples include:

- paying off arrears where it is not deemed to be the tenant's fault that they are in financial trouble, and where it would prove substantially more expensive to 'pick up' a family as homeless after eviction
- paying off damage costs demanded by a landlord where it is deemed not to be the tenant's fault
- paying landlords a proportion of 'rent in advance' payments, where it is deemed that the tenant cannot access sufficient funds elsewhere.

Good practice example: Southern Focus Trust Housing Advice Centre

Southern Focus Trust Housing Advice Centre (SFTHAC) provides independent advice on housing, benefits and debt in the Portsmouth Area. The centre has a Community Legal Service quality mark.

Portsmouth City Council has been concerned about the number of repeat homelessness cases they have dealt with from the private sector. In response they have funded 24 hours of casework per week from SFTHAC for private sector tenants and owner-occupiers who are at risk of eviction and homelessness, usually as a result of rent or mortgage arrears. SFTHAC provides a holistic service that includes benefits and debt counselling, as well as help with housing.

The Council has exclusive referral rights to four appointments per week, and by referring directly to

SFTHAC it can be sure the service user is getting the appropriate assistance. SFTHAC keeps the Council informed of the progress in each case. It refers the client back to the Council if it is not possible to keep the client's home, which helps both the client and the Council ensure that a homelessness application is carried out quickly and efficiently.

'[SFTHAC] knew my rights and managed to help me quickly.'

Service user – Shelter questionnaire.

'[Without SFTHAC] I would have been more stressed, and would not have known what to do.'

Service user – Shelter questionnaire.

Good practice example: Bournemouth Housing Advice Service

Bournemouth Housing Advice Service (BHAS) was established in 2001. The service is delivered by Shelter in partnership with Bournemouth Borough Council and Bournemouth Housing Forum. The Council funds two workers who concentrate on preventative advice and helping people to keep their home. Referrals come from a variety of different sources – advice agencies, the local authority, friends and family, and self-referrals. The most common problems that people present with are rent arrears, Housing Benefit problems, disrepair and possession proceedings.

In 2003, the service launched the BHAS Network to ensure that service users can access appropriate advice from other agencies. Sixty-eight member agencies are listed in the BHAS Network Directory, which contains information and contact details about each member. Members include organisations such as Connexions and various support agencies. This directory is distributed to all network members to ensure that each member agency has a detailed knowledge of the services offered by other agencies and can initiate effective referrals.

All members are invited to attend wider network meetings. These meetings provide an opportunity to share successes and address the challenges that agencies dealing with housing advice face. The network aims to ensure that, regardless of which agency a service user approaches, they are given

the right information or referred on to the right agency. All agencies in the network display a BHAS logo to highlight that housing advice is available.

BHAS also provides training sessions to network members. These sessions are well attended and cover a variety of topics, including homelessness and the rights of vulnerable people and helping with claims for Housing Benefit. The training helps member organisations to provide better direct advice and advocacy, and also to know when it is appropriate to make a referral.

‘Last year 67 per cent of our clients were homeless or likely to become homeless within 28 days. This year the figure has reduced to 45 per cent, which means that we are more effective at reducing homelessness. This seems to be because more people know about our service, and people with housing issues are able to access our service at an earlier stage.’

Bournemouth Housing Advice Service Review, 2005.

‘We have attended various training days and all have been very relevant to our work and given us more confidence when dealing with housing enquiries.’

Network member.

Good practice example: advice centre for black and minority ethnic groups, Shelter Housing Advice and Support Centre, Stratford, London

This project aims to improve access to housing advice for black and ethnic minority groups by working with local communities. It is targeted at people living in the London Boroughs of Newham, Tower Hamlets and Hackney.

The Shelter project ensures that advice is available in locations such as community centres, as well as at the project base in Stratford. The service is heavily advertised through the local press and community organisations, as well as by services such as Connexions. Delivering advice in the

community not only makes it easier to access, but also increases people’s trust and confidence in the services being offered. The project employs multi-lingual housing advisers and can access a translation service for languages not offered directly.

The project offers drop-in appointments at the centre in Stratford, as well as providing outreach advice at locations such as community centres where there are crèches and other support services.

The aim of the project is that it will reach individuals from black and other minority ethnic groups long before they are threatened with homelessness. By providing advice that is timely, independent and culturally sensitive, the project hopes to make it easier for individuals to find and keep a decent home.

Good practice example: St Basils

St Basils is a Birmingham-based organisation that offers a range of housing and support to local young people. One of its initiatives is the Schools Training and Mentoring Project (STaMP). As part of the project, sessions giving information about housing and homelessness from a local perspective are run in local secondary schools and other youth work settings. They are interactive and encourage young people to discuss issues and ask questions. Each session is co-facilitated by a peer educator. The peer educators are young people aged 16 to 25, mainly ex-service users of St Basils. They have experience of homelessness and are able to give a real-life account of their knowledge of housing need.

As the project has developed, it has been possible to put into place a peer-mentoring service. The mentors are peer educators who have become interested in extending their role. They are trained to an approved standard by St Basils, and offer one-to-one support to those young people who are

judged to be most at risk from leaving home in an unplanned way. As well as offering holistic support around issues such as mental health, sexual health and family relationships, they can offer informed advice about housing and homelessness issues. If necessary, they can refer families or individuals to St Basils' counselling, family mediation or housing advice services. Each mentor supports one or two service users, and a mentoring worker supports the mentors.

If a peer mentor feels that more specific housing advice or advocacy is needed, they can refer the individual to St Basils Links Housing Advice Service. This provides age-specific advice to young people in the Birmingham area and employs knowledgeable workers who are aware of the specific needs of their client group. The peer-mentoring scheme provides a bridge to the advice service, ensuring that some of the most hard-to-reach young people are given effective support.

Good practice example: Blackburn with Darwen Borough Council Homelessness Prevention Floating Support Service

This service is funded through Supporting People and is run by the Regeneration, Housing and Neighbourhoods Department. The scheme is cross tenure, providing services for homeowners and private tenants, as well as people with RSLs. A team of three people provides advice and support for up to 30 individuals and families who are seen as being vulnerable to homelessness. The team has a rolling programme, so as a particular case ends it is able to give more in-depth support to new cases. Most tenants use the service for six months, but some use it for up to 18 months. Help offered includes:

- liaising with landlords
- signposting and assisting with debt-counselling and budgeting skills
- liaising with mortgage companies, banks, Housing Benefit and the benefits agency in order to optimise income
- facilitating dispute resolution and mediation
- completing benefit forms
- liaising with social services
- resettlement activities.

Referrals come mainly from the housing needs department, but they also come from a variety of other sources: mental health teams, local housing associations, and the local criminal justice and learning disabilities teams are just a few examples. The service is available to households who are at risk of homelessness or who simply need some extra support, as well as those who have recently been homeless. The team ensures that their work is well publicised among local agencies so that appropriate referrals can be made. They also refer onto other agencies when they feel that they do not have the expertise needed, or that help from another source would be beneficial.

Once a referral has been made, a support worker will visit the household to discuss the level of support needed. If the individual or family is accepted onto the scheme, a tailor-made support plan will be drawn up. The plan is reviewed on a regular basis to take account of changing needs.

'If the client is unfamiliar with the area we would ... get them maps, ... onto a doctors list, ... a dentist, help them to apply to schools ... and absolutely anything else that could be needed.'

Support worker.

**Good practice example:
Julian Housing Support**

Julian Housing Support (JHS) is a supported housing charity based in Norfolk that works to prevent homelessness by providing services for people with mental health problems. It is jointly funded by Supporting People and health and social services. JHS works in partnership with Norfolk Social Services, Norfolk Primary Care Trust and the major housing providers in the county. It is through this partnership approach that JHS has been able to develop a wide range of housing choices and options for support.

JHS are alerted to individuals who are at risk of homelessness by a range of statutory and voluntary services. Referrals are accepted from mental health social workers, community mental health teams, primary care link workers and, in some circumstances, housing providers. The early identification and thorough assessment of housing-related problems and support needs, combined with multi-agency working, ensures that homelessness can be prevented long before people need to make a homelessness application.

JHS services include the following.

- A floating support service in every district and for people in any tenure. Support can be short- or long-term, and more or less intensive, depending upon a person's needs.
- A Hospital Housing Link scheme (attached to every psychiatric acute ward across the county), which provides housing and benefits advice, supporting over 400 people per year. Housing Link workers visit inpatients with housing

problems and patients are supported either to keep their existing homes or to find alternative suitable accommodation before they are discharged from hospital.

- An outreach service supporting people in their own homes. Outreach workers attend regular meetings with mental health workers and are involved in the care-planning process to decide on the housing and health assistance that their clients need.
- An outreach service that is a flexible model of care offered to people who find it hard to access services because of their mental health problems.
- A supported housing scheme and resettlement programme for clients who require additional support before moving onto independent living.

JHS has been described by organisations and service users as a dependable and responsive service that offers creative ways of helping people with mental health problems who are at risk of homelessness or inadequately housed. Their interventions have led to an increase in people's housing stability and an investment in their future. By helping to reduce some of the stresses related to maintaining a tenancy, deterioration in someone's mental health can be alleviated and loss of housing can be prevented.

'I got ill and had to give up work... I

couldn't afford the mortgage... I wouldn't have known what to do [without JHS] and my home would have been repossessed.'

JHS service user.

Good practice example: Shelter Inclusion Project

The Shelter Inclusion Project was set up in 2002. The project was designed to provide an alternative model to enforcement policies and residential schemes. It was developed by Shelter and Rochdale Metropolitan Borough Council. The project has three key objectives:

- to reduce antisocial behaviour
- to promote social inclusion and community stability
- to prevent eviction and provide a route back into settled housing.

The project works with families, couples and individuals, and its referral criteria require a 'history of antisocial behaviour'. Once people have been referred to the project they have access to a range of help and support, including:

- housing advice and advocacy
- help with benefits and money management
- support with addressing antisocial behaviour issues
- practical assistance, eg with decorating
- referral to other agencies
- parenting advice and support
- assistance with employment and training
- direct specialist work with children and young people.

Originally, many of the households referred to the project were subject to one or more enforcement actions linked to alleged antisocial behaviour. As work developed, cases started to be referred at an earlier stage. Initially, the majority of referrals came from the enforcement team at Rochdale Boroughwide Housing. Now more come from housing officers who refer before any enforcement action is taken.

Staff at the project feel it is much easier to work with early intervention cases because behaviour patterns are less entrenched and the situation has not reached a crisis point. In addition, because the antisocial behaviour is being picked up at an earlier stage, the community does not have to suffer the problem for as long as it might have done otherwise.

The Inclusion Project is now working with the Respect Task Force to deliver a Family Intervention Project. This project will work closely with eight to 10 families who are involved in high-level antisocial behaviour and are close to losing their homes. This means that the present project will be able to focus more closely on early intervention.

'[If it weren't for the Project] I think I'd still be where I was... as in debt wise... I don't think I'd have done as much as I have – I wouldn't have sorted my bills out... and would have ended up getting a load of fines and all that...'

Project user.

Good practice example: Newcastle City Council Hospital Discharge and Homelessness Prevention Protocol

The protocol was created by key agencies in Newcastle who work with people who might be homeless or at risk of homelessness and have been admitted to hospital. The Strategic Housing Service, which is part of the Regeneration Directorate, is leading on the development of the protocol. Its key aim is to ensure that all agencies coming into contact with people who are vulnerable to homelessness, or without accommodation on admission to hospital, help those people find appropriate housing and support before they leave hospital.

Certain key groups were identified as being at most risk of homelessness on discharge from hospital:

- people who were homeless prior to admission to hospital
- people who were in an institution, such as prison
- people staying in temporary accommodation
- people who have arrived in Newcastle with nowhere to stay
- people who had accommodation before admission to hospital but who either cannot or will not return to that accommodation
- people who have accommodation that will need to be adapted following their hospital treatment.

The protocol outlines key steps for all agencies to take to prevent homelessness. These are:

- action to be taken to prevent a patient from becoming homeless on discharge from hospital, and the process to be followed on admission

- seeking help from other agencies in finding accommodation and arranging support
- making information for patients and staff on display in hospital wards.

Within each step are the key questions that staff must ask all patients, the people and agencies that should be contacted, and what to do outside of office hours. Specific guidance is provided for dealing with particularly vulnerable people, including street homeless people, people with mental health problems, patients under 18 years of age, asylum seekers and refugees, and people with drugs and/or alcohol problems.

A housing resource pack and guidance on sharing information accompany the protocol. This pack outlines the role and contact details of each of the key agencies involved. It provides further information on where to get benefits advice and lists the homelessness contacts in the region. The pack also provides guidance on helping people to obtain settled accommodation.

The introduction of a clear set of guidelines for the assessment of all patients' accommodation needs on admission to hospital has obvious benefits for patients and hospital and housing staff.

'The development of the protocol through a working group has already helped... give people in the health service a better idea about who does what in the homelessness world.'

**Sheila Spencer, Policy Officer,
Newcastle Homelessness Prevention Project.**

Good practice example: West Yorkshire Offender Housing Protocol

The West Yorkshire Offender Housing Protocol is based on a framework developed in Tyne and Wear – the Housing and Returning Prisoners Protocol (HARP). In West Yorkshire, all five local authorities (Bradford, Calderdale, Kirklees, Leeds and Wakefield) have signed up to the protocol, which aims to provide a co-ordinated approach to the accommodation of offenders, those released from custody, and those under the supervision of the National Offender Management Service (NOMS).

It seeks to provide ‘end-to-end’ management of accommodation by addressing the housing needs of offenders at the following stages:

- before custody
- at sentencing
- on reception in prison
- during custody, and
- on release.

The protocol provides a pathway to resettlement. It identifies the key responsibilities of the different agencies within that pathway and their organisational responsibilities. The protocol clearly outlines the steps that need to be taken at each stage and by whom. It promotes effective communication at all levels and commitment from all partner agencies to joint working. It involves clear information-sharing

policies and decision-making processes.

The protocol also seeks to address:

- local authorities’ duties towards the prevention of homelessness
- prison and probation commitment to effective resettlement (encompassed within the NOMS National Reducing Re-offending Delivery Plan)
- how partner agencies contribute towards community safety objectives
- the contribution of RSLs and the voluntary sector in housing and supporting offenders.

Shelter has a cross-regional contract with the Prison Service to provide housing advice, increasing the links between offenders in custody and local housing and support providers. Effective partnerships across statutory, private and voluntary sector organisations are central to the protocol because the housing needs of prisoners can only be successfully met if services outside prison are fully engaged in the process.

This protocol acknowledges the links between accommodation and other support needs by integrating housing with other aspects of resettlement, including health, social networks, education and training. Housing is seen, therefore, as the foundation for other interventions and their effectiveness.

Good practice example: Bristol City Council Joint Protocol

This joint protocol outlines the statutory responsibilities of Bristol Social Services and Health (SS&H) and Neighbourhood and Housing Services (N&HS) in assessing and responding to the housing and support needs of young people who are:

- ‘in need’ or require protection
- due to leave or have already left care, and
- homeless or threatened with homelessness, vulnerable and have a priority need.

The protocol provides tools for assessment and action for both departments to take, promoting joint assessments and information sharing at all stages and defining timescales for actions. The protocol was widely promoted to staff from all sectors. It was launched in 2003 at a number of multi-agency roadshow events that involved SS&H, N&HS and representatives from the voluntary sector, youth housing and support providers.

The protocol and related workshops provided workers with the valuable opportunity to talk to each other, share their concerns and develop

creative solutions to the housing problems faced by vulnerable young people.

This protocol worked well for a period of time; however, since its initial launch and promotion a number of changes have occurred. There has been a high turnover of staff in both the voluntary and statutory sectors, as well as structural changes within services in the area, which have led to difficulties in implementing the agreement. Bristol City Council has recognised these problems and will soon be leading on the revision, updating and promotion of a new version of the protocol.

‘[The launch] brought various strands of social services, housing and the voluntary sector together in lively workshops... We hoped the joint assessment framework and child protection focus would drive us all (and our departments/organisations) to own the shared purpose that we could, after all, work together.’

Robin Spencer, NCH Bristol Housing Project.

Good practice example: a multi-agency protocol for young people, South Gloucestershire

South Gloucestershire Council, Priority Youth Housing and Connexions have developed a protocol with other agencies to improve services for young vulnerable people who are homeless or in temporary accommodation. The framework has not been implemented yet; however the protocol is an ambitious one that outlines the roles, responsibilities and practices that should be undertaken by participating agencies in a variety of situations, so it should be useful for other agencies to look at.

The underlying principles behind the protocol are based on the prevention of homelessness, where possible, and effective communication between agencies and the young people concerned. The protocol covers homelessness prevention, accommodation and support services for:

- homeless 16- and 17-year-olds and care leavers aged 16 to 21
- young people aged 18 to 25 who are vulnerable or have complex needs
- young people in supported housing or bed and breakfast accommodation
- young people who are at risk of eviction from temporary accommodation, when there is a risk that the local authority will decide that it has discharged its duty.

Key to the success of the protocol is a joint

assessment process involving a new Youth Housing

Social Worker (YHSW), the housing department and Priority Youth Housing. The YHSW takes on the initial liaison role with the housing department and support agencies, and assesses the potential for the young person to return home. Where this is possible, the YHSW will work towards a return home at an early stage.

There is also flexibility in allocating personal advisers for care leavers – this can either be someone from social services or an independent personal adviser from one of the other participating agencies, depending on the circumstances and the young person's preference.

The protocol includes guidance on how to make supported housing work and supporting young people in bed and breakfast accommodation. The guidance recommends visits in the first 24 hours, involving specialist workers as necessary, early warnings from accommodation providers if things are going wrong, and follow-up visits to talk to both the individual and the workers about the situation.

There is also a procedure for intervening when young people are at risk of losing their temporary accommodation and their right to more secure housing from the Council. This involves early communications from the housing department to staff in other agencies when there are problems, and a multi-agency review of the case before the Council decides that they need to evict the individual. The spirit of the protocol, however, is to avoid this situation arising in the first place, by ensuring early communication between agencies

and effective intervention when necessary.

- 2.5 A copy of the full document can be located:
http://england.shelter.org.uk/_data/assets/pdf_file/0003/193134/Homelessness_early_identification_prevention.pdf

3 Homeless Link – Transatlantic Practice Exchange (2014)

- 3.1 Homeless Link published a report in 2014 that details reports from 10 frontline professionals on an international exchange of knowledge and practice.
- 3.2 The report details that exchange took place between May and July 2014 with participants spending up to two weeks on placement with their hosts and other local organisations.
- 3.3 The report states that the nature of public services is changing and the perception of and the public value that they create is being challenged. Welfare Reform, funding changes, increased localism and changing demographics have produced significant challenges to the way things are done. The report goes on to state that the Transatlantic Practice Exchange was designed against this backdrop to provide a space for new thinking about the ways that we deliver services. In 2014 five front line

staff from England travelled to USA to learn about the different ways of delivering services to particular groups. The structure of the placements enabled participants to develop an understanding of the context in which these services operate, giving them a unique insight into how things can be done differently – and also why they are done differently.

3.4 The report goes on to state there are two overarching themes in the reports from the UK participants:

- The need for therapeutic interventions
- Challenging the short-term nature of support in the UK

3.5 The report comments that the USA has a serious homeless problem with a sizable system to address it. It has improved its approaches to homelessness and developed a number of effective practices, including:

- Permanent supportive housing
- Housing First
- Rapid re-housing
- Critical Time interventions
- Systems are data driven

3.6 It is reported that the exchange was extraordinarily productive, with a number of observations, including:

- The advantages of a more comprehensive set of social benefits in the UK. In the USA programs often have to piece together housing, services and income on a case-by-case basis.
- A greater focus on youth homelessness in the UK than in the USA.

3.7 Case studies detailed in the report include:

- Trauma-informed care (New York)
- Housing First for people with dual diagnosis (Seattle)
- Permanent Supporting Housing (New York)
- Stabilisation: helping people come home for good (Boston)
- Permanent Supportive Housing for people over 50 (Boston)
- Hospital Discharge Strategies (Brighton, UK)
- Chronicle Excluded Adults: the MEAM Approach (Cambridge, UK)
- No Second Night Out (London, UK)
- Psychologically Informed Environments (London, UK)
- Youth Homelessness: Nightstops and Reconnect (London, UK)

3.8 A copy of the full report can be located:

<http://www.homeless.org.uk/sites/default/files/site-attachments/Homeless%20Link%20-%20Transatlantic%20Practice%20Exchange%202014.pdf>

4 DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT – MAKING EVERY CONTACT COUNT (2012)

4.1 It is reported that the aim of the report is to make sure every contact local agencies make with vulnerable people and families really count:

- Tackle troubled childhoods and adolescence – through interventions to turn around the lives of the most troubled families, and by promoting innovative approaches to youth homelessness
- Improve health – including improving outcomes for homeless people with dual drugs/alcohol and mental health needs
- Reduce involvement in crime – Support to Police and Crime Commissioners, improving offender access to private rented accommodation
- Improve skills, employment and financial advice – new housing demonstration projects helping claimants budget and manage rent payments
 - Pioneer social funding for homelessness

4.2 The report details ten challenges for Local Authorities:

- adopt a corporate commitment to prevent homelessness which has buy in across all local authority services
- actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs
- offer a Housing Options prevention service, including written advice, to all clients
- adopt a *No Second Night Out* model or an effective local alternative
- have housing pathways agreed or in development with each key partner and client group that includes appropriate accommodation and support
- develop a suitable private rented sector offer for all client groups, including advice and support to both clients and landlords
- actively engage in preventing mortgage repossessions including through the Mortgage Rescue Scheme
- have a homelessness strategy which sets out a proactive approach to preventing homelessness and is reviewed annually so that it is responsive to emerging needs
- not place any young person aged 16 or 17 in Bed and Breakfast accommodation
- not place any families in Bed and Breakfast accommodation unless in an emergency and then for no longer than 6 weeks

4.3 A copy of the full report can be located:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7597/2200459.pdf

5 OTHER BEST PRACTICE GUIDES

- 5.1 There are a number of Best Practice Guides regarding homelessness preventative and assistance but these are over ten years old, therefore the links to such Guides are detailed below for the Scrutiny Panel's information:

SHELTER – Mediation for Young Homeless People (2004)
https://england.shelter.org.uk/_data/assets/pdf_file/0012/40143/Mediation_for_Young_Homeless_People.pdf

G15 – Tackling Homelessness (2004) http://g15london.org.uk/wp-content/uploads/2012/10/g15_homelessness_offer_full_report.pdf

Author: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Zoe Smith
,

21 October 2016

Overview & Scrutiny Committee



SCRUTINY PANEL Emissions Strategy (Action Plan)

May 2017

Index

Chair's Foreword	2
Executive Summary	4
Final Report including recommendations	11

APPENDICES

Appendix A	Scope of the Review
Appendix B	Core Questions
Appendix C	Results of Desktop Research exercise

Foreword

The objective of the Scrutiny Review was:

- To provide Scrutiny input into the Action Plan for the Council's Emissions Strategy

Key lines of Inquiry:

- To increase Councillor and public understanding of air quality issues in Northampton
- To understand the causes and impact of air pollution
- To understand the actions being taken to reduce air pollution in Northampton
- To understand the actions being taken by partners to reduce air pollution in Northampton
- To provide recommendations for the production of the Action Plan for the Council's Emissions Strategy, which will identify ways of improving air quality in Northampton
- Examine all current air quality management areas to ensure they are performing.
- To see if they can be improved and consider all other factors and future factors in moving forward

Scrutiny holds a specific and important role in the oversight of significant issues affecting the population and this review was a focussed piece of work that linked to the Council's corporate priorities and examined a range of information.

During its Review the Scrutiny Panel realised that moderate. Air quality is acceptable; however, for some pollutants there may be a moderate health concern for a very small number of people who are unusually sensitive to air pollution.

The recommendations made in this report address a wide range of issues raised throughout the Review, regarding pollution and emissions. I would like to take this opportunity to thank the officers of the Council who attended meetings and gave an informative presentation and provided critical information in response to the core questions of the Panel; and the key Agencies and partners who gave up their time to contribute to this Review in such a meaningful way.

The Scrutiny Panel looked at evidence from Local Authorities noted for best practice. Baseline information was received and desktop research carried out.

The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee together with other non- Executives: myself, Councillor Gareth Eales (Deputy Chair); Councillors Rufia Ashraf, Mohammed Aziz, Julie Davenport, Terrie Eales and Brian Sargeant. The Scrutiny Panel benefitted from the experience of two Co- Optees – Patrick Cross, WASPRA, and Graham Croucher of St James Residents' Association.

This review was carried out between October 2016 and April 2017.



Councillor Sam Kilby-Shaw
Chair, Scrutiny Panel 4 – Emissions Strategy (Action Plan

Acknowledgements to all those who took part in the Review:-

- Councillors Gareth Eales (Deputy Chair); Councillors Rufia Ashraf, Mohammed Aziz, Julie Davenport, Terrie Eales and Brian Sargeant, together with co-optees -
– Patrick Cross, WASPRA, and Graham Croucher of St James Residents' Association who sat with me on this in-depth Scrutiny Review
- Councillor Mike Hallam, Cabinet Member for Environment, NBC, and Neil Polden, Senior Environmental Health Officer, NBC, Dr Peter Barker, Acting Director of Public Health and Stephen Marks, Public Health, Northamptonshire County Council, Chris Wragg and Darren Berwick, Highways, NCC and Director Carbon Management Team, NCC, Andrew Whittles, Director, Low Emissions Strategy Ltd, Mr Todd and Mr Ball, UNO, Electric Corby, Mr Miller, Northamptonshire Green Party, Steve Burd, for providing either written or oral evidence to a meeting of the Scrutiny Panel.
- Thomas Appleyard, Brian Hoare, Tony Clarke, James Wishart and Anne Wishart for taking an interest in this Scrutiny Review, attending and/or addressing a meeting of the Scrutiny Panel

EXECUTIVE SUMMARY

The objective of the Scrutiny Review was:

- To provide Scrutiny input into the Action Plan for the Council's Emissions Strategy

Key lines of Inquiry:

- To increase Councillor and public understanding of air quality issues in Northampton
- To understand the causes and impact of air pollution
- To understand the actions being taken to reduce air pollution in Northampton
- To understand the actions being taken by partners to reduce air pollution in Northampton
- To provide recommendations for the production of the Action Plan for the Council's Emissions Strategy, which will identify ways of improving air quality in Northampton
- Examine all current air quality management areas to ensure they are performing.
- To see if they can be improved and consider all other factors and future factors in moving forward

The Overview and Scrutiny Committee considered a briefing note regarding the Emissions Strategy, including hotspots, at its meeting held on 15 August 2016. Following consideration of this information it was agreed that a Scrutiny Review would commence to investigate the Air Quality Action Plan and how Scrutiny could provide input into this. An in-depth review commenced in October 2016 and concluded in April 2017.

1:20 deaths in Northampton attributed to particle matter. A Lancet report detailed that should someone reside 100 metres near to a major road they have a 10 per cent increased chance of a stroke. Northamptonshire County Council is responsible for traffic, Northampton Borough Council responsible for air quality. 65-70% of new vehicles are diesel; they have the same emissions as a 12 year old petrol car

This review links to the Council's corporate priorities, particularly corporate priority Protecting Our Environment - A clean and attractive town for residents and visitors.

CONCLUSIONS AND KEY FINDINGS

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

Emissions Strategy Action Plan

- 6.1.1 The Scrutiny Panel supported the production of the Borough Council's Emissions Strategy and Action Plan; noting the measures that will improve air quality in Northampton. The Scrutiny Review had identified further suggestions for improvement for inclusion within the Action Plan, as detailed below:
- 6.1.2 The Scrutiny Panel was pleased that electric charging points are starting to be installed around the town. The Scrutiny Panel recognises that there is currently low demand for charging points and welcomed the fact that developers will put the cabling in for charging points, so that they can be activated at a later date.
- 6.1.3 The Scrutiny Panel conveyed concern about the building of houses near to busy roads and the problem of this needs recognition. The draft NICE guideline does indeed refer to minimising the exposure of vulnerable groups to air pollution by siting buildings away from busy roads and ensuring facilities such as schools, nurseries and retirement homes are located in areas where pollution levels will be low. The Scrutiny Panel emphasises that this needs to be considered in relation to development proposals and planning decisions.
- 6.1.4 The Scrutiny Panel welcomed the discount Mega Rider Ticket Scheme officer that had been put forward to Northamptonshire County Council to help reduce the traffic congestion impact of the relocation of its staff to the Angel One site in the town centre.
- 6.1.5 The Scrutiny Panel realised that a park and ride could be viable in Northampton but would require NCC, NBC and the bus operators to all work together.
- 6.1.6 Evidence received highlight the need to obtain a better balance free car parking and minimising pollution and congestion. Problems in Northampton often occur during the late afternoon period, particularly in the months leading up to Christmas, when shoppers leave the town at the same time as people leaving work, severely worsening the congestion in the town centre.

6.1.7 The Scrutiny Panel was pleased to note that the St James Smart Corridor will in theory help to speed up buses.

Councillor and Public Awareness of Air Quality Issues

6.1.8 Evidence received highlighted the need to look at how awareness can be raised regarding air quality and new initiatives brought in, for example a suggested initiative being the offer of a voucher for a week's trial of an electric car, and "Don't use the car for a day" initiative.

6.1.9 There are around 400 air quality management areas in England alone. There are seven in Northampton at present.

6.1.10 The Scrutiny Panel welcomed the report that £8 million had been approved for the North West bypass. The need for an orbital road system was highlighted. It was acknowledged this would cost in the region of £150 million. Busy and complex traffic junctions will continue unless a more strategic solution is found.

Actions taken by Partner Agencies

6.1.11 Evidence detailed that Transport Planners do not necessarily consider air quality. The Scrutiny Panel felt that there is a need to consider how Northampton Borough Council (NBC) communicates with Authorities/Agencies that are pushing for developments on the edge of the boundary of Northampton. The Scrutiny Panel was pleased that cross border meetings do take place but there is a need to improve their effectiveness.

6.1.12 The Scrutiny Panel welcomed that NBC has a good working relationship with StageCoach.

6.1.13 Evidence received highlighted that there is very good working by Agencies but also an element of disconnectivity between NBC, NCC, Public Health and the public. There is a need to link the Emissions Strategy to the Health and Wellbeing Strategy. Agencies need to work together to tackle this. Agencies often have different priorities.

6.1.14 NICE has produced a draft guideline document around outdoor air quality and health.

6.1.15 The Scrutiny Panel realised that no one Agency is responsible for the installation and maintenance of bus shelters, some are the responsibility of NBC, some NCC and others commercial organisations or Parish Councils. The cost of a bus shelter is around £8,000.

- 6.1.16 Evidence received highlighted that options that help to increase road capacity in the town centre area should be looked at. The Scrutiny Panel felt that it would be useful to investigate the feasibility of changing the entry and exit of the Mayorhold car park and whether it would help congestion.
- 6.1.17 Evidence received showed that it is vital to ensure that core spine routes are built through adjoining residential developments to enable the maximum level of bus service to be provided and to help ensure that such services become commercial.
- 6.1.18 The Scrutiny Panel supported the information from Electric Corby regarding its initiative – Electric Cars for Private Hire should be shared with Private Hire Operators in Northampton

RECOMMENDATIONS

The above overall findings have formed the basis for the following recommendations: -

The purpose of this Scrutiny Panel was to provide Scrutiny input into the Action Plan for the Council's Emissions Strategy

Scrutiny Panel 4 recommends to Cabinet:

Emissions Strategy Action Plan

- 7.1.1 The Scrutiny Panel notes that the Emissions Strategy only covers the period till 2025. A longer term strategy is devised and implemented so that major stakeholders in the town will have a better understanding of the goals of the town, and can plan ahead to meet them.
- 7.1.2 The Scrutiny Panel notes that while vehicle emissions contribute to poor air quality, there are other sources of pollution in the town, including residential, commercial and industrial activity. It should be ensured that the Borough Council uses all measures available to influence all planning activities and the development of the Local Plan and licensing, to help mitigate any adverse effects, and to ensure that any developments in the future do not adversely contribute to poor air quality.
- 7.1.3 The Borough Council takes the initiative with electric charging points. Borough owned car parks should have charging points installed so that

those with electric cars can charge them while they shop. These charge points should allow preferential parking to encourage the use of electric vehicles.

7.1.4 The NLES contains a procurement guide which seeks to emphasise low emission procurement. The procurement guide that has been developed is championed, trialled and applied throughout Council procurement policy where possible, and use this as best practice for investigating the benefit of whole life costing for ULEV. A local employer is identified to trial this as a best practice example.

7.1.5 There is a requirement for any new commercial development to have provision for car charging points. Furthermore, the Council should work with existing commercial developments such as Sixfields, Riverside Retail Park and major supermarkets to provide charging points for electric vehicles.

7.1.6 Northampton Borough Council works with private companies to provide electric charging points at minimal cost to the tax payer in those places not covered above and where there is demand.

7.1.7 The Scrutiny Panel informs Cabinet that it supports the production of the Borough Council's Low Emissions Strategy and Action Plan; noting the measures included within it that will improve air quality in Northampton, which places an emphasis on emissions reduction (e.g. shift to cleaner alternative vehicles and reduction of users on Northampton's roads.)

7.1.8 It is strongly recommended that a town centre wide AQMA is implemented and enquiries are made to more joined up or expanded the AQMAs in Northampton.

7.1.9 The following are included within the Low Emissions Strategy Action Plan:

Where it is not feasible to install full electric vehicle recharging points, developers are encouraged to install cabling for electric vehicle charging points so that they can be activated at a later date.

The draft NICE guidelines in respect of minimising the exposure of vulnerable groups to air pollution by siting buildings away from busy roads and ensuring facilities such as schools, nurseries and retirement homes are located in areas where pollution levels are low is considered in relation to development proposals and planning decisions.

The Low Emissions Strategy links to Northamptonshire County Council's Health and Wellbeing Strategy.

Northampton Borough Council works with Northamptonshire County Council and bus operations regarding the viability and mode of usage of a park and ride scheme for Northampton. The appropriate Community Groups and Councillors are consulted on this.

- 7.1.10 The times that free parking in Northampton are offered is investigated to ascertain whether a better balance of free parking and the minimisation of pollution and congestion is achieved.
- 7.1.11 Enquiries are made with Planning Services regarding how the most effective way bus routes can be maximised through the use of spine roads and direct through routes (separate entry and exits) in developments; encouraging bus routes and off street parking within residential areas to allow for a more free flow of public transport.
- 7.1.12 Investigations are carried out into the feasibility of a Clean Air Zone for Northampton.
- 7.1.13 Investigations into potential sources of funding to develop an electric taxi trial and on-street electric charging points for residential areas are carried out.
- 7.1.14 Support is given to a mitigation as standard approach for all new developments regarding air quality impact.

Councillor and Public Awareness of Air Quality Issues

- 7.1.15 Initiatives to raise awareness regarding air quality are investigated; such as the offer of a voucher for a week's trial of an electric car and "Don't use the car for a day" initiative.
- 7.1.16 Real time air quality information and pollution prevention advice is published on information boards on main roads into AQM areas.
- 7.1.17 Information regarding Electric Corby's Initiative – Electric Cars for Private Hire is circulated to all Private Hire Operators in Northampton.

Partner Agencies

- 7.1.18 The Terms of Reference of Multi Agency and Community Meetings regarding developments on the edge of Northampton are investigated to improve the effectiveness of the meetings.
- 7.1.19 A feasibility study is undertaken regarding the viability of changing the entry and exit of the Mayorhold car park and whether this would help congestion, taking into account of the development of the Greyfriars site.
- 7.1.20 The Scrutiny Panel notes that partner Agencies and Councils are also undertaking work on air quality. To ensure that there is co-operation between County, borough, district and other stakeholders (including Community Groups), a cross Council Working Group is established so that co-operation is improved.
- 7.1.21 The Licensing Committee works with partners such as the Hackney carriage association to promote the use of low emissions vehicles. The licensing committee should work with partners to formulate a robust strategy when licensing new vehicles in the town.
- 7.1.22 The Borough Council works with partners such as stagecoach and UNO to ensure that any new buses moving into the town meet high standards, and that the council works with its partners at the County Council to investigate the setting of an emissions standards for buses, such as the introduction of a Traffic Regulation Order (TRO) or a Clean Air Zone. This should be a progressive standard which sets an initial benchmark.
- 7.1.23 The Borough Council works with stagecoach and UNO to trial Electric and/or alternate fuel vehicles if funding can be secured from central Government.
- 7.1.24 Northampton Borough Council works with Highways, Northamptonshire County Council to review the current and future planned road network to determine if there are any changes that can be made to speed up traffic into, out of, through and around the town.
- 7.1.25 A strong emphasis is placed on the planning system to encourage any new development (where members of the public are able to commute to home, work or retail) to be serviced by public transport. Where feasible this should be secured as a condition of development or by agreement, e.g. use of s106 agreement.
- 7.1.26 Investigations are carried out to clarify responsibility for the provision of appropriate infrastructure to promote the use alternative means of transport

such as the use of buses, walking and cycling, for example bus shelters and cycle routes.

Overview and Scrutiny Committee

- 7.1.27 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

NORTHAMPTON BOROUGH COUNCIL

Overview and Scrutiny

Report of Scrutiny Panel 4 – Emissions Strategy (Action Plan)

1 Purpose

- 1.1 The objective of the Scrutiny Review was to provide Scrutiny input into the Action Plan for the Council's Emissions Strategy

Key lines of Inquiry:

- To increase Councillor and public understanding of air quality issues in Northampton
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- To provide recommendations for the production of the Action Plan for the Council's Emissions Strategy, which will identify ways of improving air quality in Northampton
- Examine all current air quality management areas to ensure they are performing.
- To see if they can be improved and consider all other factors and future factors in moving forward

- 1.2 A copy of the scope of the review is attached at Appendix A.

2 Context and Background

- 2.1 The Overview and Scrutiny Committee considered a briefing note regarding the Emissions Strategy, including hotspots, at its meeting held on 15 August 2016. Following consideration of this information it was agreed that a Scrutiny Review would commence to investigate the Air Quality Action Plan and how Scrutiny could provide input into this. An in-depth review commenced in October 2016 and concluded in April 2017.
- 2.2 This review links to the Council's corporate priorities, particularly corporate priority Protecting Our Environment - A clean and attractive town for residents and visitors.

2.3 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene: "Overview of air quality in Northampton"
- Relevant national, other background research papers and relevant Legislation
- Relevant data:
 - Hotspots and trends
 - Draft Low Emissions Strategy 2016/17
 - Statistical data, including national comparison

- Best practice and successful initiatives in both Northampton and elsewhere
- Case studies
- Witness evidence:

Internal

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Head of Planning (Planning Policy), NBC
- Senior Environmental Health Officer, NBC

External

- Consultant, Low Emissions Strategies Ltd
- Director of Public Health, Northamptonshire County Council (NCC)
- Residents' Groups
- Northamptonshire Green Party
- Highways/Transport choices, NCC
- Carbon Management Team, NCC
- Electric Corby
- Stage Coach/Uno
- Freight Transport Association

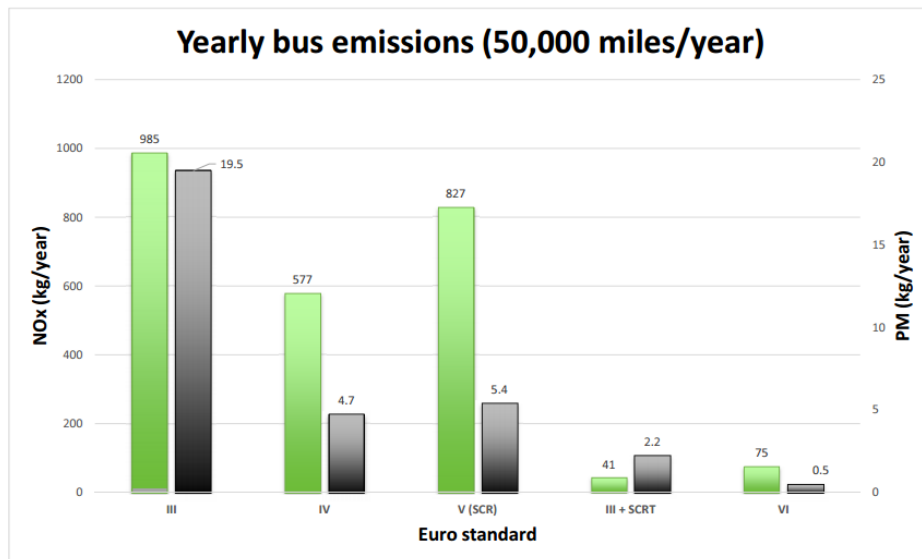
3 Evidence Collection and Desktop Research

3.1 Evidence was collected from a variety of sources:

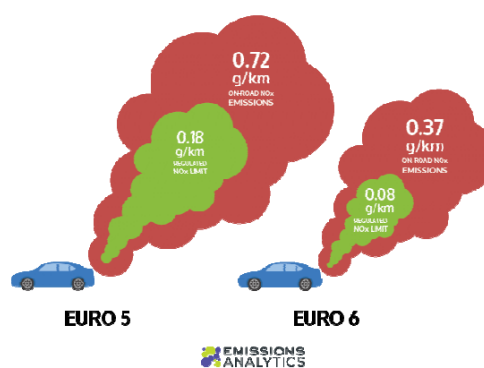
3.2.1 Background reports

[Presentation to set the scene](#)

3.2.2 Statistics



Real world emissions from diesel cars



- 1:20 deaths in Northampton attributed to particle matter. A Lancet report detailed that should someone reside 100 metres near to a major road they have a 10 per cent increased chance of a stroke.

- 65-70% of new vehicles are diesel; they have the same emissions as a 12 year old petrol car
- A Euro 5 bus has the emissions of 177 cars; there are a lot of complexities.
- Bus companies usually turn over a bus every 15 years; however some are kept for 20-25 years.
- The kit to convert a bus to Euro 6 costs £11,000, A new 9 metre bus would cost £90,000; a double decker £250,000 plus £120,000 for a hybrid. Hydrogen powered buses cost around £500,000 to £1 million.
- It relatively easy to take Euro 3 and Euro 4 buses up to standard.
- When you retrofit a vehicle it causes there to be an increase in fuel consumption of 1-2%.

UK Air Quality Objectives and Pollutants

Table 1.1 – UK Air Quality Objectives and Pollutants - LAQM

Pollutant	Objective	Averaging Period	Obligation
Nitrogen dioxide (NO ₂)	200µg/m ³ not to be exceeded more than 18 times a year	1-hour mean	All local authorities
	40µg/m ³	Annual mean	All local authorities
Particulate Matter (PM ₁₀)	50µg/m ³ not to be exceeded more than 35 times a year	24-hour mean	All local authorities
	50µg/m ³ not to be exceeded more than 7 times a year	24-hour mean	Scotland only
	40µg/m ³	Annual mean	All local authorities
	18µg/m ³	Annual mean	Scotland only
Particulate Matter (PM _{2.5})	Work towards reducing emissions/concentrations of fine particulate matter (PM _{2.5})	Annual mean	England only
	10µg/m ³	Annual mean	Scotland only
Sulphur dioxide (SO ₂)	266µg/m ³ not to be exceeded more than 35 times a year	15-minute mean	All local authorities
	350µg/m ³ not to be exceeded more than 24 times a year	1-hour mean	All local authorities
	125µg/m ³ not to be exceeded more than 3 times a year	24-hour mean	All local authorities
Benzene (C ₆ H ₆)	16.25µg/m ³	Running annual mean	All local authorities
	5µg/m ³	Annual mean	England and Wales only
	3.25µg/m ³	Running annual mean	Scotland and Northern Ireland only
1,3-Butadiene (C ₄ H ₆)	2.25µg/m ³	Running annual mean	All local authorities
Carbon Monoxide (CO)	10mg/m ³	Maximum daily running 8-hour mean	England, Wales and Northern Ireland only
	10mg/m ³	Running 8-hour mean	Scotland only
Lead (Pb)	0.5µg/m ³	Annual mean	All local authorities
	0.25µg/m ³	Annual mean	All local authorities

3.2.3 Local Air Quality Management – The Legal

This is a statutory process by which local authorities are required to monitor, assess and take action to improve local air quality.

The need to take action is a statutory duty and is outlined when -

- A local authority identifies an area of non-compliance against the air quality objectives, and
- There is relevant exposure (e.g. housing, school, hospital)

As a minimum the geographic area of non-compliance should be declared an Air Quality Management Area (AQMA) and the local authority must draw up an action plan detailing remedial measures to address this problem

3.2.4 Local Air Quality Management – The Financial

The annual mortality burden in the UK from exposure to outdoor air pollution is equivalent to around 40,000 deaths

The health problems resulting from exposure to air pollution also have a high cost to society and business, health services, and people who suffer from illness and premature death. In the UK these costs are estimated to be more than £20 billion every year.

Potential of EU mandated fines for non-compliance 'Client Earth – High Court Case'

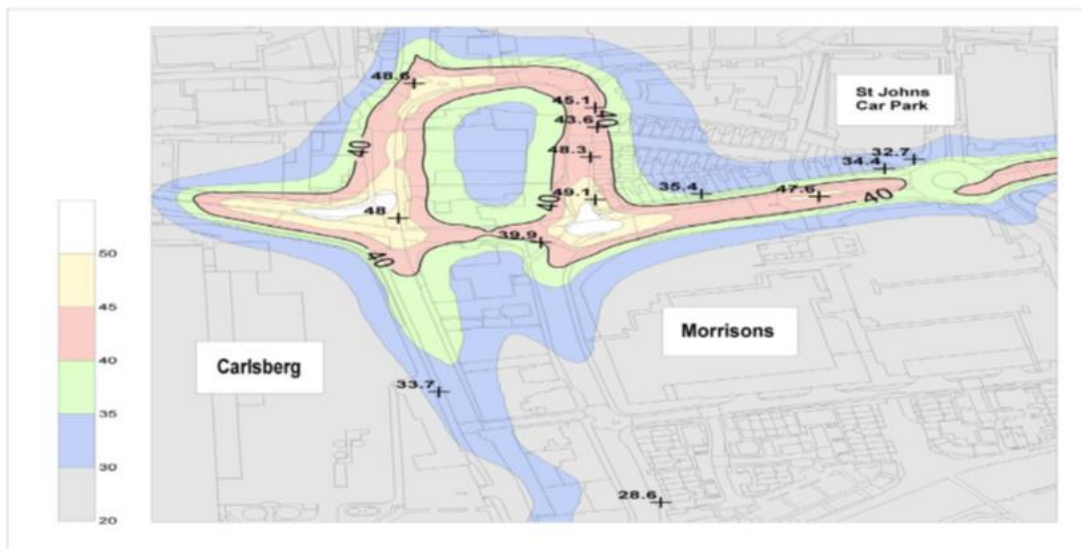
3.2.5 The Local Health Perspective

	% Population with Asthma	Number of People with Asthma
Northampton	6.12%	13,800
England	5.9%	3,127,590

3.2.6 Current AQMAs for Northampton



3.2.7 Air Quality Modelling – Outputs



3.2.8 Monitoring Trends

Victoria Promenade – limited changes in local concentrations

Harborough Road – Decreases and increases in local concentrations

St James – Decreases and increases in local concentrations

In all areas, local concentrations remain above the objective limit at some locations for NO₂

Variations in concentrations may arise as a result of new development, presence of roadworks, weather, displacement of bus fleets (1st Group)

Monitoring Trends – NO₂

Victoria Promenade			
	2013	2014	2015
Bridge Street 1	36	No Data	No Data
Bridge Street 2	38	37	37
Bridge Street 3	40	42	43
Plough 1	No Data	38	39
Plough 2	No Data	40	39
Victoria Promenade 1	31	30	32
Victoria Promenade 2	35	33	34
Cattlemarket Rd 1	33	36	No Data
Cattlemarket 2	35	36	36
Riverside	22	21	19

Harborough Road			
	2013	2014	2015
Harborough Rd 1	40	45	40
Harborough Rd 2	39	40	36
Harborough Rd 3	34	36	37
Harborough Rd 4	41	46	44
Harborough Rd 5	43	49	45
Harborough Rd 6	46	47	45
Harborough Rd 7	39	42	41
Harborough Rd 8	54	38	37
Harborough Rd 9	53	53	55
Harborough Rd 10	41	41	42
Harborough Rd 11	38	39	35
Harborough Rd 12	40	42	46
Kingsthorpe Grove 1	35	36	38
Kingsthorpe Grove 2	32	33	33

St James			
	2013	2014	2015
Weedon Rd 1	29	31	33
Weedon Rd 2	33	33	36
Weedon Rd 3	29	33	34
Weedon Rd 4	31	30	29
Weedon Rd 5	26	No Data	No Data
Weedon Rd 6	28	29	29
Spencer Bridge Rd 1	44	41	36
Spencer Bridge Rd 2	38	38	34
Harlestone Rd	39	41	41
Spencer Bridge Rd 3	44	49	48
Spencer Bridge Rd 4	34	34	39
Spencer Bridge Rd 5	30	33	33
Aberdeen Terrace	41	44	40
St James Rd 1	34	37	38
St James Rd 2	34	35	31
St James Rd 3	40	42	42
St James Rd 4	38	40	37
St James Rd 5	37	No Data	No Data

3.3 Core questions

- 3.3.1 The Scrutiny Panel devised a series of core questions that it put to key witnesses over a cycle of meetings (Copy at Appendix B).
- 3.3.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 5 December 2016, 16 February 2017, 9 March and 27 April.
- 3.3.3 Salient points of evidence:

Cabinet Member for Environment and Senior Environmental Health Officer, Northampton Borough Council

- There is increasing knowledge about the health impacts of air pollution, i.e. that it doesn't just cause asthma but can lead to serious issues affecting mortality and morbidity. It is worth pointing out that PM2.5 is a Public Health Outcomes Framework indicator, therefore working with public health should be prioritised
- There has been significant interest from the County Council's public health team and the link between air quality and health. There is experience within other partners that could be used to help promote messages, and also the consideration for combining messages regarding exercise and health, e.g. the benefit that switching to exercise may have on health and air quality.

- As a passive intervention, reducing vehicle emissions would have the greatest benefit on more deprived communities. Referring to the outcome of the consultation on the LES responses suggests that understanding of air quality issues amongst the Northampton population appears to be good. However, to further understanding of issues there are a range of suggestive (soft and hard) methods which could be incorporated to raise public awareness.
- There is further work required to revise and refine the Council's webpages for air quality to promote the LES and inform the public as to how they can do their part to improve air quality. This should include raising the awareness of the issues surrounding diesel car emissions and the mixed messages that the public receive from the Government who provide incentives through vehicle excise duty (VED) to many diesel car models. This leads to a perception that diesel cars are environmentally friendly and cheaper to run, however they are more significant contributors of oxides of nitrogen (NOx) and fine particulate. They can be more expensive to run and maintain based on motorists who average less than 10,000 miles per year. There is substantial local employment in Northampton with a significant number of local and national employers. There is scope to engage with local business for promoting information regarding air quality and the benefits of using low and ultra-low emission vehicles through targeted travel plans. Incentives could be provided to employees to promote and reinforce uptake of cleaner technologies.
- There could also be a drive around promotion of messages such as using public transport vehicles to display messages, e.g. buses, taxis and e-hire bikes as mobile advertising to promote messages. Signage around the town used for traffic updates could also have a similar input. The LES has articulated project ideas for implementation such as the prospect of 'try and buy'. The principle is to allow a free week's hire of an electric vehicle (EV) for residents of new development schemes (seeking for the developer to cover cost through planning condition or s106) to allow residents to trial the technology and helping to inform decisions when making a new vehicle purchase. This could be supported with information linked to air quality, e.g. the benefit of shifting away from petrol/diesel. The Council is also in a position to incentivise low emission vehicles through its car parking. This could be the introduction of free or subsidised parking (advertised to raise awareness for others) for anyone with a low emission vehicle. Similar steps could be taking for a variable levy regarding parking permits issued on permit holder streets in the town. Previously the town has had awareness days for projects, such as 'In town without my car'. A similar short-term project could be trialled under the umbrella of air quality to raise local awareness. Harder measures which could be used to raise awareness and understanding of air quality could include the setting of emissions standards. This has already been pursued in respect of taxi emission standards, and is being pursued through discussion with local bus operators. Speaking with these stakeholders has raised the

profile of air quality and prompted discussion at licensing committee meetings for the private hire trade already. A more formal approach for setting of emissions standards would be the introduction of a clean air zone (CAZ) for the town. This would set a minimum emission standard for the town, and dependent upon feasibility could be introduced as a voluntary CAZ. A CAZ would be a very public process, but in addition would require signage to inform people they are entering a CAZ to promote awareness. Workplace parking levy (WPL) has been mooted as another approach for setting emission standards by charging employers for parking spaces. The revenue this generates can be paid back into highway projects, but this can only be implemented by a highway/transport authority. The Council would be excluded from pursuing a WPL and would not have control on how revenue generated could be spent. So far only a single Council has pursued WPL (Nottingham) which introduced a WPL in 2013. However, a WPL could raise awareness of air quality issues where its purpose is to introduce charging against employers to offset the peaks at congestion times.

- The causes and impact of air pollution are documented in the Low Emissions Strategy.
- The initial drive behind developing the LES is because of the Air Quality Management Areas (AQMAs) across the town. These were declared due to emissions associated with road transport sources. However, there is a growing body of evidence which identifies a number of health impacts associated with exposure to poor air quality, even where levels are below those mandated in national legislation. There are stronger associations for a detrimental impact upon health where housing and other types of sensitive receptors are situated close to significant transport sources, e.g. roads. Contributors to air pollution are predominantly associated with combustion sources, such as industry, domestic and transport sources. Local pollution in Northampton will be a mix of local, regional, national and international sources. Locally vehicle emissions are the most significant source and growth in diesel car numbers has been a key contributor to locally produced sources of emissions. In a very broad sense there will be a local background for pollutants comprised of emissions from regional, national and international sources. Locally generated pollution will add to this background, and where there are locally generated pollution sources these can create hotspots, e.g. near to busy roads.
- In pursuing the themes of the NLES work has already developed to set emissions standards for private hire/hackney drivers. This work is in progress and going through a process of public consultation to agree the setting of a progressive emissions standard. This work has been instigated from the NLES and other local pressures, and is now being led by the licensing department. NBC is also actively seeking to make applications for grant funding to support measures for low emission vehicles/infrastructure. It is also

proposed to make capital bids for funding to support trial projects, such as the possibility of low emission taxi demonstrator trial to create confidence within the local private hire/hackney trade and support a shift towards cleaner vehicles. Officers have also met with local bus operators to discuss the setting of emissions standards for buses that operate through Northampton. Officers will liaise with County to use Highways powers to aim to set emission standards for buses from 2018. Officers have also developed guidance with regard to public sector tendering and contract awards as part of Social Value procurement. This has included measures in the planning guidance for suggesting the setting of emissions standards on commercial development schemes. The Council has consulted on proposed local guidance for planned new developments to encourage developers to incorporate low emission measures into their development. This is proposed to stand alone as an action plan and has been developed to reflect national planning policy. There is also an aim that this builds on limited local policy, e.g. BN9, but also as local planning policy develops low emission measures become a standard requirement for new development, where feasible to do so. The LES has been designed as a platform for inward investment, including securing funding from Government programmes e.g. OLEV, DfT, AQ Grant. Where the local authority has a published action plan (or equivalent) for air quality, it is placed in advantageous position to secure funding to support improvement projects.

- Transport Planners do not necessarily consider air quality
- There are around 400 air quality management area centres in England alone.

Director of Public Health, Northamptonshire County Council

Training / awareness raising:

Training / awareness raising for Councillors could be undertaken by inviting relevant experts to present to Councillors. For example an East Midlands Air Quality Network has been established to share information and good practice across the region, led by Public Health England. Public Health England representatives could be invited to speak to Councillors to help increase their understanding if required / appropriate. Councillors / officers from other local authorities who have been addressing air quality issues could be invited to speak of their own experiences and challenges in doing so. Relevant local medical practitioners could be invited to speak about certain medical conditions and how they are affected / exacerbated by exposure to air pollution.

Assessing impacts of relevant decisions on air quality:

Air quality will indirectly be affected by a whole range of policies and decisions, particularly those that influence road transport levels and patterns. Decisions that are made on other topics, such as town centre management, parking management, planning decisions etc. could clearly identify their likely impacts in relation to air quality, thus raising awareness amongst all those involved in those decisions of how other decisions could have air quality implications.

Public understanding

It is important that the public are made aware of air quality issues, in order that they can understand any risks and respond to them appropriately. Indeed, in many cases the public expect to be made aware of such risks. Awareness / understanding amongst the public could also be very important in gaining support for local initiatives to address air quality issues.

However such communications must be handled sensitively as research shows that raising awareness of certain health risks can be particularly alarming to the public, especially if they don't feel that they have much control over those risks. For example, while people may feel that they have control over the amount of physical activity they undertake, the amount of alcohol they consume or whether they smoke or not, they may feel that they have little control over their exposure (or that of their family) to air pollution. (This is sometimes referred to as a 'fright factor'.) As such raising awareness of the risks of air pollution without identifying any specific ways in which individuals can reduce that risk could be alarming and potentially counterproductive.

Specific guidance about communicating with the public about air pollution has been produced and should be considered. This includes 6 key principles:

- A. Use information about what particulate matter is made of and where it goes to get the broader topic of air pollution onto the agenda – not statistics about health consequences.*
- B. Don't raise public concern about air pollution unless you can at the same time satisfy people's desire to do something to reduce their exposure.*
- C. Focus on what is known for certain about the health consequences of air pollution.*
- D. Talk about air pollution as a problem linked to specific places – and not as a general problem of the atmosphere.*

- E. Keep the focus of communications on practical improvements – not long-term solutions.*
- F. Demonstrate leadership and empower communities, instead of just expecting individuals to change their behaviour.*

These issues should be considered when communicating about air quality issues either through NBC's own communications or via local press / media.

Causes of air pollution:

NCC's Public Health team is aware that the causes of air pollution can be wide ranging, such as industrial sources, combustion from heating etc. However in general air pollution from road transport is often the most relevant air quality concern as it is often co-located with exposed pedestrians, homes, schools, shops etc. The Public Health team understands from the information provided / published by NBC that the primary sources of concern in relation to air quality in Northampton are indeed those from vehicle emissions.

NCC's Public Health team is also aware that trying to achieve improvements in air quality can be challenging, especially when other policy objectives (such as encouraging people to travel into town centres to support the local economy) can potentially contribute to negative air quality impacts

Impacts of air pollution:

NCC's public health team is aware of the impacts of air pollution on health and wellbeing.

Individuals - The specific impact of air pollution on any one individual will always be complicated and will depend on a range of factors relating to that individual's existing health and also the nature and extent of their exposure to pollutants.

However there is increasing evidence that air pollution is a serious public health issue which can and does have significant health and wellbeing impacts. There is now evidence that long-term exposure to everyday air pollutants over months to years contributes to the development of cardiovascular disease (conditions affecting the heart or blood vessels), lung cancer, and respiratory diseases (e.g. asthma), as well as exacerbating them in people who already have those conditions.

In particular, the more vulnerable members of our communities are likely to be those affected the most, such as the young, the old and those with existing medical conditions.

It is also acknowledged that, while EU and UK air pollution limit values are in place to protect human health, there are no absolutely safe levels of particulate matter (PM) and evidence suggests that health effects can still occur well below these limits.

Due to the nature of the effects of air pollution, it is difficult in individual cases to identify the exact nature and extent of the role of air pollution in death or illness. Air pollution will rarely be the sole cause of illness / death and would not be recorded as such on a death certificate for example. It is more likely that exposure to air pollution will exacerbate an existing condition or contribute to an illness / death along with other factors. It will always therefore be impossible to state the exact level of deaths or illness that are caused by air pollution in an area.

However modelling has been undertaken that gives an overview of the likely contribution of some air pollutants to death rates. It has been estimated that there are 44,750 – 52,500 annual equivalent attributable deaths in the UK due to the impact of Nitrogen Dioxide (NO₂) and particulate matter PM. This has an annual social cost of £25.3bn - £29.7bn.

Public Health England uses PM_{2.5} as an indicator for mortality attributable to particulate air pollution. It was estimated that as at 2010, across Northampton, 6.1% of people aged over 25 would die prematurely each year because of particulate air pollution: equivalent to 102 deaths per year or 1168 associated life years lost.

Further work is being undertaken nationally to better understand the impact of Nitrogen Dioxide on Health and Wellbeing.

The Public Health Team is aware of the actions that have been proposed in the draft Low Emissions Strategy, which NBC consulted on in late 2016. The Public Health team's views on those actions were identified in the formal response to the consultation. In summary the Public Health team felt that the measures identified in the draft Low Emissions Strategy were unlikely to achieve the desired improvements in air quality and therefore meet the air quality standards identified in current legislation.

With regards to how actions to reduce air pollution could be publicised more widely, the following could be considered:

- Relevant actions could be published more prominently on NBC's website, rather than within substantial strategy documents.
- NBC could use its social media channels to raise awareness.
- Messages about air pollution could be combined with other relevant public health messages – e.g. active travel such as walking / cycling can contribute to the individual's wellbeing as well as reducing contributions to air pollution.
- NBC could report its strategy and associated actions formally to other relevant organisations and networks, such as the Northamptonshire Health & Wellbeing Board, health organisations, economic development partnerships, voluntary sector etc.

NCC's Public Health team has worked with NBC to inform the development of the draft Low Emissions Strategy and is happy to continue to do so. This is primarily through identifying the health and wellbeing implications of air pollution and contributing to efforts to address them.

The Public Health team is also working with NBC and other Northamptonshire Districts through the East Midlands Air Quality Network to try to learn from other areas with regards to addressing air quality.

The Public Health team also promotes physical activity through its direct activities and through its commissioned health and wellbeing services. Encouraging physical activity through active travel in Northampton could contribute to the Northampton Low Emissions Strategy by encouraging people to walk / cycle for personal wellbeing benefits, as well as wider air pollution benefits. While the funding environment remains extremely challenging for the Public Health service, as for other public sector organisations, the Public Health team will seek to contribute to air quality related initiatives as best as it can.

The Public Health team can also contribute to any activities intended to raise awareness of air quality issues amongst the public, including identifying guidance that identifies effective ways of doing so.

Director, Carbon Management Team, Northamptonshire County Council

- Publication of the Borough Council's emission statistics may be a pertinent exercise to better understand what actions need to be taken at the Council level to positively contribute towards reducing air pollution. The strategy

acknowledges the need to encourage the Council to implement policies which incentivise the uptake of Low Emission Vehicles but it does not determine the scale or criticalness of this need. A recent study undertaken by NCC's Energy and Carbon Management Team, based on data which has been externally audited (against the ISO50001:2011 standard), found that in 2015/16, the carbon emissions associated with NCC's business travel decreased by 46% compared to 2012/13. This resulted in a decrease of carbon emissions of 892tCO₂ compared to 2012/13. The Strategy recognises the need to build "our air quality monitoring and modelling capability to inform evidence-based decision-making". Air quality monitoring may also be of interest to the public and Councillors, and may assist in developing their understanding of air quality issues, particularly if the area/constituency in which they live has poor air quality (people may be more likely to want to do something about a problem if there is evidence that the problem exists and it is personal to them). Critical to this however is making this data widely available and accessible, and currently it is not. A starting point may be the use of data compiled by Defra, plus utilisation of their document 'What are the Causes of Air Pollution' which could be adapted for local use. In the longer term, a real time emissions reporting system may be of consideration. Additionally, research studies and news articles can also help to engage Councillors and the public. Consider collaboration with the University of Northampton, or other research establishments, and disseminating the results of any studies broadly within appropriate media channels. There may be a number of local students interested in undertaking empirical research in this field for relatively low cost.

- Some of the causes and impacts of air pollution in Northampton are identified within NCC's Northamptonshire Climate Change Strategy 2014-17 and NCC's Northamptonshire Highway Air Quality Strategy.
- Without review of the LES it is only the actions that NCC and partner organisations – as captured within the Northamptonshire Climate Change Officers Group Action Plan – are taking within Northampton which are known in any detail for comment. Regarding wider publicity of actions being taken by the Borough Council to reduce air pollution, it may be that a concerted message is one which would be better received. It is clear that Northampton is targeting growth and economic development, and that much of this is targeted in the town centre, where the air quality is poorest. Thus, is there an opportunity to strengthen the focus placed upon achieving both economic growth and significant improvements in air quality?
- NCC's Northamptonshire Climate Change Strategy 2014-17, Northamptonshire Highway Air Quality Strategy and Local Transport Plan detail the actions planned by NCC pertaining to the three themes of the Northampton Low Emissions Strategy. Specifically, the works being undertaken by the NCC in highways transport have concentrated on the dual themes of freeing up congestion at key junctions, e.g. Gas Street roundabout,

Victoria Promenade/Bedford Road, and also encouraging other modes of travel through initiatives such as the introduction of the Cycle Connect scheme (joint with NBC) and the Smart Corridor/Commuting initiative on which work has recently started at St James, with further works to follow on the Kingsthorpe and Kettering Road corridors. NCC has also consulted with all staff during the development of a new staff Travel Plan, which establishes travel policy and guidance in light of the County Council's move to One Angel Square in Northampton over the next few months. There are highly innovative low emission approaches being followed including minimal staff car parking, park and ride, Taxi app (tailor made personal commuting options for staff), pool vehicles, etc. NCC is willing to consider funding, supporting and/or contributing towards measures if it is recognised that they will provide a discernible benefit and also demonstrate that they can save the Council money.

- Publication of current low carbon travel initiatives within the area may help to encourage more people to engage with the low carbon transport agenda but details are important. E.g. Figure 7 of the LES does show an E-Car Club Hub which is no longer in use but it is not named. So, it does little to facilitate public accessibility to electric vehicles. If not within the Strategy itself, is the Action Plan considered an appropriate place to reference specific initiatives? If so, community car clubs and the Cycle Connect scheme could be highlighted as a minimum. Furthermore, with NCC's move to One Angel Square, and the forthcoming new University campus becoming operational, there will be new challenges and opportunities that will need to be considered.

Senior Manager, UNO Buses

- It needs to be ensured that the impact of un-necessary car journeys is made clear and conversion to public transport and benefits of public transport, park & ride are sold. Impact of air pollution in peoples' health must feature as the key need to improve air quality for present and future generations. Information sources e.g. local newspapers to community and businesses. "Doing nothing is not an option".
- The cost to the health service of resource taken up caring for persons with ill health caused by poor air. Lost time and productivity at work because of this. Impacts of diesel particulates, NOX, CO2 on respiratory diseases, asthma, cancers. Also contributes to climatic change, damage to trees and building erosion and premature human deaths.
- NBC should target the public and businesses by roadshows, newspaper, news letters, targeted social media
- Co-ordinated public transport to suit the needs of the University and the people of Northampton (our market place). Continued investment in the

Northampton fleet to reach Euro 5 & Euro 6 standards. Unable to set time frame. Uno is interested in joint measures or joint funding to alternative fuel types and possible repowering of older vehicles. Uno would support such initiatives and measures with the Borough and County to achieve these objectives. UNO would need to understand the measures, timescales involved and work with the borough for evaluation and implementation.

- UNO has been working closely recently with Officers at NBC on providing bids for alternative fuel vehicles as a joint initiative to which unfortunately UNO was un-successful in obtaining this. UNO remains keen on alternative fuel types for evaluation in the town and new University campus.
- The fleet of vehicles in Northampton is 25, the average age being 8 years.
- The composition of the fleet:
 - 10 vehicles Euro 3
 - 9 vehicles Euro 5
 - 4 vehicles Euro 4
- UNO works closely with the University of Northampton
- UNO has been operating in Northampton for 3-4 years. The market conditions are very challenging.
- The investment needed to put on five electric mini buses would be £5-6 million, including initial set up and charging points (at depots and on campus)
- A typical battery for a bus lasts 85 miles

Managing Director, StageCoach

- StageCoach believes that Northampton Borough Council should highlight the damaging effect of pollution in terms of buildings emissions, transport and worsening road traffic congestion by means of articles in its publications, presentations at local community based forums and through liaison with educational establishments and businesses.
- Stagecoach Midlands is aware of the damaging consequences of poor air quality on health and life expectancy. UNO believes that there is a need for the local authority to encourage all businesses, other establishments and home owners to take steps to reduce their environmental footprints through introducing more energy efficient systems and practices. There is also a key need to address the ever worsening problem of traffic congestion in the Central Northampton area, which causes considerable additional traffic related pollution. The Northampton road system is currently unable to cope at times of key demand or when a small traffic light problem or a minor road

traffic accident occurs. Ultimately actions will have to be taken to restrict car access to many areas of the town, as there is little scope to increase road capacity. Any new policies designed to restrict vehicles on the basis of emission levels should not only cover buses and taxis, but also diesel cars, lorries and vans as these cause more pollution than public transport. The growth of internet shopping is also resulting in increasing problems with van deliveries in central areas, as more customers seek to have their goods sent to their places of work rather than their homes.

- Stagecoach is aware of Northampton Borough Council's "Northampton Low Emission Strategy 2016-201", its NLES Air Quality planning Technical Guidance and 6 it's Northampton Borough Council Low Emission Fleet Procurement Guidance.
- During the last five years Stagecoach Midlands has spent over £10.2 million purchasing 66 brand new Euro V low emission buses for its Northampton depot - 57 single decks and 9 gold double decks. As a result of this investment the company's fleet of 104 buses at Northampton depot currently consist of:- 75 Euro V single decks and double decks 10 Euro IV single decks and minibuses 19 Euro III double decks. The company has committed to replace these Euro III double decks with newer vehicles of at least Euro IV standard by the end of November 2017. It is not the intention to seek to upgrade the emissions levels of these Euro III vehicles through conversions, as it is Stagecoach's experience elsewhere that such conversions result in higher breakdown rates and unreliability. The average age of Stagecoach Midlands Northampton fleet is 5.5 years at the present time, well below the Government's target to operators of 8 years.
- Stagecoach Midlands strategy is to invest in the latest low emissions diesel engines buses in order to maximise the environmental benefit derived from this investment in new vehicles. Given that Northampton is not an area where high levels of profit are generated, as is evidenced by the withdrawal of First from the town a few years ago, and the very high cost of ultra low emission buses compared to conventional low emission vehicles, it is the company's view that in future it should invest in Euro VI vehicles rather than hybrid or electric ones. The available finances will enable the purchase of a higher number of Euro VI buses that ultra low emission vehicles, which will enable environmental improvements to be secured on a greater number of routes that would otherwise be the case. The level of emissions from Euro VI buses are a fraction of those produced by Euro III and older vehicles. Between 2018/2019 and 2019/2020 it is Stagecoach Midlands plan to take delivery of 9 Euro VI single decks for service 1 and 14 new Euro VI double deck vehicles for service X4 which is based at Kettering, but provides one of the towns key inter urban routes.
- The central road system in Northampton cannot cope with the volume of traffic using it in peak times, there is a need to ensure central roads are used

only by traffic entering/exiting the town; rather than being used as a through route.

- Pollution problems are created when vehicles are idling in heavy traffic.
- The organisation has invested £10.2 million on 66 low emissions buses in the last five years and intends to invest a further 33.8 million on 22 Euro 6 standard low emission vehicles for routes 1 and x4 between now and the beginning of 2020.
- Many low emissions buses cost in the region of 80-100% more to maintain.
- It would help the congestion in the town and pointed out that successful schemes elsewhere normally were located exiting main bus corridors in to towns. This enabled cost to be reduced by reaching agreements with bus operators to use the exiting routes to divert via the new park and ride, making use of the spare seats that are available.
- A park and ride could be viable in Northampton but would require NCC, NBC and the operators to all work together. The ideal location would be on the edge of the town, and on or close to a high frequency bus service, which could be diverted/extended to the site. There would need to be incentives for the motorist to use park and ride.
- A discount Mega Rider Ticket Scheme officer had been put forward to Northamptonshire County Council to help reduce the traffic congestion impact of the relocation of its staff to the Angel One site in the town centre.
- There is a need to obtain a better balance free car parking and minimising pollution and congestion. Problems in Northampton often occur during the late afternoon period, particularly in the months leading up to Christmas, when shoppers leave the town at the same time as people leaving work, severely worsening the congestion in the town centre.
- Options that help to increase road capacity in the town centre area should be looked at.
- Adequate off street parking in new residential developments is of key importance in enabling bus services to negotiate these estates without impairment. It is also vital to ensure that core spine routes are built through adjoining residential developments to enable the maximum level of bus service to be provided and to help ensure that such services become commercial.
- The St James Smart Corridor will help to speed up buses.

Electric Corby

Electric Corby provided details regarding its initiative – [Electric Vehicles for Private Hire](#)

Secretary, Northamptonshire Green Party

- There is obviously a lack of awareness of Northampton's air quality issues, and this manifests itself in a lack of understanding. Partly, in the Green Party's opinion, this is because the issue has not been addressed with the level of seriousness that it merits. The town centre has had Air Quality Management Areas for over 10 years, but there is little evidence that any consistent action has been taken specifically to address these issues. A local education campaign is urgently required. This should communicate why Northampton has air quality problems, what causes those problems, and what the Green Party can do, as members of the public to mitigate against this. The Green Party would suggest that this should include : - Advertising in the town centre - Engagement with school groups (at assemblies) - Ensure that information on the website is easy to find and to understand With regard to councillor understanding, I would suggest that this probably differs depending on the individual councillor. From attending the Scrutiny panels, I can see that the level of understanding varies, but that the councillors are trying to actively engage with and understand the issues. Within the full council, there does seem to be a general attempt to engage with the air pollution issue, but I think motions such as the one regarding idling vehicles (in December) indicate that there is a requirement to more adequately ensure councillors are up to speed with the issue, to ensure that the issue can be debated with relevance.
- The Green Party is aware that the Air Quality Management Areas in Northampton are because of increased levels of Nitrogen Dioxide, generally associated with the prevalence of diesel vehicles, sitting in congested traffic. This can have impacts on the health of the population, and as Public Health England's figures have shown, the frequency of respiratory illness in Northampton is higher than elsewhere in the County. The Green Party has produced leaflets about the effects of air pollution However, the Green Party is also conscious that the levels of Nitrogen Dioxide may well be elevated at locations outside of the AQMAs. The Green Party's measurements showed high levels of pollution at Cheyne Walk, Northgate Bus Station, and Spencer Bridge Road. This indicates to the Green Party that the Air Quality problem in Northampton, particularly in the town centre, is a wider problem than is recognised. Currently, there is a focus on the air pollution problem within the AQMAs and this may mean that issues outside of those areas do not get the attention that they require or that, by attempting to tackle the issues within the AQMA, the problem could be moved to an adjacent area

- The Green Party considers that there is important work to be done in public awareness, and that this will continue to be critical if wider communities are going to take individual actions that will help to reduce vehicle emissions. The Green Party considers that the work it has been doing over the past year is generally to assist with public awareness of the air pollution problem, and the Green Party plans to continue this. The Green Party would be happy to work with the council to improve public awareness and to suggest examples of good practise in other councils.
- In response to one of the Green Party's questions in the last year, the Council responded with the statement that rather than just focus on individual areas, they were going to take a holistic view and deal with air pollution across the town as a whole. This seems to us to be a fair response, but it also seems at odds with the current setup of the Air Quality Management Areas. The following picture shows the rough placement of the Air Quality Management Areas within the town centre (marked red) as can be seen, all of these are contained within a rough orbital of the town centre around 2km from East to West and 1.5km from North to South.



- The Green Party's measurements over the past year have shown elevated levels at Cheyne Walk, Northgate Bus Station and Spencer Bridge Road. None of these are within the current AQMAs and the Low Emissions Strategy will have limited power to deal with air quality issues within them. The Green Party would suggest that the Town Centre AQMA be expanded to encompass all of the areas within this central area. An example is shown in the diagram below.



- This would reinforce the Low Emissions Strategy and really give it jurisdiction across the whole of the Town Centre, and, in the Green Party’s opinion, prevent some of the disconnects that currently sit within the Borough Council management of the AQMAs.
- The Green Party highlight the continuing issues with the Kingsthorpe Corridor. This area is responsible for some of the highest levels of air pollution within Northampton, and with the additional houses planned for Kingsthorpe in the near future (Buckton Fields, Northampton University, Kingsthorpe Middle School) the issue in this area is going to get worse. The Green Party’s measurements have shown illegal limits on the A508 outside of the current Air Quality Management Areas, and the Green Party would also suggest that the AQMA in Kingsthorpe should be extended to the North to reflect these problems.
- Councillor awareness of air quality is improving.

Director, Highways, NCC and Director, Carbon Management Team, NCC

- NCC has a Highways Air Quality Strategy and various other Transport Strategies. There are Town Transport Strategies for each main town within the county. In drawing up and implementing the Northampton Town Transport and the Highways Air Quality Strategies there is a lot of joint working between NBC and NCC, for example NBC and NCC have worked together on Sustainable Transport and the Cycle Scheme, Smart Corridor and Smart Community Schemes.
- No one is responsible for putting up bus shelters, although various bodies can. The challenge for funding is the maintenance of them.

- Officers abide by Government Planning Rules regarding Highways consultation for planning applications. The developer has responsibility to mitigate any impact that the development would create and gave examples.
- The Highways Team is involved in commenting on the Emissions Strategy and the Team wants to increase activity in the town centre. Having activities in the town centre makes travel by bus easier. One challenge is, when the Team did a survey of car parks there was excess capacity, however, this is no longer the situation.
- The Government has a green bus fund.
- The timescale of the North West Relief Road is 2019-2021.

4 Desktop Research

- 4.1 Desktop research was undertaken regarding organisations and Local Authorities noted for their best practice procedures in Emissions.
- 4.2 Desktop research has been undertaken regarding good practice Low Emissions Strategies elsewhere.
- 4.3 Colchester Borough Council, Southampton City Council and Bradford Council have published Low Emissions Strategies.
- 4.4 The West Midlands came together as a collective Group and undertook work regarding Low Emissions. . The Low Emissions Towns and Cities Programme is a partnership comprising the seven West Midlands local authorities, (Birmingham City Council, Coventry City Council, Dudley MBC, Sandwell MBC, Solihull MBC, Walsall Council and Wolverhampton City Council) working together to improve air quality and reduce emissions from road transport.
- 4.5 The Sussex Air Quality Partnership, also as a collective Group, undertook work regarding Low Emissions
- 4.6 Full details of the desktop research undertaken are provided at Appendix C.

5 Community Impact Assessment

- 5.1 This Scrutiny Review provided Scrutiny input into the Action Plan for the Council's Emissions Strategy
- 5.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and

unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.

- 5.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.
- 5.4 Any recommendations regarding homelessness would consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments are integral to any reports including actions plans.
- 5.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

6 **Conclusions and Key Findings**

- 6.1. After all of the evidence was collated the following conclusions were drawn:

Emissions Strategy Action Plan

- 6.1.1 The Scrutiny Panel supported the production of the Borough Council's Emissions Strategy and Action Plan; noting the measures that will improve air quality in Northampton. The Scrutiny Review had identified further suggestions for improvement for inclusion within the Action Plan, as detailed below:
- 6.1.2 The Scrutiny Panel was pleased that electric charging points are starting to be installed around the town. The Scrutiny Panel recognises that there is currently low demand for charging points and welcomed the fact that developers will put the cabling in for charging points, so that they can be activated at a later date.
- 6.1.3 The Scrutiny Panel conveyed concern about the building of houses near to busy roads and the problem of this needs recognition. The draft NICE guideline does indeed refer to minimising the exposure of vulnerable groups to air pollution by siting buildings away from busy roads and ensuring facilities such as schools, nurseries and retirement homes are located in areas where

pollution levels will be low. The Scrutiny Panel emphasises that this needs to be considered in relation to development proposals and planning decisions.

- 6.1.4 The Scrutiny Panel welcomed the discount Mega Rider Ticket Scheme officer that had been put forward to Northamptonshire County Council to help reduce the traffic congestion impact of the relocation of its staff to the Angel One site in the town centre.
- 6.1.5 The Scrutiny Panel realised that a park and ride could be viable in Northampton but would require NCC, NBC and the bus operators to all work together.
- 6.1.6 Evidence received highlight the need to obtain a better balance free car parking and minimising pollution and congestion. Problems in Northampton often occur during the late afternoon period, particularly in the months leading up to Christmas, when shoppers leave the town at the same time as people leaving work, severely worsening the congestion in the town centre.
- 6.1.7 The Scrutiny Panel was pleased to note that the St James Smart Corridor will in theory help to speed up buses.

Councillor and Public Awareness of Air Quality Issues

- 6.1.8 Evidence received highlighted the need to look at how awareness can be raised regarding air quality and new initiatives brought in, for example a suggested initiative being the offer of a voucher for a week's trial of an electric car, and "Don't use the car for a day" initiative.
- 6.1.9 There are around 400 air quality management areas in England alone. There are seven in Northampton at present.
- 6.1.10 The Scrutiny Panel welcomed the report that £8 million had been approved for the North West bypass. The need for an orbital road system was highlighted. It was acknowledged this would cost in the region of £150 million. Busy and complex traffic junctions will continue unless a more strategic solution is found.

Actions taken by Partner Agencies

- 6.1.11 Evidence detailed that Transport Planners do not necessarily consider air quality. The Scrutiny Panel felt that there is a need to consider how Northampton Borough Council (NBC) communicates with Authorities/Agencies that are pushing for developments on the edge of the boundary of Northampton. The Scrutiny Panel was pleased that cross border meetings do take place but there is a need to improve their effectiveness.
- 6.1.12 The Scrutiny Panel welcomed that NBC has a good working relationship with StageCoach.
- 6.1.13 Evidence received highlighted that there is very good working by Agencies but also an element of disconnectivity between NBC, NCC, Public Health and the public. There is a need to link the Emissions Strategy to the Health and Wellbeing Strategy. Agencies need to work together to tackle this. Agencies often have different priorities.
- 6.1.14 NICE has produced a draft guideline document around outdoor air quality and health.
- 6.1.15 The Scrutiny Panel realised that no one Agency is responsible for the installation and maintenance of bus shelters, some are the responsibility of NBC, some NCC and others commercial organisations or Parish Councils. The cost of a bus shelter is around £8,000.
- 6.1.16 Evidence received highlighted that options that help to increase road capacity in the town centre area should be looked at. The Scrutiny Panel felt that it would be useful to investigate the feasibility of changing the entry and exit of the Mayorhold car park and whether it would help congestion.
- 6.1.17 Evidence received showed that it is vital to ensure that core spine routes are built through adjoining residential developments to enable the maximum level of bus service to be provided and to help ensure that such services become commercial.

- 6.1.18 The Scrutiny Panel supported the information from Electric Corby regarding its initiative – Electric Cars for Private Hire should be shared with Private Hire Operators in Northampton.

Recommendations

- 7.1 The purpose of the Scrutiny Panel was to provide Scrutiny input into the Action Plan for the Council's Emissions Strategy. Scrutiny Panel 4 therefore recommends to Cabinet that:

Emissions Strategy Action Plan

- 7.1.1 The Scrutiny Panel notes that the Emissions Strategy only covers the period till 2025. A longer term strategy is devised and implemented so that major stakeholders in the town will have a better understanding of the goals of the town, and can plan ahead to meet them.
- 7.1.2 The Scrutiny Panel notes that while vehicle emissions contribute to poor air quality, there are other sources of pollution in the town, including residential, commercial and industrial activity. It should be ensured that the Borough Council uses all measures available to influence all planning activities and the development of the Local Plan and licensing, to help mitigate any adverse effects, and to ensure that any developments in the future do not adversely contribute to poor air quality.
- 7.1.3 The Borough Council takes the initiative with electric charging points. Borough owned car parks should have charging points installed so that those with electric cars can charge them while they shop. These charge points should allow preferential parking to encourage the use of electric vehicles.
- 7.1.4 The NLES contains a procurement guide which seeks to emphasise low emission procurement. The procurement guide that has been developed is championed, trialled and applied throughout Council procurement policy where possible, and use this as best practice for investigating the benefit of whole life costing for ULEV. A local employer is identified to trial this as a best practice example.

7.1.5 There is a requirement for any new commercial development to have provision for car charging points. Furthermore, the Council should work with existing commercial developments such as Sixfields, Riverside retail park and major supermarkets to provide charging points for electric vehicles.

7.1.6 Northampton Borough Council works with private companies to provide electric charging points at minimal cost to the tax payer in those places not covered above and where there is demand.

7.1.7 The Scrutiny Panel informs Cabinet that it supports the production of the Borough Council's Low Emissions Strategy and Action Plan; noting the measures included within it that will improve air quality in Northampton, which places an emphasis on emissions reduction (e.g. shift to cleaner alternative vehicles and reduction of users on Northampton's roads.)

7.1.8 It is strongly recommended that a town centre wide AQMA is implemented and enquiries are made to more joined up or expanded the AQMAs in Northampton.

7.1.9 The following are included within the Low Emissions Strategy Action Plan:

Where it is not feasible to install full electric vehicle recharging points, developers are encouraged to install cabling for electric vehicle charging points so that they can be activated at a later date.

The draft NICE guidelines in respect of minimising the exposure of vulnerable groups to air pollution by siting buildings away from busy roads and ensuring facilities such as schools, nurseries and retirement homes are located in areas where pollution levels are low is considered in relation to development proposals and planning decisions.

The Low Emissions Strategy links to Northamptonshire County Council's Health and Wellbeing Strategy.

Northampton Borough Council works with Northamptonshire County Council and bus operations regarding the viability and mode of usage of a park and

ride scheme for Northampton. The appropriate Community Groups and Councillors are consulted on this.

- 7.1.10 The times that free parking in Northampton are offered is investigated to ascertain whether a better balance of free parking and the minimisation of pollution and congestion is achieved.
- 7.1.11 Enquiries are made with Planning Services regarding how the most effective way bus routes can be maximised through the use of spine roads and direct through routes (separate entry and exits) in developments; encouraging bus routes and off street parking within residential areas to allow for a more free flow of public transport.
- 7.1.12 Investigations are carried out into the feasibility of a Clean Air Zone for Northampton.
- 7.1.13 Investigations into potential sources of funding to develop an electric taxi trial and on-street electric charging points for residential areas are carried out.
- 7.1.14 Support is given to a mitigation as standard approach for all new developments regarding air quality impact.

Councillor and Public Awareness of Air Quality Issues

- 7.1.15 Initiatives to raise awareness regarding air quality are investigated; such as the offer of a voucher for a week's trial of an electric car and "Don't use the car for a day" initiative.
- 7.1.16 Real time air quality information and pollution prevention advice is published on information boards on main roads into AQM areas.
- 7.1.17 Information regarding Electric Corby's Initiative – Electric Cars for Private Hire is circulated to all Private Hire Operators in Northampton.

Partner Agencies

- 7.1.18 The Terms of Reference of Multi Agency and Community Meetings regarding developments on the edge of Northampton are investigated to improve the effectiveness of the meetings.
- 7.1.19 A feasibility study is undertaken regarding the viability of changing the entry and exit of the Mayorhold car park and whether this would help congestion, taking into account of the development of the Greyfriars site.

- 7.1.20 The Scrutiny Panel notes that partner Agencies and Councils are also undertaking work on air quality. To ensure that there is co-operation between County, borough, district and other stakeholders (including Community Groups), a cross Council Working Group is established so that co-operation is improved.
- 7.1.21 The Licensing Committee works with partners such as the Hackney carriage association to promote the use of low emissions vehicles. The licensing committee should work with partners to formulate a robust strategy when licensing new vehicles in the town.
- 7.1.22 The Borough Council works with partners such as stagecoach and UNO to ensure that any new buses moving into the town meet high standards, and that the council works with its partners at the County Council to investigate the setting of an emissions standards for buses, such as the introduction of a Traffic Regulation Order (TRO) or a Clean Air Zone. This should be a progressive standard which sets an initial benchmark.
- 7.1.23 The Borough Council works with stagecoach and UNO to trial Electric and/or alternate fuel vehicles if funding can be secured from central Government.
- 7.1.24 Northampton Borough Council works with Highways, Northamptonshire County Council to review the current and future planned road network to determine if there are any changes that can be made to speed up traffic into, out of, through and around the town.
- 7.1.25 A strong emphasis is placed on the planning system to encourage any new development (where members of the public are able to commute to home, work or retail) to be serviced by public transport. Where feasible this should be secured as a condition of development or by agreement, e.g. use of s106 agreement.
- 7.1.26 Investigations are carried out to clarify responsibility for the provision of appropriate infrastructure to promote the use alternative means of transport such as the use of buses, walking and cycling, for example bus shelters and cycle routes.

Overview and Scrutiny Committee

- 7.1.27 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

Appendices



Appendix A

OVERVIEW AND SCRUTINY

SCRUTINY PANEL 4 – EMISSIONS STRATEGY (ACTION PLAN)

1. Purpose/Objectives of the Review

- To provide Scrutiny input into the Action Plan for the Council's Emissions Strategy

Key lines of Inquiry:

To increase Councillor and public understanding of air quality issues in Northampton

To understand the causes and impact of air pollution

To understand the actions being taken to reduce air pollution in Northampton

To understand the actions being taken by partners to reduce air pollution in Northampton

To provide recommendations for the production of the Action Plan for the Council's Emissions Strategy, which will identify ways of improving air quality in Northampton

Examine all current air quality management areas to ensure they are performing. To see if they can be improved and consider all other factors and future factors in moving forward

2. Outcomes Required

- To make informed recommendations regarding the production of the Action Plan for the Council's Emissions Strategy

3. Information Required

Background data, including:

- Presentation to set the scene: "Overview of air quality in Northampton"

- Relevant national, other background research papers and relevant Legislation
- Relevant data:
 - Hotspots and trends
 - Draft Low Emissions Strategy 2016/17
 - Statistical data, including national comparison
- Best practice and successful initiatives in both Northampton and elsewhere
- Case studies
- Witness evidence:

Internal

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Head of Planning (Planning Policy), NBC
- Senior Environmental Health Officer, NBC

External

- Consultant, Low Emissions Strategies Ltd
- Director of Public Health, Northamptonshire County Council (NCC)
- Residents' Groups
- Northamptonshire Green Party
- Highways/Transport choices, NCC
- Carbon Management Team, NCC
- Electric Corby
- Stage Coach/Uno
- Freight Transport Association

4. Format of Information

- Background data
- Background reports and presentation
- Best practice data
- Desktop research
- Evidence from expert external witnesses
- Evidence from expert internal witnesses

5. Methods Used to Gather Information

- Minutes of meetings
- Desktop research
- Officer reports
- Statistical data
- Presentations
- Examples of best practice
- Witness Evidence:-
 - Key witnesses as detailed in section 3 of this scope

6. Co-Options to the Review

Representatives from two Residents' Associations in Air Quality Management areas to be approached to be co-opted to this Review

7 Considerations for Community Impact, such as health, equalities and human rights

This Scrutiny Review will gather evidence with the aim of providing Scrutiny input into the Action Plan for the Emissions Strategy. It will seek to put forward informed recommendations to all relevant parties on methods to deal with anti-social behaviour on the town.

The Scrutiny Panel, in having regard to the general equality duty, will be mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This will be borne in mind as the Scrutiny Panel progresses with the review and evidence is gathered.

In order that the Scrutiny Panel obtains a wide range of views, a number of key witnesses will provide evidence as detailed in section 3 of this report.

Any recommendations regarding the Action Plan for the Emissions Strategy will consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments will be integral to any reports including actions plans.

8 Evidence gathering Timetable

Meetings to commence at 6.00 pm

October 2016 – April 2017

10 October 2016	Scoping meeting
5 December	Evidence gathering
9 February 2017	Evidence gathering
9 March	Evidence gathering
27 April	Approve final report

Various site visits will be programmed during this period, if required.

9. Responsible Officers

Lead Officer	Ruth Austen, Environmental Health and Licensing Manager
Co-ordinator	Tracy Tiff, Scrutiny Officer

10. Resources and Budgets

Ruth Austen, Environmental Health and Licensing Manager, to provide internal advice.

11. Final report presented by:

Completed by April 2017. Presented by the Chair of the Panel to the Overview and Scrutiny Committee and then to Cabinet.

12. Monitoring procedure:

Review the impact of the report after approximately six months (February 2018)

NORTHAMPTON BOROUGH COUNCIL

OVERVIEW AND SCRUTINY



Appendix B

SCRUTINY PANEL 4 – EMISSIONS STRATEGY

(ACTION PLAN)

CORE QUESTIONS – EXPERT ADVISORS

The Scrutiny Panel is currently undertaking a review: Emissions Strategy (Action Plan): To provide Scrutiny input into the Action Plan for the Council's Emissions Strategy

Key lines of Inquiry:

To increase Councillor and public understanding of air quality issues in Northampton

To understand the causes and impact of air pollution

To understand the actions being taken to reduce air pollution in Northampton

To understand the actions being taken by partners to reduce air pollution in Northampton

To provide recommendations for the production of the Action Plan for the Council's Emissions Strategy, which will identify ways of improving air quality in Northampton

Examine all current air quality management areas to ensure they are performing. To see if they can be improved and consider all other factors and future factors in moving forward

The expected outcomes of this Scrutiny Review are:

- To make informed recommendations regarding the production of the Action Plan for the Council's Emissions Strategy

CORE QUESTIONS:

A series of key questions have been put together to inform the evidence base of the Scrutiny Panel:

- a. Please can you give your views and suggestions on how you think Councillor and public understanding of air quality issues in Northampton can be increased?
- b. Are you aware of the causes and impact of air pollution? Please explain.
- c. Are you aware of and do you understand the actions being taken to reduce air pollution in Northampton? Please provide suggestions of how these actions can be publicised wider.
- d. The themes of the draft Northampton Low Emissions Strategy are Evidence for Change, Creating a Low Emissions Future and Reducing Vehicle Emissions, please provide details of how the actions taken by your organisation contribute to these themes and would your organisation be prepared to fund / contribute to the funding of measures that benefit you / your organisation.
- e. Do you have any other information you are able to provide in relation to the Emissions Strategy?



NORTHAMPTON BOROUGH COUNCIL

OVERVIEW AND SCRUTINY COMMITTEE

SCRUTINY PANEL 4 – EMISSIONS STRATEGY (ACTION PLAN)

27 APRIL 2017

BRIEFING NOTE: BEST PRACTICE ELSEWHERE

1 INTRODUCTION

- 1.1 The Scrutiny Panel, at its inaugural meeting, agreed that as part of its evidence gathering it would receive details of best practice elsewhere in relation to Low Emissions Strategies.
- 1.2 Under the Environment Act 1995, Local Authorities are required to monitor air quality in their borough.

2 INFORMATION

- 2.1 Desktop research has been undertaken regarding good practice Low Emissions Strategies elsewhere.
- 2.2 Colchester Borough Council, Southampton City Council and Bradford Council have published Low Emissions Strategies.
- 2.3 The West Midlands came together as a collective Group and undertook work regarding Low Emissions.
- 2.4 The Sussex Air Quality Partnership, also as a collective Group, undertook work regarding Low Emissions.

3 COLCHESTER BOROUGH COUNCIL

- 3.1 Colchester Borough Council reports that like most other Districts in the region which do not have large industrial processes, the main source of local air pollution in Colchester is from motor vehicles. These emit, amongst other things, oxides of nitrogen, carbon monoxide, carbon dioxide and fine particulate matter. Particular problems arise locally where traffic is slow moving through old, narrow streets near the historic centre of the town.

- 3.2 From a health point of view, the most important pollutants are the nitrogen oxides (especially nitrogen dioxide - NO₂), and fine particles (especially the fraction which can be deeply inhaled - called PM₁₀ and PM_{2.5}).
- 3.3 Colchester Borough Council reports that nowhere in the Borough is likely to exceed the EU Limit Value for Particulate Matter (PM₁₀), however it goes on to report that there are areas, near to major roads, experiencing concentrations of fine particulates (PM_{2.5}) which exceed the World Health Organisation (WHO) Target Level, road transport emissions are a significant source of fine particulates in the urban area and pose significant issues when combined with other trans-boundary pollution. The WHO classifies diesel exhaust emissions as carcinogenic. Colchester Borough Council reports that research by Public Health England⁵ shows that PM_{2.5} concentrations are estimated to cause over 1 in 20 early adult deaths a year across Colchester. Studies show that road transport emissions of both NO_x and PM_{2.5} have a significant adverse effect on birth weights, lung function and incidence of strokes and heart attacks.
- 3.4 Colchester Borough Council was awarded funding from DEFRA to develop an innovative Low Emission Strategy (LES) to reduce road transport emissions across the Borough. The LES demonstrates how the Council will use municipal powers and partnership working to influence emission reductions over the next 5 years and beyond. The agreed LES will form part of the Colchester Air Quality Action Plan.
- 3.5 The Council has developed an LES that works alongside associated strategies and delivery plans). Colchester Borough Council reports that together they work side by side to improve air quality in Colchester, creating the added benefit of reducing Carbon emissions beyond the Councils' own buildings, services and operations; making Colchester a cleaner and healthier place to live. –
- 3.6 The LES identifies emission issues by vehicle type and provides vision, aims, objectives and actions to address the issues faced in an integrated plan of activity covering a wide range of policies, practices and partnerships. Some measures have already been implemented, the LES provides a delivery plan for the continuing development, implementation, monitoring and review of measures. Colchester Borough Council's studies have shown that there is no single solution to the issues that the Council faces and action to improve air quality will require buy-in from a wide range of Colchester stakeholders. The LES includes a comprehensive package of measures and policy areas and details objectives and actions relating to: - Air Quality & Emissions Assessment - Health Assessment and Behavioural Change - Land-Use Planning and Development Control - Sustainable Procurement - Transport Emissions, including; buses, Commercial Vehicles, Passenger Cars & Taxis and CBC Fleet.
- 3.7 The objectives of the Air Quality Strategy:

Objective 1 – Assess air quality in Colchester and opportunities for road transport emission reductions through the uptake of cleaner vehicle fuels and technologies

Objective 2 – To work with local health professionals to understand and raise awareness of the impacts of vehicle emissions on health

Objective 3 - To build on Travel Planning initiatives to develop measures that can improve passenger car emissions in Colchester by raising awareness of the benefits of low and ultra low vehicle fuels and technologies and provide mechanisms to support their uptake

Objective 4 - To develop and implement measures to encourage taxi emission reductions in Colchester

Objective 5 - To develop and implement measures to reduce emissions from buses in partnership with local bus operators

Objective 6 - To develop and implement measures to reduce emissions from commercial vehicles through the promotion of policies and infrastructure to support the uptake of cleaner fuels and technologies

Objective 7 – To design and implement clear and consistent guidance for the consideration of road transport emissions through the land-use planning system

Objective 8 - To consider opportunities to improve vehicle emissions through public sector purchasing decisions

Objective 9 - To create a platform for partnership working and securing inward investment to support the uptake of low emission vehicles and renewable fuels

Objective 10 - To produce a delivery plan for the implementation of the Colchester Low Emission Strategy measures in partnership with stakeholders

AirTEXT

3.8 Colchester Borough Council, launched in March 2016, any Colchester resident as well as those travelling to the borough to work can register at www.airtext.info/signup to receive health-related information. Free updates are available by twitter, text message, voicemail and email.

Free [Android](#) and [iPhone](#) apps are also available for download.

3.9 Information on air pollution and particulates (at street-scale for NO₂, PM₁₀, PM_{2.5} and ozone) along with UV, grass pollen and temperature (at borough level) are all available for the next three day period. Residents can choose to receive their air quality alerts on the day of or day before elevated pollution levels are expected.

3.10 Colchester Borough Council highlights that the service will be particularly useful for anyone with respiratory or heart conditions, enabling them to ensure any medication needed is to hand and to better prepare for any time spent outside.

- 3.11 AirTEXT alerts are based on detailed modelling of local sources of air pollution, European - scale air quality forecasts, local air monitoring sites and national weather forecasts. This ensures that residents can be aware of the impact in Colchester of national or even global occurrences such as particulates from sand storms and volcanic eruptions.

Monitoring of air pollution

- 3.12 Nitrogen dioxide (NO₂) levels, on busy roads throughout the borough, are monitored using passive diffusion tubes. In addition, there is an automatic monitoring station measuring NO₂ in Brook Street. A list and maps of Air Quality Management Areas (AQMAs) in Colchester and the rest of Essex is available at the [Essex Air Consortium website](#), along with results from monitoring and reports that have been written and submitted to the Department of Food and Rural Affairs (DEFRA).
- 3.13 Emissions from larger petrol stations and many smaller industrial premises in the borough, are regulated by the council under the Environmental Protection Act 1990 and the regulations made under the Pollution, Prevention and Control Act 1999.
- 3.14 Colchester Borough Council reports that this is achieved by a system of permits which allows the operator to carry out their prescribed processes within tightly agreed standards and to a set of national emission limits specific to each type of industry. These processes are regularly inspected and enforcement action taken where deliberate or persistent failure to comply with the authorisation is found.
- 3.15 Colchester Borough Council has been monitoring air quality for Nitrogen Dioxide, a by-product of the combustion of fossil fuels including petrol and diesel for several years. This monitoring has led to the declaration of the following area quality management areas:
- **Area 1** - Central Corridors - High Street, Head Street, North Hill, Queen Street, St Botolph's Street, St Botolph's Circus, Osborne Street, Magdalen Street, Military Road, Mersea Road, Brook Street, St John's Street and East Street.
 - **Area 2** - East Street and the adjoining lower end of Ipswich Road
 - **Area 3** - Harwich Road/ St Andrew's Avenue junction
 - **Area 4** - Lucy Lane North, Stanway

Interactive Air Zone

- 3.16 Children can get involved in the interactive [Air Zone](#) site.

4 SOUTHAMPTON CITY COUNCIL

- 4.1 Southampton City Council, in November 2016, approved its [Clean Air Strategy 2016-2025](#).

- 4.2 Southampton City Council reports that the strategy includes a commitment to introduce a scheme of measures to support the Southampton Clean Air Zone (CAZ), three years ahead of the mandatory requirement to introduce the CAZ in 2019/20.
- 4.3 DEFRA (Department of Environment, Food and Rural Affairs) published the UK Air Quality Plan in December 2015. This identified Southampton as one of five cities which will be required to implement penalty charges for the most polluting HGVs, buses and taxis when the mandatory zone comes in to force in 2019.
- 4.4 The Government has allocated funding to support those local authorities affected. Southampton City Council is working closely with DEFRA to develop the framework and Southampton's own implementation plan. The council is currently engaged in procuring a feasibility study that will assist in designing how the penalty charging system will operate.
- 4.5 Southampton City Council reports that part of the Council's CAZ plan includes additional actions to complement and support the penalty charging.
- 4.6 These include:

A Clean Air Partnership with city businesses, organisations and neighbouring authorities that will identify and promote good practice and cooperation.

A Clean Air Recognition Scheme to identify those organisations making a difference, provide technical support and advice and provide a measure to gauge their efforts.

New advice and requirements to new developments to promote sustainable/active, uptake of low emission vehicles and improve the standard of non-road construction machinery.

Creation of a dedicated Clean Air website informing vehicle users of the measures they can take to reduce their emissions by travel planning and vehicle choice.

A Communications campaign to raise awareness about clean travel/vehicle choices amongst businesses and the public.

Introduce the concept of a CAZ in the city, prior to any penalty charging, to help raise awareness amongst vehicle users of the measures that can be taken to improve the emissions they produce.

Update the Quality Bus Partnership (QBP) to renew and establish emission standards amongst the bus fleet.

Establish a Freight Quality Partnership (FQP) to promote and support a continuous improvement in emission standards in the CAZ.

Promote businesses and organisations to assess their delivery practices and identify opportunities to introduce cleaner more effective practices including freight consolidation and ultra-low emission vehicles for final stage delivery.

Investigate opportunities to improve the number of ultra-low emission taxis operating within the city and provide infrastructure to promote and incentivise the uptake of such vehicles.

Identify a package of incentives for users of ultra-low emission vehicles and work in partnership with parking providers to establish standards for electric vehicle charging and a strategy for their introduction.

Work with the port owners and operators to identify opportunities to introduce clean technologies amongst their non-road fleet and ships.

Combining the work of the Sustainable Transport project and its “MyJourney” branding with the CAZ to provide clarity on transport options and emissions.

- 4.7 Southampton City Council highlights that although Clean Air Zones will be characterised by the introduction of penalty charges, DEFRA and Southampton City Council are keen to ensure that they are seen as one of a number of measures to improve air quality in cities. The CAZ will be introduced in 2017, consisting of a programme of measures to promote and incentivise actions that will reduce emissions. Access restrictions and penalty charging would then be introduced as part of the mandatory CAZs in 2019, in line with the Council’s legal duties.

5 WEST YORKSHIRE LOW EMISSIONS STRATEGY

- 5.1 It is reported that the West Yorkshire Low Emissions Strategy (WYLES) has been developed through collaboration between the West Yorkshire local authorities (Bradford MDC, Calderdale MBC, Kirklees MDC, Leeds CC and Wakefield MDC); West Yorkshire Combined Authority (WYCA) and Public Health England (PHE), with each organisation having an input and contributing to the content of the Strategy. Funded by the Department for the Environment and Rural Affairs (DEFRA) the WYLES project has been managed by Bradford MBC, with technical support provided by Low Emissions Strategies Ltd. and Public Health England and specific acknowledgements are given for their contribution into the development of this Strategy.

- 5.2 It is reported that the West Yorkshire Low Emissions Strategy demonstrates the commitment of the West Yorkshire local authorities, together with West Yorkshire Combined Authority and other key stakeholders to work together to improve air quality for the benefit of all in the region. This Strategy sets out the overall vision, aims and objectives which the WYLES intends to deliver over the next five years. This Strategy document has four main sections:

- Evidence for Change
- Creating a Low Emission Future
- Tackling Transport Emissions
- Delivery and Funding of the WYLES

- 5.3 It is reported that the Low Emissions Strategy outlines what the key challenges are in relation to air quality within West Yorkshire and how, together, we can deliver cleaner air for all to create a healthier place for people to live, work and visit. The Strategy goes on to state that after considering the evidence which supports the need to improve air quality this Strategy then considers air quality in the context of other key regional plans and strategies and how we can use these to Create a Low Emissions Future, including consideration of the region’s economic and transport plans, changes in energy production and use, land-use planning, supporting walking and cycling and finally how local authorities can lead by example.

- 5.4 The main reported focus of the Strategy is : Tackling Transport Emissions as pollution from transport causes most local air quality problems. All transport modes are considered as each has a part to play, to a greater or lesser extent, in delivering the necessary improvements to air quality. The key aims and objectives are set out early within the Strategy document and will act as a reference point to monitor progress towards achieving cleaner air for all. Finally, the delivery and funding arrangements are considered and set out how, together with its partners, it will make the best use of existing funding and access new funding streams and co-ordinate activity across West Yorkshire to make air quality better now and for future generations.
- 5.5 Public consultation on the draft WYLES was undertaken during November and December 2015 via an on-line survey. The reported key messages taken from the consultation, together with direct feedback from other key stakeholders were:
- A more ambitious Strategy which has more “teeth” to improve air quality using Low Emission Zones / Clean Air Zones.
 - A more focussed Strategy, with fewer, but more targeted objectives that will deliver the greatest benefits to air quality.
 - Tackling emissions from the most polluting vehicles in towns and cities: buses, lorries and taxis.
 - Better public transport and greater support for walking and cycling, not just reducing emissions.
 - Linking in with other initiatives, such as green infrastructure, energy efficiency and carbon reduction to improve air quality.
- 5.6 It is reported that the feedback was used to help shape the final version of the WYLES together with other key developments such as the refresh of the Leeds City Region Strategic Economic Plan 2016 to 2036; the development of the West Yorkshire Transport Strategy 2016 to 2036 and the Government’s Plan for improving air quality in the UK which was published in December 2015.
- 5.7 The Low Emissions Strategy focuses on tackling emissions from transport, but it is also recognised that emissions from energy production and use also contribute to overall air pollution. The energy sector is undergoing significant change, with a commitment to reduce the use of fossil fuels to help tackle CO2 emission reduction targets and tackle climate change. Although these changes are positive for the environment, it is reported that the Strategy is also mindful of potential unintended adverse consequences for air quality which could arise from decentralising heat and power production, for example through Combined Heat and Power (CHP) plant, and Short Term Operating Reserve (STOR) generators which bring emission sources closer to where people live and work and also the use of alternative fuels such as biomass, woodburning and energy from waste facilities. When considering new

energy generating facilities, the potential impact on air quality will be considered through feasibility studies, planning and other regulatory controls.

- 5.8 It is reported this Strategy seeks to reduce emissions from all sectors of road transport, although buses, lorries, taxis and other diesel vehicles operating within towns and cities will be the focus of the Strategy's attention in order to achieve air quality improvements as quickly as possible. Each of the main vehicle categories are looked at in turn, including passenger cars, buses, trains, freight transport, taxis and its own fleet vehicles, and considers what local authorities are able to do as part of a West Yorkshire Vehicle Emissions Plan (WYVeP) through regulatory means, infrastructure development, the Council's influencing role and other support to achieve a reduction in transport emissions than would otherwise occur without such intervention.
- 5.9 It is highlighted that a very important feature of the WYVeP will be the mandatory introduction of the Leeds Clean Air Zone, which will regulate access of certain categories of vehicle to an area of Leeds dependant on the emission standard of the vehicle: targeting buses, coaches, taxis, HGVs and vans. In addition to the mandatory Leeds CAZ, the Strategy will consider whether Clean Air Zones will be necessary to reduce transport emissions in other parts of the region if air quality is found not to be improving through the implementation of the WYLES. Passenger Cars account for 78% of the 9.8 billion miles driven on West Yorkshire roads each year and they are a significant contributor to overall emissions which impact on air quality.
- 5.10 The Strategy reports that in real-world driving conditions it has been shown that diesel cars can produce 22 times more particulate emissions and four times more NOx emissions than petrol cars and this, together with West Yorkshire Low Emissions Strategy 2016 – 2021 with a rapid growth in the number of diesel cars on the roads compared to a decade ago is one of the main reasons why air quality targets have not been achieved across the UK.
- 5.11 It is emphasised that this Low Emission Strategy will focus on reducing emissions from cars, by making it easier for people to switch to ultra-low emission alternatives, such as plug-in electric, hybrid and hydrogen fuel-cell power-trains and developing the necessary infrastructure to support this change. It is reported that although this is the main focus, this will also be supported by the wider strategic ambition to reduce the dominance of cars in towns and cities and to create places which are more pedestrian and cyclist friendly and increasing public transport integration for example with increased park & ride / park & rail schemes. Buses provide a valuable public transport option and are part of the solution to air quality problems. However, buses, which are a type of heavy goods vehicle and predominantly run on diesel fuel, give rise to relatively high NOx and particulate emissions. The Strategy goes on to state that it is also common for buses to be kept in operation for many years and therefore turn-over to newer buses which have more stringent emission standards can be relatively slow. These factors, together with the recognition that buses also operate in towns and cities where air quality needs to improve the most, means that reducing emissions from a relatively small number of buses will yield the

most significant air quality improvements and is therefore a key priority for the delivery of the Low Emissions Strategy.

- 5.12 A Bus Strategy is being developed and supporting the bus industry through a Bus18 project which will accelerate a reduction in bus emissions through investment in new buses, fitting pollution abatement technology where appropriate, introducing the Eco Stars fleet recognition scheme and supporting alternative fuels and technologies including biomethane, electric and hybrid variants. These supportive measures, together with the introduction of a Clean Air Zone in Leeds and elsewhere if needed, will accelerate the reduction in bus emissions than would occur without such intervention. Trains, particularly those driven by diesel engines, can contribute to the overall air pollution, however their contribution is relatively insignificant in the region when compared to other transport modes such as buses, lorries, vans and (diesel) cars, particularly when considered in relation to the emissions per passenger carried. Trains are therefore considered within this Strategy principally as a means of helping to resolve air quality in towns and cities: the more people who are able to move away from cars, even if for part of their journey, will have a positive contribution to air quality.
- 5.13 It is reported that the draft West Yorkshire Transport Strategy 2016 to 2036 will consider in further detail the significant role that trains will have in meeting future transport needs and improving connectivity and capacity on local, regional and national rail network, including integration with HS2, further electrification of the rail network and better integration to facilitate multi-modal travel increased car-parking capacity and electric vehicle charging at railway stations and improving facilities to support cyclists to create door-to-door connectivity. Freight and commercial operations are a significant contributor to the West Yorkshire economy, taking advantage of the excellent links to the strategic highway to deliver goods West Yorkshire Low Emissions Strategy 2016 – 2021 and services nationally and internationally as well as within the region. Consequently, the number of HGVs on the West Yorkshire road network contribute significantly to local and regional air pollution.
- 5.14 The Strategy notes that the Leeds Clean Air Zone will mean that lorries and vans will need to meet newer (Euro VI/6) emission standards where the CAZ applies, which will accelerate a reduction in emissions, but as well as a regulatory approach, this Low Emission Strategy will also support the commercial sector to reduce emissions from their fleet operations, for example by providing advice and training through the ECO Stars fleet recognition scheme, and supporting trials and infrastructure for low emission alternatives including compressed natural gas (CNG), liquefied natural gas (LNG), hybrid, electric and hydrogen fuel options. Taxis (hackney carriage and private hire vehicles) are predominantly diesel cars or vans, with the majority of journeys being within town and city centres and therefore contribute to local air pollution issues. Taxis, like buses, lorries and vans, will be included in the class of vehicles that will need to meet minimum Euro standards as part of the Leeds Clean Air Zone. The West Yorkshire local authorities will also be using their influence when licensing hackney carriages and private hire vehicles and contracting taxi transport services to improve vehicle emission standards. These

measures will accelerate a reduction in emissions coming from taxis, but the role taxis play as part of the integrated transport network, particularly for people with limited mobility, is also important and therefore it will continue to support the role of taxis at transport hubs and encourage the uptake of ultra-low emission vehicle options and the provision of dedicated electric vehicle charging infrastructure and allowing access to bus lanes where appropriate.

- 5.15 The Strategy highlights that public Sector Fleet vehicles also contribute to local air pollution problems and it is important that the Council plays its part and also lead by example by doing all we can to reduce emissions from the fleet vehicles which we operate. All fleet managers in local authorities are signed up to the Eco Stars fleet recognition scheme and will reduce emissions from fleets through a combination of upgrading fleets to the latest Euro VI emission standard and integrating the use of alternative fuels and technologies, such as CNG / LNG, hydrogen fuel cell and electric vehicles where it can.
- 5.16 The Strategy reports that delivery of the WYLES will be overseen by the West Yorkshire Transport & Health Board, which has representation from Public Health England, West Yorkshire Combined Authority and West Yorkshire district Environmental Health professionals and will in turn report on progress through the governance arrangements of the West Yorkshire Combined Authority. Progress in achieving the WYLES objectives will be monitored and reported through each local authority and made available to the public and the WYLES will also be used to inform each local authority's Annual Status Report and development of Air Quality Action Plans as part of their local air quality management duty.

6 WEST MIDLANDS LOW EMISSIONS STRATEGY - Low Emissions Towns and Cities Programme (LETCP)

- 6.1 The Low Emissions Towns and Cities Programme is a partnership comprising the seven West Midlands local authorities, (Birmingham City Council, Coventry City Council, Dudley MBC, Sandwell MBC, Solihull MBC, Walsall Council and Wolverhampton City Council) working together to improve air quality and reduce emissions from road transport.
- 6.2 It is reported that the intention is to do this by promoting the uptake of low emission fuels and technologies, establishing and sharing best practice policies, and developing various tools and resources. The objectives of the programme are to investigate and produce various regional strategies designed to improve air quality, with a view to meeting national air quality objectives.
- 6.3 Funded through a Department of Environment, Food and Rural Affairs (Defra) Air Quality Grant, the aims of the LETCP are to:
- Improve air quality through the reductions in road transport emissions, and simultaneously reductions in carbon emissions;
 - Establish best practice policies and measures for the West Midlands, creating transferable models for other towns and cities;

- Improve health; and
- Maximise opportunities for economic development through the transition to a green economy. .

6.4 It is reported that outside of London the West Midlands conurbation suffers the most extensive exceedences of the EU annual Limit Value for Nitrogen Dioxide (NO₂) in the UK, affecting a population of 122,396. The main air pollutants of concern are nitrogen dioxide (NO₂) and particulates (PM).

6.5 Poor air quality puts people's health at risk, creates an unpleasant environment and places an additional financial burden on local health service providers. In 2009 the Committee on the Medical Effects of Air Pollution (COMEAP) estimated that air pollution in the UK caused 29,000 premature deaths. The Environmental Audit Commission (EAC) estimated that the cost to health from poor air quality in the UK ranges from £8.5 to £20 billion per annum which is equivalent to the economic cost of obesity. Recent research shows that vehicle emissions account for more deaths in the UK than road traffic accidents and passive smoking combined. Local air pollutants are those that have a direct impact on public health, especially that of the young and old, and those with respiratory & circulatory problems. Such pollutants have been linked to lung diseases (asthma, bronchitis, and emphysema), heart conditions and cancer. In the West Midlands, local authority research demonstrates that emissions from road transport are the principal source of elevated concentrations of NO₂ and airborne particles such as PM₁₀. Based on national estimates, vehicle emissions account for up to 630 premature deaths in the West Midlands each year.

6.6 Since the launch of the LETCP in 2011, LETCP has been working with stakeholders to develop a Low Emissions Strategy and Good Practice Guidance on Planning and Procurement for the West Midlands. These documents underwent a consultation process between April and June 2013 and is currently finalising the documents.

6.7 Details of the proposed Strategy:

[Proposed West Midlands Low Emissions Vehicle Strategy - October 2016](#)

7 Milton Keynes - Go Ultra Low City Scheme

7.1 At its meeting held on 16 March 2017, the Scrutiny Panel was informed of the Milton Keynes – Go Ultra Low City Scheme and requested that further details are provided to inform the evidence base.

7.2 Milton Keynes Council reports that it has designed this application for funding under the OLEV Go Ultra Low City Scheme to directly address the challenge of dramatically increasing the numbers of ultra-low emission vehicles (ULEV's) on the city's roads. As a city designed around the premise that cars will be the primary form of transport, the importance of encouraging the uptake of ultra-low emissions vehicles in Milton Keynes is critical. It is the ambition of the local authority that the city will become internationally recognised for its low-emission vehicle uptake, matching the international profile which the city has enjoyed for many years in the

fields of urban design and town planning. It goes on to state that whilst acknowledging that there will be a number of different types of ultra-low emission vehicle powertrains in the future, we have concentrated our efforts around promoting and encouraging the uptake of battery electric and plug-in hybrid vehicles since these vehicles are readily available from most major OEMs. We refer to battery electric and plug-in hybrid vehicles as EVs in our application. A large variety of new battery electric and plug-in hybrid models will be launched during the five year life of the programme, adding to the choice available for private and commercial buyers.

7.3 Further information regarding this Scheme is appended to the briefing note.

8 RECOMMENDATION

8.1 That the information provided informs the evidence base of this Scrutiny Review.

Milton Keynes Go Ultra Low City Scheme

Our goal is to achieve the highest uptake of ultra-low emission vehicles per capita for any city in the world by 2020.





Contents

Statement of Support from Milton Keynes Cabinet Member	4
Executive Summary	5
Vision and Track Record	9
EV Uptake	12
Becoming and Exemplar	31
Air Quality Improvement	33
Innovation	37
Linking with Other Schemes	42
Monitoring	45
Supporting Organisations	48

I am delighted to submit Milton Keynes' application for the Go Ultra Low City initiative. The initiative provides a fantastic opportunity to promote a step change in the uptake and use of ultra-low emission vehicles in our city and beyond.

In Milton Keynes we have an enviable record of delivering innovative transport solutions, this includes our pioneering role in delivering electric vehicle infrastructure through the Plugged in Places and Local Authority Rapids network initiatives. We already have one of the most developed charging infrastructure networks anywhere in the UK, to support the operation and uptake of ultra-low emission vehicles.

We believe we can do more, and with support from this initiative we can and will move to the next steps of achieving significant increases in ultra-low emission vehicles on the road.

As cabinet member with responsibility for economic growth and transport I can wholeheartedly give my support to delivering the programme including the council's commitment to deliver measures such as free parking for EVs – we manage over 20,000 spaces in our city centre, highway priority and supporting planning policies.

I therefore fully endorse this submission, and am truly excited about the scheme and the well thought out initiatives it will deliver.



Councillor Matt Clifton
Cabinet member responsible
for Economic Growth and
Inward Investment.

Executive Summary

Milton Keynes Council has designed this application for funding under the OLEV Go Ultra Low City Scheme to directly address the challenge of dramatically increasing the numbers of ultra-low emission vehicles (ULEV's) on the city's roads. As a city designed around the premise that cars will be the primary form of transport, the importance of encouraging the uptake of ultra-low emissions vehicles in Milton Keynes is critical. It is the ambition of the local authority that the city will become internationally recognised for its low-emission vehicle uptake, matching the international profile which the city has enjoyed for many years in the fields of urban design and town planning.

“Our goal is to achieve the highest uptake of ULEVs per capita for any city in the world by 2020”

Whilst acknowledging that there will be a number of different types of ultra-low emission vehicle powertrains in the future, we have concentrated our efforts around promoting and encouraging the uptake of battery electric and plug-in hybrid vehicles since these vehicles are readily available from most major OEMs. We refer to battery electric and plug-in hybrid vehicles as EVs in our application. A large variety of new battery electric and plug-in hybrid models will be launched during the five year life of the programme, adding to the choice available for private and commercial buyers.

The Borough of Milton Keynes is home to one of the largest and most modern estates of electric vehicle charging facilities in the country. Because of this the Milton Keynes Go Ultra Low City Scheme application is able to concentrate directly on increasing the numbers of EVs that are owned and operated in the borough and its area of influence.

The initiatives described in this submission will be focused on accelerating ULEV uptake by removing the major barriers to EV adoption. These have been articulated by JD Power as:

- Vehicle cost and affordability.
- Widespread lack of awareness of EV benefits and everyday practicality.
- The adequate provision of charging infrastructure at home, at the workplace, at key destinations and rapid charging for longer distances.
- Making EVs attractive from an emotional purchase point of view. Many consumers “buy with their hearts”.

We have further considered the good practice guidance provided by the Low Carbon Vehicle Partnership and their suggested twelve themes of local measures to encourage the uptake of low emission vehicles. Some of the suggested measures have already been addressed in Milton Keynes, further plans exist to address a further set of the measures in other schemes which are in the late planning stage. Together with the measures proposed in this application Milton Keynes will have actively addressed all of the suggested themes to encourage EV uptake.

Within the proposed Milton Keynes Go Ultra Low City Scheme we will deliver a number of significant measures that are directly aimed at creating step change in the uptake of EVs. Provision of these measures constitute the majority of the capital expenditure request. The measures include:

- A full time EV Tsar to act as a visible, high profile, head of the scheme who will promote the scheme and the use of EVs in general.
- The creation of an ‘EV Experience Centre’ to provide a high profile focus for the encouragement of EV adoption. Potential owners will be able to obtain impartial information from expert advisors and borrow EVs under short and medium-term agreements so that they can gain confidence in practicality of the vehicles.
- The acquisition of a fleet of loan vehicles to support the Experience Centre and provide the would-be customer with the necessary experience.
- Electric Vehicle Hubs at the city’s Coachway Park and Ride site and in the city centre near to the centre:mk shopping centre, providing rapid charging, EV car club vehicles, EV information and access to nearby refreshment facilities.
- Partnership with leasing companies to provide innovative and attractive leasing deals. The scheme will work with leasing companies to provide competitive leasing arrangements for prospective EV users who do not wish to purchase but who would rather enter into long-term lease arrangements.
- The Milton Keynes Promise that will guarantee the provision of a charge post near to the homes of owners who do not have off-street parking. The promise will see the provision of a 200 night time charging points (many on street) at an early stage of the scheme for the home owners that do not have off-street parking. These will be situated on-street and at other convenient locations for the overnight use of local residents.
- Further support and provision to expand the number of car clubs operating in the borough. Car Club bays will be provided at both Electric Vehicle Hubs and at other strategic points throughout the borough.

Executive Summary

- The scheme will extend the existing 'Green Parking Scheme' to enable EVs to park free of charge in any of the 20,000 parking spaces in the borough which are controlled by the council.
- Extension of existing reserved parking bays for EVs. There are currently 60 parking and charging bays specifically reserved for EVs in the city centre. This will be increased to 100 during Year 1 of the scheme and will continue to be increased during the remaining period of the scheme to match the growth of EVs and demand for reserved parking.
- The scheme will operate a subsidised workplace charging scheme. Funds will be put into subsidising workplace charging for businesses and public sector organisations in the borough.
- Provision via the Experience Centre of a Fleet Advisory Service. This service will work in conjunction with the workplace charging scheme.
- The introduction of a 'scrappage scheme' whereby owners of internal combustion engine vehicles will be provided with a subsidy against the cost of the purchase of an EV provided that they are willing to scrap their existing car and it is removed from the vehicle parc.
- Milton Keynes Council will set an example by adopting procedures that ensure that all vehicles which are purchased or leased by the authority are low-emission vehicles, where EVs are suitable for the duty cycles to be undertaken. The council's suppliers will be encouraged to adopt a similar approach.
- Milton Keynes is reviewing the planning policy in the borough and will actively seek to require provisions to support the adoption and support of EVs in all new developments.
- Working with an existing commercial partner, who will provide matched funding to this element of the scheme, the scheme will install 50 'destination chargers' at key locations throughout the borough.
- The Milton Keynes Go Ultra Low scheme will provide access to EV electricity time of use tariffs. Lower EV operating costs can be achieved through new electricity tariffs providing lower costs at night. These would be developed in partnership with local electricity providers and promoted to EV buyers.
- The scheme will seek to foster good links with local media. Local radio stations and press will be provided with loan EVs on the basis they raise the profile of their use and demonstrate the everyday practicality.
- The scheme will obtain the services of a PR Agency. The agency will devise and plan events and campaigns to raise the awareness of benefits of owning an EV and increase the public perception that EV ownership is a practical consideration when the consumer is buying a car.
- The Experience Centre and the Tsar will engage with local companies on a continuous basis. This engagement will develop a programme of communication and support to local businesses to promote use and acquisition of EVs with their fleets (including delivery fleets), pool cars and staff cars.

Milton Keynes is already considered to be a national and international exemplar city, which regularly welcomes visitors who are keen to learn from the many innovative activities being carried out within the borough. With a view to promoting the international profile of the city in the new area of low-emission transport, Milton Keynes is currently developing plans to create an international programme of seminars around the world in partnership with other prominent low-emission cities. The first seminar of this series will be held jointly with Singapore in their city in November 2015. We have the aspiration that the second will be held in Milton Keynes in late 2016 and that others will follow in different locations on an annual basis. The initiatives proposed here for the Go Ultra Low programme will provide an important opportunity to raise the city's game in this area, thus providing an instant channel for international dissemination and UK leadership profile.

Milton Keynes will disseminate news of the progress and successes of its scheme and will assist others who may wish to adopt similar initiatives. In particular Milton Keynes will highlight the success of the UK by:

- Attending national and international events, conferences and exhibitions to illustrate what has been achieved. Promotion of the Milton Keynes and UK as a whole as a centre of excellence for EV adoption.
- Offering consultancy services to help others achieve similar results and to teach others to learn from the scheme's experience.
- Providing a high profile website highlighting achievements in increasing uptake of EVs and improving air quality. The website will be designed to link with the OLEV/partners Go Ultra Low websites.
- Inviting overseas visitors to visit the Milton Keynes scheme thereby promoting British innovation.

Milton Keynes regards the maintenance and improvement of air quality within the borough as a key objective within the Milton Keynes Go Ultra Low City Scheme. The city is expected to continue to grow strongly over the next 20 years, with corresponding growth in traffic. The borough's air quality will be threatened if no measures are taken to reduce pollution from vehicles which will remain the principle means of transport in the city of the car.

Executive Summary

The scheme will significantly change the make-up of the vehicle parc within Milton Keynes, encouragement of low-emission motoring will be directly supported by:

- Linking the Go Ultra Low Cities Scheme to other air quality initiatives already underway in Milton Keynes.
- Installing additional air quality sensors in relevant key areas to monitor and report changes in air quality.
- Considering the introduction of low emission zones in particular areas in the event that air quality is a particular issue.
- Linking the projects on air quality improvement with the promotion of EV uptake to demonstrate impact and improvement of air qualities by widespread adoption of EVs.
- Reporting improvements in air quality by an independent body and correlating the improvements with the increase in EV uptake.

Milton Keynes has always been a city associated with innovation. Milton Keynes Council supports the use of innovation in the application of advanced technologies to improve the quality of life within the borough. The Milton Keynes Go Ultra Low City scheme will continue the strong tradition of innovation and will in particular trial ways in which innovation can increase the uptake and appeal of EVs. As part of this innovation the scheme includes:

- Establishing a programme of between five and ten homes which will be supplied with wireless (inductive) charging together with the provision of wirelessly equipped demonstrator cars. Milton Keynes will equip demonstrator homes and research the benefits of wireless charging compared with conventional conductive charging.
- Establishing a demonstration semi-dynamic wireless charging demonstrator within the borough after the technology has been successfully tested at a local proving ground site. This work will be undertaken in partnership with a UK private sector technology provider.
- Undertaking a programme to research and develop charging systems that can be economically deployed for residents who have no off street parking.
- Demonstrating systems for active network balancing. These systems will be designed to ameliorate the fluctuating network power demands that could result from the widespread introduction of public and domestic charging devices across the city. The local District Network Operator (DNO) has expressed support for this package of work.

Milton Keynes has a very successful history of maximising value from government and private sector supported schemes. From being one of the first PiP schemes to introducing electric buses, rapid chargers and its current programme of driverless cars and partnership with the Transport Catapult, it is proud of its track record of delivery. Full integration of all these schemes will be a key focus of Milton Keynes Council to maximise the benefits. In particular Milton Keynes will link the Go Ultra Low City Scheme with previous and current projects by:

- Leveraging off the existing network of charging points covering standard, fast and rapid chargers which have been introduced under PiP and other OLEV schemes.
- Working with the Milton Keynes Electric Bus project and the planned deployment of a fleet of around 50 private hire cars in spring 2015 the GULCS will complement the overall low carbon Milton Keynes agenda strengthening its position as a national and international exemplar.
- Milton Keynes is planning in participating in both the £20m OLEV taxi scheme and also the £30m bus scheme with a vision to electrify the majority of buses and taxis in the city over the next decade.

It is recognised that accurate recording, monitoring and reporting is crucial to obtaining full benefit of the projects proposed. Monitoring and reporting is particularly crucial to the goal of becoming a regional, national and international exemplar and also in ensuring value for money is fully achieved across the board on all aspects of the scheme.

Monitoring of the scheme will have a number of elements:

- Providing a clear and structured programme with clearly identified milestones against which the progress of the project can be monitored.
- Undertaking an evaluation of the success of the interventions in terms of the prime objective of the scheme which is to accelerate the introduction of EVs in the borough.
- Determining the effects of the increase in low-emission vehicles in the city's vehicle parc in terms of maintenance and improvement of air quality.

It is intended that the scheme's monitoring will provide:

- Bi-annual independent audit reports, provided by the Open University, to monitor the performance of the scheme as a whole, the effectiveness of each individual project and the increased uptake of EVs across the city and local area.
- Regular quarterly reporting will be introduced and published to record progress made against pre-defined milestones and to further enhance the position of the city as an exemplar.

Executive Summary

- Systems to record both new and used EV sales and usage patterns, these will be published quarterly.
- Systems to record charging patterns in the public locations well as in work place and domestic environments. These will be published quarterly.
- Reports showing improvements in air quality published on a quarterly basis.
- Published research and reports monitoring public and business perceptions on EVs in the city.
- Full data exchange with other cities to encourage take up of successful initiatives pioneered by the Milton Keynes scheme.

Milton Keynes Council has an impeccable record of delivering similar schemes on time. It has a culture of delivery. In particular the delivery of the key elements will be secured by:

- Full commitment by senior council officers and elected members to take achievements already derived from the delivery of existing low carbon strategy to the next ambitious steps through full participation in the Go Ultra Low City Scheme.
- The appointment of the full time “Tsar” to manage the scheme on a day to day basis.
- The creation of a governance board with members who have experience from delivering previous successful schemes in the borough.
- The establishment of the EV Experience Centre giving a clear physical statement of the city’s objectives.

- Working with the private sector partners in the motor industry, technology providers and academia as it has done successfully in the past.
- Careful review and recording of progress.
- Detailed financial planning and control to ensure that projects do not infringe EU state aid regulations.
- The council’s experience of procuring all elements of innovative transport schemes.

In conclusion, we have developed a deliverable scheme for which we are requesting £13.65m of capital funding over the duration of the five year programme. The capital spend is split annually as shown below:

2016	£4.602m
2017	£3.160m
2018	£2.270m
2019	£2.110m
2020	£1.510m

Most elements of the scheme are considered to be scalable, with changes to the planned expenditure simply affecting the rate of uptake of EVs over the duration of the programme. There is also some flexibility to change the profile of the capital investment by delaying the delivery of particular interventions, this again will have an effect on the anticipated increases in uptake of EVs.

Milton Keynes Vision and Track Record

This application is being led by the Milton Keynes Council

The council plans to partner with a number of local academic and private sector organisations to build on the considerable momentum produced over recent years in making the city and the close region a centre for innovation in ultra-low carbon transport.

The city has a catchment area of 2.8m people and the Milton Keynes shopping centre attracts 27m visits per annum. Eighteen million people live within 90 minutes travel by car. Indeed 71% of visitors travel to the city by car, which makes it an ideal location for becoming a showcase for ultra-low emission vehicles.

Milton Keynes offers a compelling argument for electric road transport, being a city designed for the car and offering unrivalled facilities to car drivers in and around the city centre. The city's Low Carbon Transport Plan, itself part of a wider Low Carbon Living Agenda, aims to be socially inclusive and offer the widest possible opportunity for people in the city to experience and benefit from low carbon electric transportation.

Over the last six years Milton Keynes Council has built a reputation of on-time and on-budget delivery of successful and innovative projects involving the promotion and delivery of low carbon transport and in particular road transport. In 2010 it was awarded the status of one of the first "plugged-in places". Under this scheme it rolled out over 170 electric vehicle charging points which have now been successfully transferred to the private sector, ensuring proper maintenance and expansion. There are now over 300 charging points within the MK post code region creating a fertile environment for the use of EVs.

The Plugged-in Places programme provided infrastructure which has already encouraged some residents and visitors to shift to an electric car parc that has contributed to a reduction in the city's carbon footprint and helped establish Milton Keynes as an international exemplar for innovative low carbon transport. Furthermore, the Plugged-in Places scheme has illustrated the council's ability to secure a long-term, commercial, legacy from innovative central government funded interventions. The proposed Go Ultra Low City Scheme will build on the work already undertaken, concentrating on measures to promote the further uptake of EVs and accelerating Milton Keynes towards becoming an ultra-low emission city.

In 2014 a successful electric bus project was launched involving eight electric buses on Route Seven between Wolverton and Bletchley. The project removes 500 tonnes of tailpipe CO₂ emissions each year and transports over 775,000 passengers over a total of 450,000 miles each year. This council supported project is an illustration how it engages with the

private sector using innovative solutions in carbon reduction. The Milton Keynes buses operate on wireless charging technology demonstrating the city's commitment to leading the way with advanced technology.

In 2014 Milton Keynes was selected by the government as one of the showcase cities to develop driverless cars and trials will be started during 2015. The city is also the home of the Transport Systems Catapult – the UK's centre for intelligent mobility.

In early 2014 the Crosslink rapid charge network of 14 rapid chargers were installed by Milton Keynes Council linking Milton Keynes to other centres such as Cambridge, Oxford and Cheltenham. An electric private hire operation is being launched in 2015 supported by 50 additional rapid chargers within the city – thought to be the one of the largest projects for rapid charging in a city anywhere in the world. The 50 chargers are all within a radius of five miles of the city centre.

Milton Keynes Council has created an environment where it successfully partners with private sector, academia and industry to deliver on-time major projects and a healthy climate to sell and operate EVs. Manufacturers such as Nissan, Renault, BMW, Mercedes Benz, Audi, VW and Mitsubishi have chosen Milton Keynes as a location to set up their dealerships to sell EVs. This local environment is supported by Cranfield University, one of the country's strongest post graduate research establishments linked to the motor industry, Millbrook Test Track (which has recently established an electric vehicle facility), the Nissan European Technical Centre at Cranfield and the Open University. Milton Keynes Council and the Open University, as well as private sector organisations, are currently collaborating on the MK Smart Project.

The city is in a unique position to deliver maximum value from the Go Ultra Low Cities Scheme. It has high ambitions and has the capability to demonstrate it is a world leader in the development of ultra-low emission transport, as has been shown by its achievements so far.

Milton Keynes is confident it can create a step-change in the uptake in EV's from local consumers, private sector companies and public sector organisations. It will use innovation both technically and operationally to maximise value in a number of initiatives. Delivery will be maximised by partnering with local academic organisations and private sector organisations including car manufacturers and distributors.

Whilst acknowledging that there will be a number of different types of ultra-low emission vehicle powertrains in the future, we have concentrated our efforts around promoting and encouraging the uptake battery electric and plug-in hybrid vehicles since these vehicles are readily available from most major OEMs. We refer to battery electric and plug-in hybrid vehicles as EVs throughout our application.

Milton Keynes Vision and Track Record

Our general principle will be to recommend the lowest emission vehicle which meets the user's needs; starting with actively promoting the adoption of battery electric vehicles, then plug-in hybrids.

Milton Keynes' initiatives will be focused in removing the barriers for EV adoption which are widely recognised as (source JD Power and Associates):

- Vehicle cost and affordability.
- Widespread lack of awareness of EV benefits and everyday practicality.
- The adequate provision of charging infrastructure at home, workplace, destinations and rapid charging for longer distances.
- Making EVs attractive from an emotional purchase point of view. Many consumers "buy with their hearts".

The initiatives will position Milton Keynes as a low carbon living exemplar city, with formal links to other international exemplar cities. Milton Keynes will maintain this position through continuous investment and support of innovative strategies and interventions and by actively seeking to transfer its knowledge to others.

"Our goal is to achieve the highest uptake of EVs per capita for any city in the world by 2020"

The Milton Keynes application structure and contents

EV UPTAKE

- Creating a step change
- EV Experience Centre
- EV Tsar
- Electric Vehicle Hub
- Electricity tariffs
- Scrappage scheme
- EV Car Clubs
- Destination chargers
- Overnight charging
- Bus lanes and parking bays
- Planning and commercial
- PR and media

BECOMING AN EXEMPLAR

- Current leadership and activities
- Dissemination
- Long-term commercial sustainability
- Singapore conference co-host
- Smarter Travel conference
- Hosting international delegations

AIR QUALITY IMPROVEMENT

- Securing the future
- Congestion and pollution
- Regional and local demand
- Holistic Approach
- Links to other programmes

INNOVATION

- Active network balancing
- On-street charging development
- Charge on-the-move demonstration
- Domestic wireless charging

LINKING WITH OTHER SCHEMES

- Demonstrable track record of delivery
- Plugged-in-Places
- Rapid charger rollout
- Electric bus project
- Rapid charger scheme

MONITORING

- Finance
- State Aid
- Governance
- Quarterly Monitoring
- Independent Audit
- Programme

EV Uptake



Creating a step change in the uptake of EVs

A core part of the Milton Keynes proposals is focused on demonstrating that the city can achieve a significantly higher uptake in EV adoption by the innovative measures it is proposing than the national average. This will be measured by the Open University on a bi-annual basis.

By 2020 it is expected that EVs will represent between five percent and ten percent of car sales nationally. Through the measures outlined below Milton Keynes is confident that it can achieve over 23% annual penetration of total cars sales by 2020.

Expected EV Sales in Milton Keynes:

	2016	2017	2018	2019	2020
EV Unit Sales (new registrations)	270	540	972	1,701	2,977
Expected total cars sales in MK	10,346	10,863	11,406	11,976	12,575
Expected % of cars sales EVs	2.61%	4.97%	8.52%	14.20%	23.67%

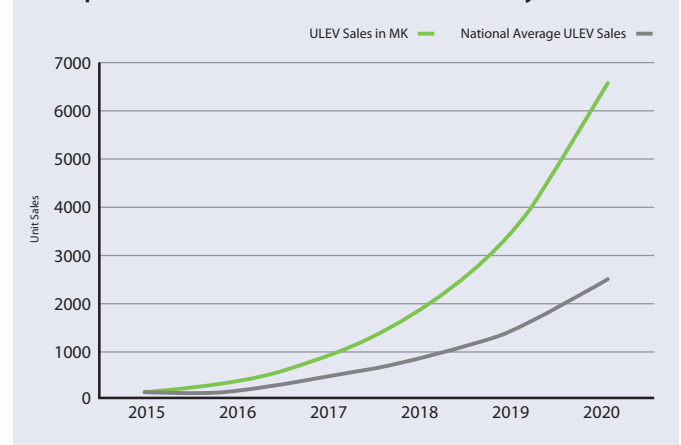
The key factors that will create this step change include:

- An EV Experience Centre in the city centre providing a high profile showroom and advice centre where citizens can learn about the range of EVs available from independent expert advisors as to which EVs are appropriate for them and then for them to borrow an EV for a period of time before they buy.
- A fleet of a range of loan vehicles that facilitate this experience.
- A full time experienced Milton Keynes EV Tsar who will derive new opportunities to assist with the promotion of EVs.
- A high profile Electric Vehicle Hub with ten rapid chargers, EV information centre and coffee bar situated by the M1, J14 enabling EV users to not only charge their cars but to see the commitment that Milton Keynes Council is putting into promoting their use.
- A City Centre Electric Vehicle Hub with multiple rapid chargers supported in 30 other locations with 56 existing rapid chargers across the city centre and over 100 city centre fast chargers. The majority of these parking bays to be specifically reserved for EVs.
- The provision of electricity at 9p per kWh on all charging points (including rapids) supported by a commercial partner. This is a lower cost than charging at home!
- A range of soft measures including the opening up of all 20,000 parking bays in the city to free parking for EVs and the use by EVs of all bus lanes in the city. EVs will be given the same priority as buses at traffic lights. Highly visible signage will be provided to promote these "soft measures"

- The "MK Home charging promise". Promotion of home charging units will be supported under the existing OLEV scheme for those EV buyers that have off-street parking. For EV buyers that do not have off-street parking they will be guaranteed a charging point within easy walking distance close to their home. This removes a significant barrier of acquisition for many buyers.
- Innovative leasing options provided by local company VW Financial Services. These will be available across all car marques.
- Over 50 destination chargers to be installed in restaurants, hotels and sports facilities across the city and surrounding areas using matched funding by a supplier providing highly visible charging facilities.
- A high profile PR Campaign keeping EVs in the public eye. This will include links to local media including local radio campaigns, competitions and a MK Go Ultra Low City Scheme website.
- Promotion by the EV Tsar to local companies including subsidises workplace charging and a free fleet advisory service.
- The full support of Milton Keynes Council demonstrated at senior levels.

It should be noted that the projected uptake of EVs has assumed that that the Government's national schemes to promote the uptake of low-emission vehicles (Plug-in Car Grant, fiscal policies, etc.) will remain in place. If these schemes change there is likely to be a knock on effect on the expected total car sales volumes, however the Milton Keynes Go Ultra Low City Scheme can be assumed to continue to deliver proportionally higher uptake than the national expectations.

Graph of Cumulative EV Sales in Milton Keynes.



Creating a step change in the uptake of EVs



The Milton Keynes Go Ultra Low City Scheme has been designed to dramatically increase the uptake of low-emission vehicles in and around the city.

The scheme is deliberately focused on battery electric and hybrid electric vehicles, but recognises that future powertrain and fuel distribution sources may introduce other types of vehicles such as hydrogen and fuel cell variants.

The overarching proposition in Milton Keynes recognises that overcoming the barrier of unfamiliarity and the provision of further local ownership benefits above those already being provided by Central Government can make EV ownership a very attractive proposition, both financially and practically.

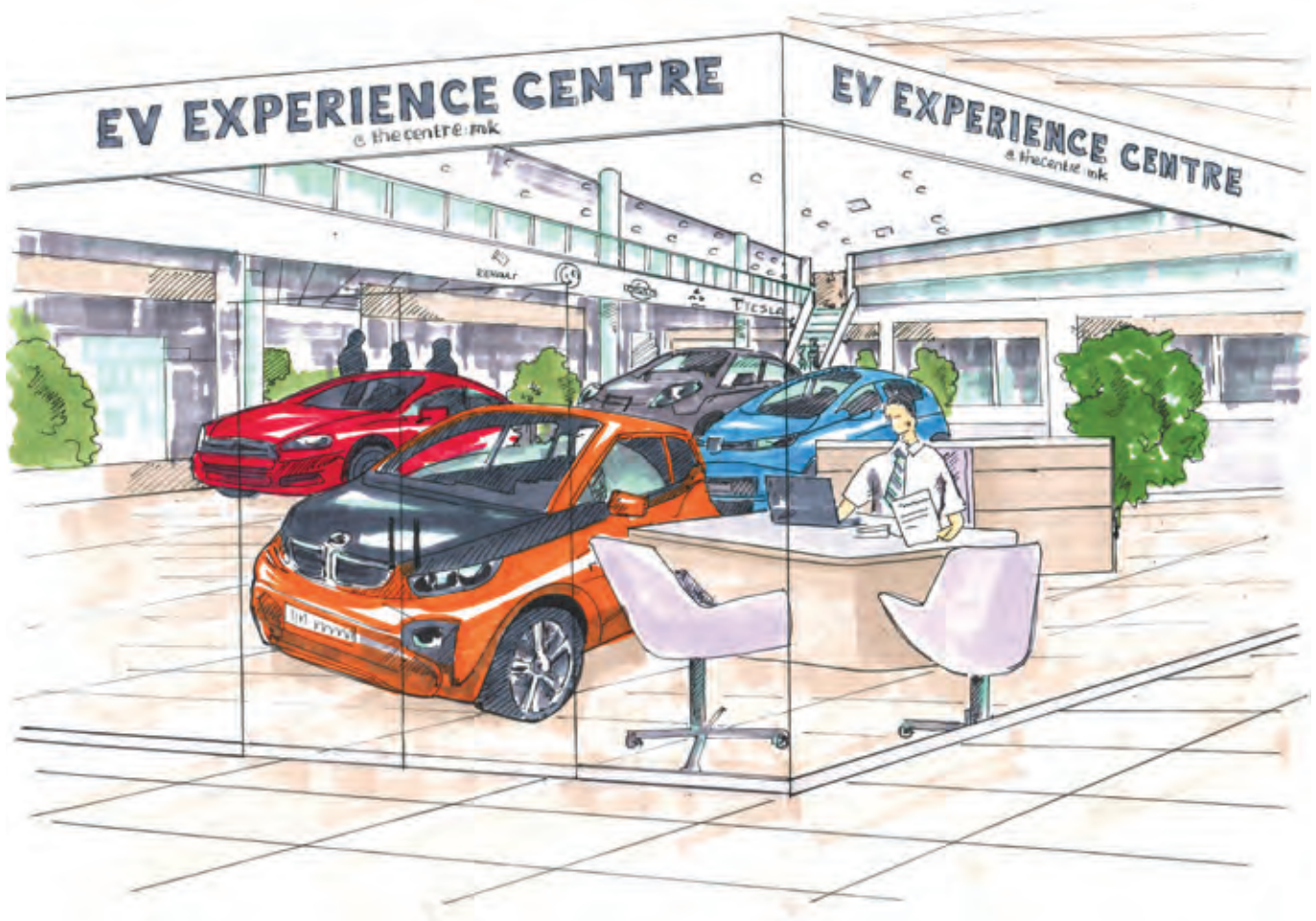
The city recognises that consideration of duty cycles is fundamental and that battery electric vehicles are not suited to all journeys. Our scheme sets out to provide impartial, factual and plain language advice to potential OLEV owners and operators. Through a number of direct contact points the scheme will recommend appropriate vehicles for a given users need, based upon first-hand knowledge of EV operation in the real world.

The scheme has been designed to incorporate specific initiatives which address the requirements of the Go Ultra Low City Scheme Guidance for Bidders and in particular the Design of Bids section of that document. The Vision section of this document outlines how the initiatives in the Milton Keynes proposal relate to the published assessment criteria.

The Milton Keynes Go Ultra Low City Scheme also recognises the guidance provided by the Low Carbon Vehicle Partnership's (LowCV^{LP}) good practice guide entitled 'Local measures to encourage the uptake of low emission vehicles'. The LowCV^{LP} document identifies 12 themes which are being addressed directly by this application, or through supporting schemes that are existing or planned as shown in the table.

	Milton Keynes Go Ultra Low City Scheme	Supporting Schemes
Planning	included	
Procurement	additional measures included	
Infrastructure provision	additional	existing
Education and communication	included	
Road access and charging	included	
Parking	additional measures included	existing
Car clubs	included	
Taxis and private hire vehicles		existing / planned
Integration with wider transport network	included	existing / planned
Pilots and trials	included	existing
Financial measures	planned	
Links to economic development and tourism	planned	

The EV Experience Centre



Introduction

It is intended to launch an EV Experience Centre in the main city centre area of Milton Keynes which will provide a one-stop shop for customers interested in experiencing, leasing or purchasing a new EV. The purpose of the Experience Centre will be to attract would-be users of EV's and provide them with sufficient information, experience and support to enable a purchase or lease decision to be made.

The centre will occupy a two-storey retail unit located in prime space within the city centre shopping building. The glass-fronted ground floor area will be used to showcase new vehicles, and the upper floor will be fitted out to provide a high quality ambience for the provision of advisory and other customer services. All services will be provided by trained staff who will be capable of giving objective advice on the many different aspects of owning and using an EV, including home charging and the large range of purchase/lease/car-share options which are expected to be available to future EV customers.

The ambition is to make Milton Keynes the leading city for electric car uptake in the world. The target is to build up the rate of EV purchases in the city to 3,000 vehicles per year by the end of the fifth year of operation. At that time, this will represent an annual sales rate of approximately one EV for every 25 households in the city, or ten times the UK national average figure which has been estimated for 2020.

EV Acceleration Strategy

The purpose of the EV Experience Centre will be to drive the uptake of EV's in Milton Keynes to a level which is world-beating. It will do this by attracting would-be EV owners, exciting them about the possibilities, and removing the recognised major 'blockers' – for example:

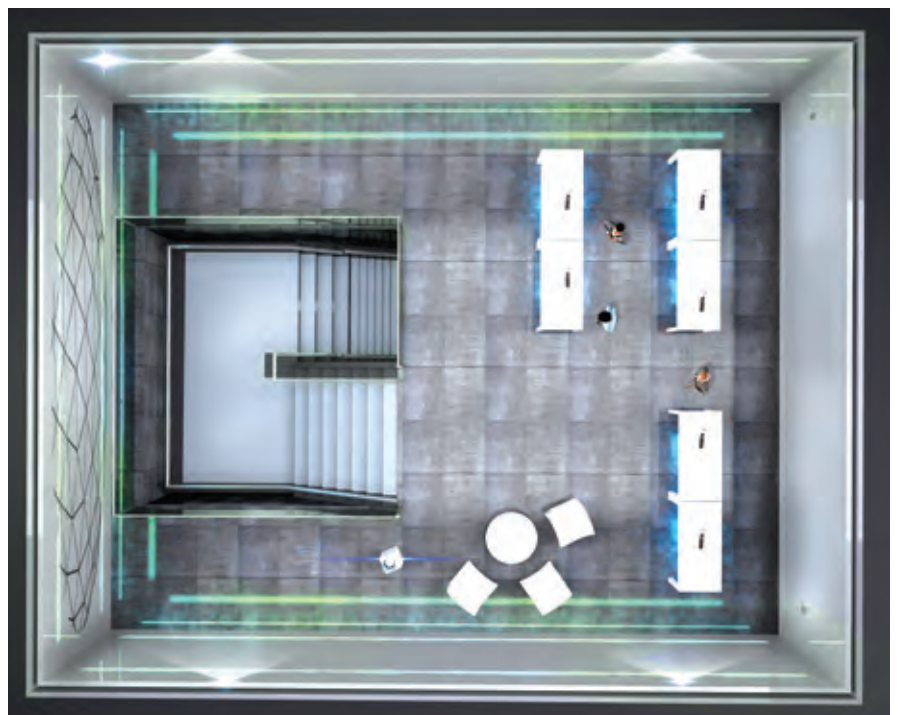
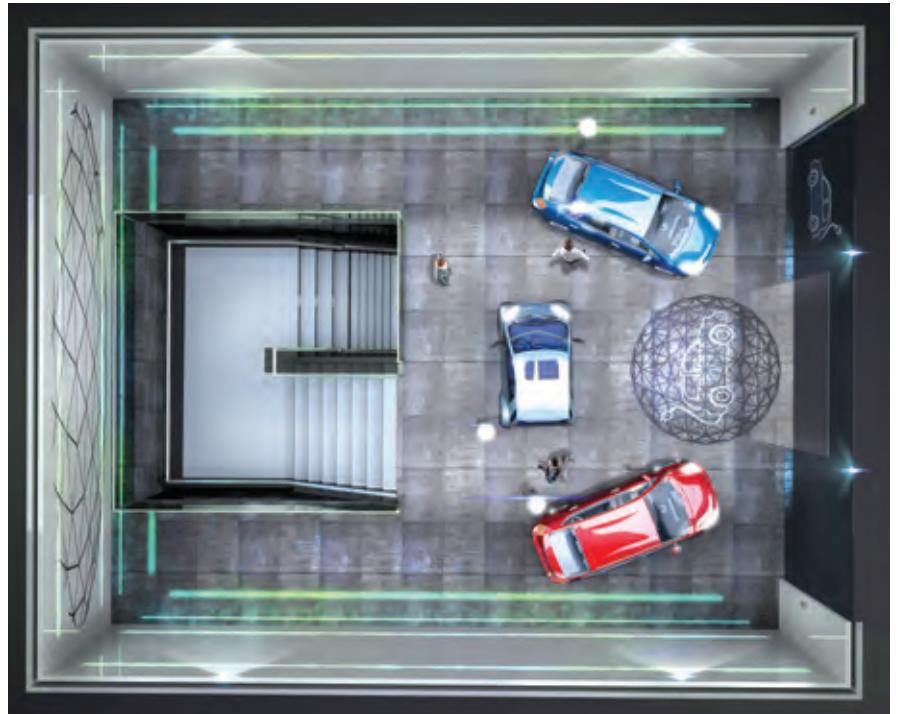
- Range anxiety.
- Battery charging (both at home and in the public domain).
- Vehicle performance.
- Vehicle reliability.
- Customer support.
- Familiarity with the technology.

The EV Experience Centre

The EV Experience Centre will pursue strategies designed to take away the mystery and uncertainty which currently surrounds EVs. It will do this by making vehicles available in large numbers for potential EV customers to experience and therefore become familiar with.

The Experience Centre will support both prospective private and commercial buyers of EVs. It is envisaged that satellite 'pop-up' centres will be provided at major employer's premises and at other public locations throughout the borough during the life of the scheme. The Experience Centre will also target the owner/operator private hire fleet to demonstrate that adoption of an electric vehicle should not be seen by the owner/driver as a compromise on availability or range, given the city's unique infrastructure of 50kW rapid-chargers. This attention to the private hire and taxi sector will support the city's aspirations under the OLEV taxi scheme since every vehicle deployed during the demonstration phase will become an instant advert for EV uptake, with a very large fraction of the city population thus being exposed to the benefits of EVs (clean, quiet, smooth) every time they take a private-hire journey.

The EV Experience Centre will operate a wide range of showroom display and on-street demonstrator vehicles. These will be used to encourage the public to view and test-drive EVs on a casual basis whilst otherwise browsing the city centre shopping area. (The chosen location for the EV Centre has a very high customer footfall during normal shopping hours). Customer advisory services will be supplemented by a range of very low-cost, short/medium-term experience loan schemes which might range from one week to several months.



The EV Experience Centre

These experience schemes will be designed to encourage customers to try out EVs within their own private-use environments for meaningful periods of time. At the longest end of the spectrum (six months – one year), the arrangements will allow customers to experience quasi-ownership of the vehicle under relatively stress-free conditions. This is in recognition of the fact that some potential purchasers may require a prolonged period in which to switch from the mindset of internal combustion engine vehicles.

It should be noted that the EV Experience Centre will not attempt to make direct sales of brand new vehicles to members of the public. This will be a strict policy, designed to avoid conflict with the local vehicle dealership networks. The purpose of the Experience Centre will be to attract would-be purchasers of EV's, provide impartial advice concerning the options which meet their needs, and remove the perceived 'blockers' to long-term ownership. Once an opportunity to sell an EV has been created, the Centre will either pass the customer to the local dealership to close the sale, or organise a long-term lease. In the case of long-term leases the Experience Centre will negotiate favourable commercial lease terms with commercial leasing companies.

Experience Centre Location and Layout

The Experience Centre will occupy a prime location in the city centre shopping area. Preliminary discussions regarding the lease of premises have already been held with the property managers and provisional arrangements have been made to secure premises with an attractive frontage and an open plan ground floor area in the region of 150 - 180sq.m. The premises will have ease of access for 3 - 4 show vehicles on the ground floor. The vehicles will be constantly rotated so that passers-by will see a wide range of different vehicles over a period of time. Advisory services and tea/coffee/snack facilities will be located in a customer advice centre at the first floor level.

The 'feel' of the Experience Centre will be similar to that of an Apple Store or the recently launched Tesla and Kia shops. The ambience will be one of professional, up-market independent advisory services provided by well-qualified staff in pleasant surroundings.

Business Approach

The 'Ground Rules' for the business will be as follows:

1. The shop will focus on providing free, objective, advice to would-be EV owners. It will also exhibit new vehicles and operate fleets of 'demonstrator' and 'experience' vehicles.
2. With the support of the local vehicle dealerships, new EV's will be showcased in the Experience Centre's showroom, allowing would-be customers to browse the products. These vehicles will be showcased on a rotating schedule to ensure that the public sees a wide range of constantly changing EVs. No cars will be sold through the EV Experience Centre but all enquiries and sales will be handled by local franchised dealers to maintain their support and goodwill.
3. The Centre will operate two distinct fleets of vehicles. A 'Demonstrator Fleet' and an 'Experience Fleet'.
4. The Demonstrator Fleet will be used to enable would-be customers to experience short drives in EVs on a casual or 'walk-in' basis (just like a normal car showroom). This fleet will be maintained at a constant size of around 20 -30 vehicles, but will be replenished with new vehicles at regular intervals in order to ensure the maximum possible exposure of new EV products as they come onto the market. Older vehicles will be cycled to the Experience Fleet (see 6 below) in order to maintain an ideal size of the Demonstrator Fleet.
5. The Experience Fleet will be much larger, starting with around 40 vehicles this will build to around 130 vehicles by year five. This activity will be the centrepiece of the Experience Centre, enabling would-be customers to experience quasi-ownership of an EV through attractive short, medium, and long-term "experience" arrangements which span from one week to one year.
6. Vehicles from the Demonstrator Fleet will be cycled into the Experience Fleet at a rate which steadily builds-up the latter to the required size over the first two years. Thereafter, older (or less popular) vehicles will be released from the Experience Fleet to maintain freshness without incurring continuous fleet growth.
7. At the end of the 'experience' period, positive customers will be referred to the relevant local vehicle distributorship to finalise a vehicle purchase arrangement. Similarly, the Centre will work with a Partner Leasing Company to offer attractive long-term leasing options.
8. Maintaining the goodwill of the motor vehicle manufacturers will be of paramount importance. Letters of support from a significant number of manufacturers that currently market EVs, or are bringing EVs to market in the near future, are included in this document.

EV Tsar

Milton Keynes Council will appoint an EV Tsar – a full time expert who will promote the uptake of EVs in and around the city. The Tsar will drive the various initiatives on a day by day basis and monitor the growing month by month uptake of EVs. He or she will be available for consumers, businesses and the public sector to speak to and take advice from.

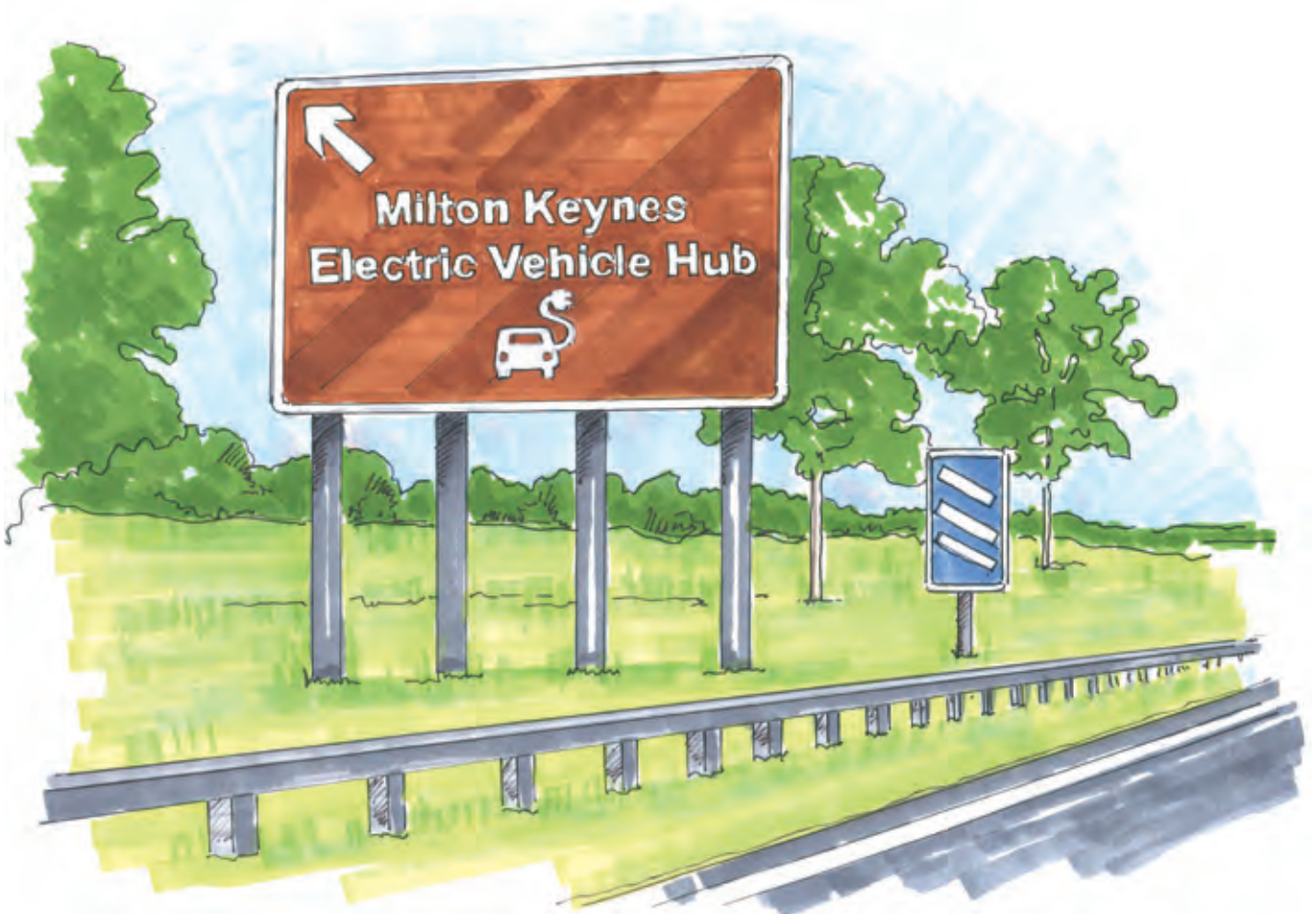
Appointment of the Tsar will be undertaken by the council through a formal procurement process. A number of discussions have taken place with some potential candidates in order to test the market and to ensure that suitable candidates with a proven track record would be interested in the role. These discussions have helped to shape the scope below, ensuring that it is both best practice and deliverable.

This appointment is an important one and the Tsar will be responsible for the day to day delivery of the whole programme. The Milton Keynes activities are comprehensive and far reaching and will see a step change in the uptake of ultra-low emission vehicles, create a showcase of how EVs can be encouraged, improve air quality and demonstrate new technologies. In addition the Tsar will also be responsible for the creation and promotion of Milton Keynes as a high profile exemplar city and will be the central figure responsible for demonstrating to the sponsoring council management and programme partners.

The Tsar will be responsible on a day to day basis for driving forward all aspects of the programme and will have ownership of the defined goals. The Tsar will:

- Establish monthly targets for EV sales growth in the city and agree these with the Council's Management Group.
- Have day to day personal contact with the car manufacturer franchised dealers in the area, to monitor car sales and to work with the dealer network to remove barriers from sales and raise awareness of the benefits of EVs amongst prospective buyers and leasers. The Tsar will visit each of the local dealers on a regular basis, ultimately the franchised dealers will be crucial to the growth of EVs in Milton Keynes and the Tsar will assist them in every way possible.
- Have overall management of the EV showroom. The Tsar will have a showroom manager reporting to him and that that person will spend all their time in the showroom. As detailed elsewhere, the showroom will comprise an impartial centre of information for potential car buyers to learn about and experience the benefits of EVs. The showroom will work very closely with the franchised dealers and after advising potential car buyers as to the range of models will liaise with the franchised dealer who will close the actual sale. The Tsar will be responsible for establishing new initiatives, events, and promotions and monitor the activities of the showroom. The Tsar will also be responsible for the relationship and interface between the showroom manager and the franchised dealers.
- Establish and manage the Milton Keynes Go Ultra Low City website which will be the focal point for information on EVs in the city. He will also manage a programme of social media channels including a Facebook page and Twitter initiatives.
- Work closely with media in the city including local radio stations, local television and press to ensure that EVs are featured regularly in the news. The Tsar will be the figurehead for any journalist who needs EV data and information and will provide regular interviews, working in conjunction with the scheme's PR agency. These activities will include road tests, details of new EV offers and general awareness of the achievement of milestones of the city's Go Ultra Low City scheme.
- Set up and manage a telephone and online advisory service, so anyone who has a query on the aspects of buying and operating an EV has a helpful customer services person available. This will be operated from the showroom.
- Manage new offers including trial periods for borrowing cars and new leasing deals.
- Support and interface with the EV car clubs in the city.
- Ensure that potential car buyers have advice on where to charge their car in particular at any homes that do not have off-street parking.
- Interface with local businesses including frequent visits to support their awareness and uptake of EVs.
- Manage the city's workplace scheme for charging points.
- Establish a programme of attending and speaking at conferences on a national and international basis to promote the UK and Milton Keynes in particular as an exemplar for EV uptake and new technologies.
- Establish a fleet advisory service for any local company considering adopting EVs as part of their fleets.
- Manage all other aspects of the City's Go Ultra Low Programme including liaising with monitoring partners (Open University and Cranfield University), the wireless charging programmes, air quality improvements, and availability of low cost electricity tariffs.
- Meet on a regular basis with senior Milton Keynes Council figures to ensure full communication and support at all levels of Council activities.

Electric Vehicle Hub



The location of Milton Keynes, adjacent to the M1 motorway, provides an excellent opportunity to provide an electric vehicle facility which will be equally attractive to drivers who are making local journeys and those who are travelling on the motorway network. The Milton Keynes Go Ultra Low City Scheme intends to create an electric vehicle hub at the pre-existing Coachway park and ride centre and in Central Milton Keynes.

The Electric Vehicle Hub will provide an electric 'filling station' to complement the existing charging facilities that are already provided at the Coachway site. It is intended that the site will be sign-posted from the M1 motorway giving a highly visible entrance to the city that will promote ultra-low carbon vehicle usage to drivers using the motorway and to those entering the city.

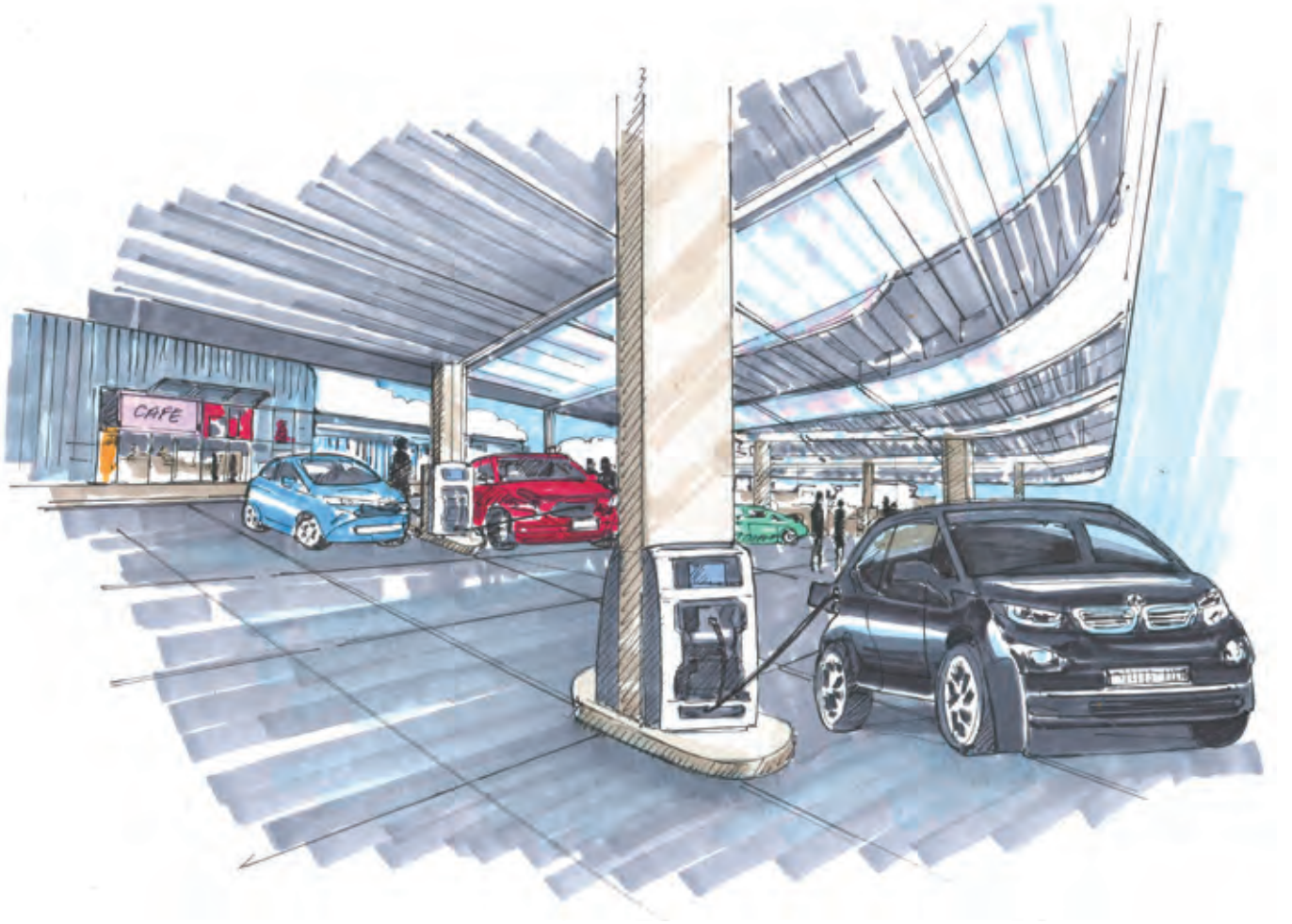
The Electric Vehicle Hub will benefit from the existing café and toilet facilities at the Coachway site. It will be a very visible advertisement for ultra-low carbon motoring to the thousands of express coach passengers who use or pass through the country's busiest coach station. The Milton Keynes Go Ultra Low City Scheme will provide an information

station at the electric vehicle hub, with direct links to the scheme's Experience Centre and to the city's car clubs. The Electric Vehicle Hub will enable visitors to leave their internal combustion engine vehicles at the park and ride and to explore the city of Milton Keynes using an EV from one of the partner car clubs.

The Electric Vehicle Hubs will contribute to the uptake of electric vehicles in the borough in two main ways. The Hubs will provide very visible and accessible public charging facilities that will show prospective EV owners that energy sources are close at hand. The hubs will also add to the places from which prospective owners will be able to obtain data about and experience first-hand the utility of ultra-low carbon vehicles. The illustration shows the proposed outline of the Coachway Electric Vehicle Hub.

In addition to the Coachway Electric Vehicle Hub, the Milton Keynes Go Ultra Low City Scheme will establish a city centre Hub by extending the existing rapid charging facility at the end of the centre:MK shopping centre. The location of these sites are shown on the accompanying map.

Electric Vehicle Hub



Electricity Tariffs for EVs in Milton Keynes

It is recognised that low electricity tariffs both at home and at public/destination charging points are likely to encourage people to buy EVs. A further incentive of operation of EVs for some users is the ability to use renewable electricity.

Milton Keynes is therefore working with Good Energy Group Plc (see: <http://www.goodenergy.co.uk/>) to provide time of use tariffs at low cost to charging points in Milton Keynes including domestic charging points.

The public charging points in Milton Keynes are operated by Chargemaster plc and these are either free to use or at a maximum cost of 9 pence per kWh (including rapids) which is significantly below the average cost of electricity across the country. For example the cost of charging a Nissan Leaf or Renault Zoe on one of the city's 56 rapid chargers to 80% of full capacity will cost around £2.00.

These low electricity costs will be widely communicated to existing and potential electric car buyers through signage, PR, the EV Experience Centre, car dealers and by Milton Keynes Council thereby further encouraging the uptake of EVs

"In particular we acknowledge the pioneering approach already adopted by Milton Keynes in delivering measures and actions to promote sales and use of ULEVs. The proposed measures outlined look very exciting and I would like to confirm that BMW UK will proactively support the increasing uptake of EVs through initiatives you have outlined."

Carl Sanderson General Manager,
BMW i and Mobility Services

Scrappage scheme

Milton Keynes plans to operate a scrappage scheme to remove some of the worst polluting cars from the road and replace them with zero emission vehicles.

Up to £5,000 will be offered to anyone in the designated Milton Keynes city area that trades in a car older than ten years in exchange for a zero emission vehicle. The scheme will be launched with a grant of £5,000 in early 2016 and it is expected that 60 cars will be supplied under this scheme during 2016. A revised rate will be set for 2017 depending on take up. It is expected that 120 scrappage grants will be provided in each of 2017, 2018 and 2019. The scheme will be established to meet state aid regulations; the vehicles taken in will be required to have a MOT certificate and to have been owned by the buyer of the EV for a minimum of 12 months prior to the trade in.

The scheme will be administered by the Milton Keynes EV Tsar and operated through the EV Experience Centre in conjunction with electric vehicle franchised car outlets in the Milton Keynes area.

“On behalf of the Open University I am pleased to support the Milton Keynes bid for the Go Ultra Low competition. .. the Open University will produce regular independent statements at 6 monthly intervals summarising progress against the key delivery goals (Namely the uptake of Ultra Low Emission Vehicles, patterns of changing behaviour around the city, estimated CO₂ savings and the defence of air quality standards) – we look forward to supporting Milton Keynes on this most exciting project.”

Prof. Gerd Kortuem, The Open University

EV Car Clubs

Introduction

Car clubs that operate a fleet of electric vehicles play an important role in the widespread uptake of EVs and thereby contribute to the improvement in air quality and reduction of harmful emissions. Electric car clubs also enable potential EV car buyers to try the cars on an extended basis before buying and also raise the awareness and promotion of electric vehicles through the visibility of such vehicles on the street and parked at prominent locations.

Milton Keynes has already supported the introduction of such clubs and an existing electric car club (e-car club) is already operating in the city and currently has a fleet of Renault electric cars and vans.

Expansion and implementation

The council will expand and encourage the introduction of electric car clubs by:

- The expansion of the existing dedicated electric car dedicated free to use bays to a minimum of 30 within 6 months of the commencement of the Go Ultra Low City Scheme programme. This number will be increased as demand increases.
- Every bay to have a charger dedicated to it – supplied by Milton Keynes Council.
- Access by car club fleets to the 56 rapid chargers within the city.
- The provision of a local and national charging access card for each car club vehicle at a preferential rate.
- The encouragement of the introduction of new car clubs with EVs in the MK area through active communication to such businesses.
- The access to council and local business fleet and utilities managers encouraging such managers to replace existing pool cars with the use of EV car clubs.
- The council will negotiate favourable purchase terms with EV manufacturers that will enable electric vehicle car clubs to buy cars at favourable rates.



Destination Chargers

Introduction and the need

The provision of 'destination charging' at locations where electric vehicle drivers spend some time (anything from one hour to overnight) is a major initiative to support the growth of EV sales. Charging an electric vehicle is different from going to a petrol station for a combustion engine car. It takes longer and it is best done when the motorist is already at a location and the vehicle is idle. It is therefore highly useful to have many (highly visible) charging points in locations such as station car parks, hotels, supermarkets, sports facilities, restaurants, etc.

The proposition

A series of charge points will be provided free of charge to facilities that have been identified as appropriate destinations under this initiative. It is proposed that 50% of the capital cost of the destination chargers will be provided by under the Milton Keynes Go Ultra Low City Scheme and 50% from the schemes' private sector partner, Chargemaster. Generally the use of the charging points will be free to the electric vehicle motorist providing a very attractive facility to the prospective user. If the motorist can visit his local golf course, restaurant or railway station when commuting say to London on the train it removes one further barrier of adoption of an electric vehicle.

Potential sites that have been identified are shown below:

Railways stations

- Milton Keynes Central - 6 charge points
- Bletchley - 4 charge points

Supermarkets

- Waitrose, Oak Grove
- Tesco, Kingston Extra
- Co-op, Netherfield
- Lidl, Milton Keynes
- Morrisons, Elder Gate
- Sainsbury's, Engaine Drive
- Tesco Express, Heelands
- Co-op, Monkston Park

Gyms and Health Clubs

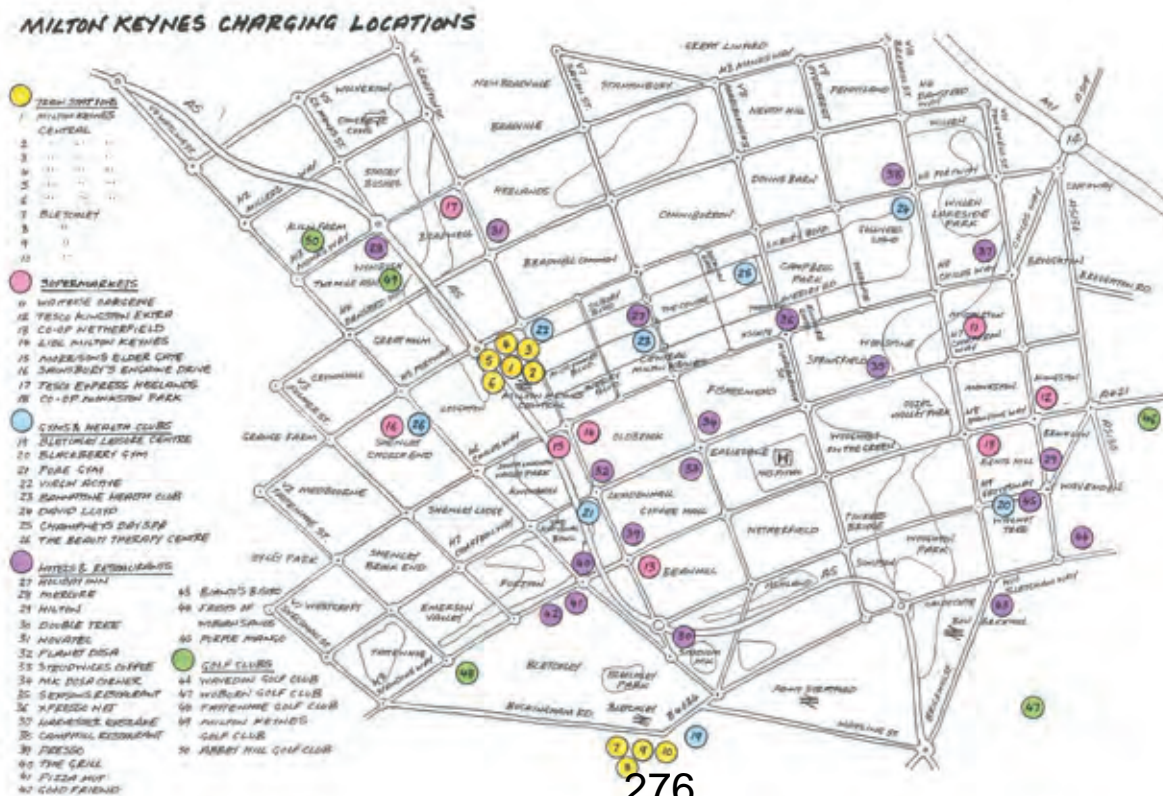
- Bletchley Leisure Centre
- Blackberry Gym
- Pure Gym
- Virgin Active
- Bannatyne Health Club
- David Lloyd Leisure
- Champneys Day Spa
- The Beauty Therapy Centre

Hotels and Restaurants

- Holiday Inn Milton Keynes
- Mercure, Milton Keynes
- Hilton, Milton Keynes
- White Hart, Newport Pagnell
- French Partidge
- Double Tree, Milton Keynes
- The Old Stables, Milton Keynes
- Chichley Hall, Newport Pagnell
- Whittlebury Hall Hotel
- Novatel, Milton Keynes
- The Woburn Hotel, Woburn
- Best Western, Moore Place Hotel.
- Ramada Encore Hotel
- Campanile Milton Keynes
- Presso
- The Grill
- Pizza Hut
- Good Friend
- Bianco's Bistro
- Frosts of Woburn Sands
- Purple Mango

Golf Clubs

- Wavendon Golf club
- Woburn Golf Club
- Tattenhoe Golf Club
- Milton Keynes Golf Club
- Abbey Hill Golf Club



Overnight Charging – The Milton Keynes Promise



The problem:

It is recognised that lack of home charging for residents without off-street parking is a significant barrier of EV adoption. Innovation will be used to provide charging facilities at an economic cost using latest technologies such as the use of street lights and master and slave technologies to provide night time parking for any EV buyer that does not have off-street parking. In addition an EV buyer's guarantee will be introduced that ensures that no local sales are lost due to lack of overnight charging.

Regular charging of EVs is best carried out at night at the user's home when the owner is in bed asleep. An overnight charge is ideal in most respects. The standard time for charging (typically 4 to 8 hours) is perfect for charging at 3.3kW or 7kW which is an economical rate to charge an electric vehicle; this is also ideal for electricity distribution and loading. Overnight charging can also take advantage of preferential night time electricity tariffs and the increasing surplus renewable electricity at off peak times.

For the last three years OLEV have operated a well-established and successful subsidy scheme for the provision of wallboxes at home. This has been very popular and significantly helped the growth of EVs over recent times. Milton Keynes will advise EV buyers on the availability of this scheme (and any future such schemes) and promote the fitment of a wall box

whenever possible. However certain residential dwellings, especially apartment blocks and older terraced housing do not always have dedicated off-street parking for occupants and this is a barrier for an EV purchase for someone living in these dwellings.

The Milton Keynes solution:

The provision of a 200 night time charging points (many on-street) at an early stage of the scheme for home owners that do not have off-street parking. These will be situated on-street and other convenient locations for the overnight use by residents.

Milton Keynes intends to eliminate the potential barrier of availability of home charging for buying an EV by:

- Implementing the "Milton Keynes Promise". This is an absolute promise to any EV buyer that the council will ensure that there is an overnight charging facility close to his/her dwelling within the city, allowing the buyer to charge overnight. The promise would include a commitment to provide an overnight charging facility as close as possible to the car buyers home, in many cases right outside the home and in any event a guaranteed worst case within a three minute walk. This concept was successfully trialled in Amsterdam. Milton Keynes will undertake to provide a service level agreement which will have a goal that by the time a car buyer has the car delivered their overnight charging will be available.

Overnight Charging – The Milton Keynes Promise

- Providing an advisory service for the fitment of wallboxes at home particularly in problem areas where cable runs may be long, in certain circumstances the scheme will financially assist the fitment of wallboxes in difficult situations.
- Identifying key short term “problem” areas that do not have adequate off-street parking within the city and installing an initial 200 residents’ charging points on-streets and car parks that are close to the dwellings that do not have off-street parking.
- Developing, showcasing and then introducing technologies that assist in providing economic on-street charging in residents park areas – these include the use of:
 - a) new multi-capability street furniture that comprise street lighting and electric vehicle charging, and
 - b) the implementation of master and slave technologies where a whole street can have charging capability with low cost “mini posts” being installed near the curb with a number of master control units positioned every hundred meters or so to facilitate control of the slaves. This technology is important in the future when a high proportion of cars in many streets will require charging. See Innovation Section for further details on both these solutions.

Milton Keynes will showcase both these technologies within the first 12 months of the Go Ultra Low City Scheme programme.

“Initiatives including EV only parking bays, EV access to bus lanes and an increase in charging points will make adoption of EVs easier for customers and residents in Milton Keynes. The Council has already implemented a comprehensive charging network including rapid chargers and has transitioned the Plugged in Places network to external operation with a high serviceability record which demonstrates commitment to these new technologies ... Nissan will fully support these Milton Keynes initiatives.”

Karl Anders, National EV Manager - Fleet, Nissan

Bus Lanes and Car Park Spaces



It is recognised that as a local authority Milton Keynes is well placed to implement schemes which central government are unable to provide. The Milton Keynes Go Ultra Low City Scheme will introduce a series of measures throughout the Borough of Milton Keynes which are directed at providing direct benefits to owners of EVs in the borough. The planned measures will be implemented from the start of the programme via a permit scheme, which will be operated in conjunction with similar schemes which offer other benefits to other classes of user. The permit system will enable the Milton Keynes Go Ultra Low City Scheme to measure the uptake of the scheme which it is believed will provide a direct analogue to the numbers of individual EVs being used in the borough.

EV Parking:

There are over 20,000 car park spaces throughout the borough, most of which are concentrated in the business and retail areas of the city. The Milton Keynes Go Ultra Low City Scheme will introduce a scheme that will enable EVs to park free of charge in any of the council's 20,000 parking spaces throughout the borough. The provision of free parking will continue to include parking bays which are equipped with charging facilities, where users will continue to pay a fee for the use of the chargers. Parking in these bays will continue to be restricted to vehicles which are charging to ensure that the bays are not 'blocked' by vehicles which are parked – but not charging thereby preventing an electric vehicle user to charge their vehicle.

Milton Keynes intends to install monitoring equipment at all parking bays which are equipped with vehicle charging facilities that will enable users to locate parking spaces which are not being used. This proposal is described in more detail in the Innovation Section of this document.



EV Carriageway Priority:

To further improve the EV user experience when driving within the borough, the Milton Keynes Go Ultra Low City Scheme will allow EVs to drive within bus lanes throughout the borough. Signage will be provided to indicate that low-emission vehicles are permitted in the bus lanes. It is envisaged that as the city progresses with its aspirations to electrify all bus services, following the successful trial introduction of a wirelessly charged battery bus service on Route Seven, the bus lanes will be converted to low emission vehicle lanes. It is believed that this will further demonstrate the city's commitment to low carbon living.

In addition to the carriageway priority, EVs which are registered with the Milton Keynes Go Ultra Low Scheme will benefit from the same priority at traffic signal controlled junctions which is currently enjoyed by buses in the borough.

“The plans outlined would put Milton Keynes in prime position to build on the excellent foundations and experience gained by the city in the “Plugged in Places” Scheme. Beyond driving ULEV uptake, the measures proposed by Milton Keynes will also help produce best practice in the UK. “Non-financial” incentives, such as allowing ULEVs to drive in bus lanes will be really helpful to give learnings on how best to influence driver behaviour and increase ULEV uptake outside the current policies in place. ... You can count on our full support.”

Ben Fletcher, Product Manager, Renault ZE

Planning and Commercial Considerations

Local planning regulations and the commercial contracts which the council procures provide a means by which the council can signal its intent to develop Milton Keynes as a Go Ultra Low City. Milton Keynes' proposals under the scheme include plans to leverage planning consents and commercial contracts to encourage the provision of supporting infrastructure for ultra-low carbon vehicles and the uptake of EVs.

Planning

As part of the Milton Keynes Go Ultra Low City Scheme the council will review local planning policies to maximise the level of encouragement given for the provision of measures which will support the use of EVs in the borough. The review will include an examination of planning obligations under Section 106 of the Town and Country Planning Act to determine what level of support for EVs can be mandated through the local planning process.

Milton Keynes is currently preparing Plan:MK, the new local plan for the borough which will decide how much new development is needed and will additionally include detailed policies that will be used when making decisions on planning applications. Preparation of Plan:MK will be supported by a Sustainability Appraisal which will be drafted to support and encourage the adoption of EVs in the borough.

These new policies are in addition to existing policy interventions that are underway. In particular, the Local Transport Plan objective to reduce transport based carbon emissions to help tackle climate change include ultra-low carbon taxis and private hire cars; smart grid integration; expanded electric vehicle infrastructure; and the promotion of electric and other alternative fuels.

The council is also consulting on new parking standards that include a requirement for the provision of parking spaces and charging points for electric vehicles in all new developments that generate the need for more than 21 parking spaces. Supporting the uptake of alternative fuel vehicles is a key policy aim of the council and consistent with its participation in flagship schemes such as the Government's 'Plugged in Places' initiative. In order to ensure that all new developments are equipped with the infrastructure required by the growing number of electric vehicles and the council's aspirations for future EV ownership, all developments will be expected to provide charging points. Currently the proposals are for 5% of all parking spaces to be EV enabled, however the council is seeking to increase this requirement through the consultation.

Commercial leverage

The council will actively seek to use EVs where the duty cycle of council owned and operated vehicles can be provided by an ultra-low emission fleet. As a major employer in the borough, the council will additionally encourage its employees to adopt low-emission transport by actively promoting the Milton Keynes Go Ultra Low City Scheme throughout council buildings and in staff communications.

The council will encourage commerce in the borough to utilise low carbon transport by ensuring that all tenders for services which are to be provided to the council include a strong statement around the desire to promote the Milton Keynes Go Ultra Low Scheme. Where appropriate the adoption of EVs will form part of the formal procurement with the highest scores being awarded for EV usage.

Through the Milton Keynes Go Ultra Low City Scheme and existing local business networks, the council will encourage all local businesses to adopt similar staff awareness initiatives and similar procurement principles. The council's own approach setting a key example in this area.

PR Agency and linking with Local Media

Milton Keynes has established a draft programme of communications activities that will be implemented immediately upon award of a successful Go Ultra Low City bid. The objective of the PR activity, that will continue over the life of the programme, is to support the implementation of the scheme by engaging with local MK media and broader national and specialist media where relevant, in order to raise public awareness and interest and ultimately increase EV sales and to promote the city as an exemplar.

Immediately upon launch of programme the scheme will set up a consumer and local business facing app and responsive website which will offer an impartial guide for people, showing them choices, considerations and decision-making process for buying/considering an EV. This information will include how much money they could save, helping in EV education and making the possibility more accessible for consumers. The website will be accessible at the Experience Centre and at the Electric Vehicle Hubs and will link to relevant government websites and the goultralow.com website.

The PR activities will target local print media including Milton Keynes Citizen, MK News, MK Pulse magazine, local broadcast media including BBC Three Counties Radio and Heart Radio as well as EV-specific outlets, local authority publications, automotive publications and other vertical media where prudent. Social media platforms are also likely to play an important part in the overall engagement strategy.

A PR agency will be commissioned to support the programme on a day-to-day basis with press release writing, media visits, award submissions, interview management, feature opportunities, comments on market trends, speaker opportunities, media relationship management and support for client partners, for example, local businesses interested in EVs.

As well as this general PR function the PR agency will create, develop and execute pro-active creative media ideas. Some initial examples for the Milton Keynes Go Ultra Low city Scheme could include:

Concrete cow stunt

A good photo stunt could be a concrete cow 'plugged into' charging point, linking a key identifier of EVs to MK and showing how EVs help lower greenhouse gases (as emitted by cows). Taking it one step further, the cows could disappear overnight and start a social media campaign: 'Where are the MK cows? They would then reappear 'electrified', e.g. lit up in blue. Great social potential.

'Charge' poster

Recreate iconic Barack Obama 'Change' poster with 'Charge' poster using image of charging point and place it strategically across city, in media, online, etc.

Conference, exhibition and awards

Conference, exhibition/show and supporting awards ceremony encompassing manufacturers, suppliers, councils and destinations on all things electric, which would receive broad media attraction across press, TV and tech. It could showcase exciting projects such as Electric Bluebird (which attempted electric land speed record). Positive for local economy (hotels etc.) and establish MK and Tsar as centre of excellence for electric vehicles and green living in the UK. Potential for annual event.

Gumball Rally-type event

An EV distance challenge – how far can you get from MK on a single charge, or how many laps around MK. Build a social campaign around this, following it live, using personalities/celebrities as the drivers, for example MK Dons team. Easily combined with exhibition/awards. Could incorporate Electric Avenue, with pop-up food, music, environmental stalls creating a town festival, possibly as part of showroom launch.

PR Agency and linking with Local Media

Interactive video

A split-screen/interactive video with petrol versus electric, showing a typical journey side by side, showcasing all the benefits of EVs, for example easy overnight charge (vs. queues at petrol stations with restless kids), easy free parking (vs. cost of parking and finding a space). Potential interactive video choosing different sorts of journeys – commute, school run, trip to the shops and/or option to switch between petrol/electric journey (cf Honda Type R video which allowed you to press R key on keyboard to switch between sensible businessman driving the car with his kids and same man driving recklessly on a track.).

Fleet/business case study videos

Two-minute case study videos showing local businesses and how EVs have helped their business save money, raise profile etc., perfect for local business press, as well as broader b2b media.

Charity pool car

Donating an EV pool car which can be used by local people for worthy causes. A great PR story for local media in giving back to the community, opportunity to create video on social media telling people's stories. Participants could be nominated to receive rides via social media, while a chauffeur could write a blog about his experiences.

Celebrity taxi driver stunt

Source the mayor/celebrity/influencer to surprise people who have ordered a taxi in MK. Talk about EVs during the ride and film the results (people's surprise at driver, etc. and pushing EV message).

Education initiative

Replicating school's Science Weeks or similar, creating EV week/day, offering competition to design EV car, or build moving car from sustainable material judged by Tsar/local celebrity. It could also offer opportunity to see EVs in action and understand how they work. A big focus on learning and educating the next generation of buyers. Could involve different levels through primary, secondary and university level.

Becoming an Exemplar

As we have already stated, over the past 40 years, Milton Keynes has become a world-wide exemplar of a planned city. Visitors come from all over the world to see the city and learn from the original design intent. The council is determined that this reputation will be maintained and enhanced, and that Milton Keynes will become as well known internationally for its leadership in the field of ultra-low carbon vehicles and environmentally friendly transport solutions, as it is in the field of urban design and town planning.

The proposed Go Ultra Low City Scheme provides a further major strand in the overall holistic low carbon living aspirations of the Milton Keynes and will link seamlessly to other plans for city-wide electrification of public transport and taxis. Dissemination around the Go Ultra Low City Scheme will therefore benefit from ongoing activities such as the city's involvement in the UK Autodrive autonomous and connected vehicle programme which already has a strong programme of national and international dissemination activities.

Most of the activities aimed at directly at increasing the EV uptake in Milton Keynes will be directly transferable to other areas, albeit that Milton Keynes has the advantages of a population who are used to and welcoming of innovative schemes together with an established estate of EV charging posts. Similarly the outputs from the innovative elements of the scheme will be directly transferable to other areas with similar needs.

In its work to date with EVs and EV infrastructure Milton Keynes has demonstrated the long-term commercial sustainability of its innovations, with wirelessly charged electric buses and its estate of charge posts successfully migrated from initial innovation to commercial operation.

Milton Keynes plans to co-host an international conference around the theme of innovative urban transport, working with the like-minded cities of Singapore and Ann Arbor (Michigan). The first of a series of annual international conferences will take place in autumn 2015 in Singapore, where Milton Keynes will be able to showcase its plans for the



Go Ultra Low City Scheme and learn from others with similar aspirations. This event will rotate annually between the three co-host cities, with plans in place for Milton Keynes to host the second annual conference in 2016.

Similarly in March 2016, Milton Keynes will begin to host Landor's annual national Smarter Travel exhibition. The exhibition is accompanied by the Sustainable Transport conference which will provide an excellent opportunity for dissemination and demonstration of the Go Ultra Low City Scheme to a wide mostly national audience.

Milton Keynes regularly hosts national and international delegations who visit the city to learn from the council's innovative approach to planning and transport. The city is also regularly invited to take part in formal visits by the UK to other countries. Most recently the council's Director of Strategy accompanied George Osborne on his 5-day visit to China (in late September 2015). The Chinese authorities specifically requested that Milton Keynes was represented on the visit following an earlier visit to the city by a delegation from China.

Becoming an Exemplar

Milton Keynes wants to ensure that the lessons learnt from its work in the innovative transport area are shared as widely as possible. As one of the three initial Plugged-in Places (PiP) chosen to pioneer public EV charge post installations the city worked with OLEV and the other two initial PiPs to advise areas of the country who were bidding in round two of PiP. The city continued to contribute to the dissemination of learnings from the PiP programmes and to extend the benefits of the Milton Keynes scheme to neighbouring areas such as Buckinghamshire, Oxfordshire and Aylesbury Vale.

The Milton Keynes Crosslink programme of rapid chargers provides another example of the city using its early experiences in encouraging the uptake of low carbon vehicles, by providing a network of rapid chargers which link the major university cities of Oxford and Cambridge.

A final example of the reach of the influence of Milton Keynes can be found in the letter of support from Barbados based Megapower Limited. Megapower is a Barbados company that has successfully established the sale of EVs and the deployment of EV charging infrastructure in the Caribbean area. In addition to selling EVs and installing and operating their own charging infrastructure in Barbados, Megapower sells vehicles and charging points in Dominica and Grenada and are actively expanding their activities on other Caribbean islands. To date the company has installed and commissioned over 80 EV charging points (both residential and commercial) and there are now over 100 electric vehicles on the road in Barbados, which are maintained by Megapower.

“As business visitors to the UK in the field of electric vehicles we have been enormously impressed by the innovation, achievements, substantial electric vehicle infrastructure and track record of project delivery of the City. Over the months and years to follow we look forward to learning of your success in delivering products, facilities and services that promote and enhance the market for low emission vehicles. In gaining the benefit of your experience we will replicate, modified where necessary to suit local conditions, your initiatives in this regard.”

Joanna Edghill, Director – Megapower Limited

Air Quality – Securing the Future

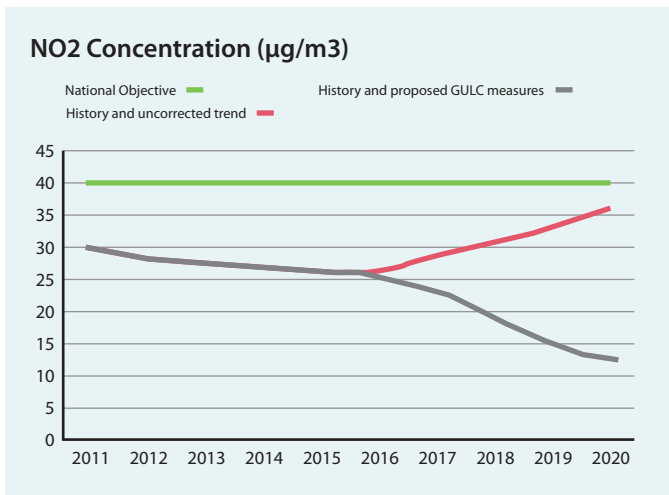
Milton Keynes is a city with a great environmental advantage; it was developed in a rural green field area from an urban plan which incorporated a low density, low-rise, spatial layout supplemented by large green open spaces and a vast amount of tree-planting. The result today is a city of a quarter of a million people with a very green urban environment and excellent record of air quality. Milton Keynes plans to maintain existing high standards that are entirely in keeping with the original urban design aspirations. This is critically important to the council. Three key initiatives that are embodied within this bid will enable further improvements in the already excellent standards of air quality enjoyed by the populous of Milton Keynes:

- **Scrappage Scheme** - The Milton Keynes Scrappage Scheme will result in the displacement of vehicles, likely by reason of age to be major contributors to air pollution, by clean ultra-low emission vehicles.
- **Private Hire/Taxi Initiative** - The aim to replace at least 50% of Private Hire Cars in the city with EVs will remove polluting vehicles, the vast majority of which are diesel engine, from the city's roads.
- **Bus Initiatives** - The success of the trial introducing 100% utilisation of electric buses on Route 7 from Wolverton to Bletchley has led to Milton Keynes Council implementing objectives to "electrify" all non-tendered routes within the city. During the term of the Go Ultra Low City Scheme the goal is to replace some 77 diesel buses with pure electric buses bringing about the consequential improvements in air quality.

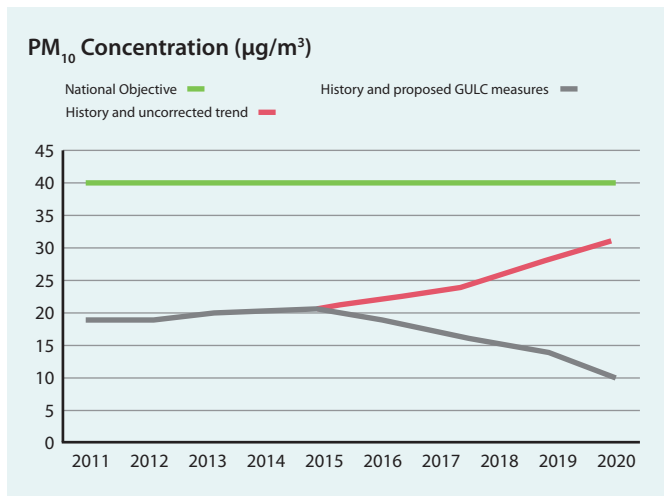
These measures will have a positive impact on the air quality in Milton Keynes and result in improvements beyond maintaining existing good standards. The charts shown below illustrate the potential reduction of Nitrogen Dioxide (NO₂) and Particulate Matter (PM₁₀) pollution:



Air Quality – Securing the Future



Air Quality – Securing the Future



Air Quality in Milton Keynes is carefully monitored and an annual report is prepared and submitted in fulfilment of Part IV of the Environment Act 1995, Local Air Quality Management. The current report, 2014 Air Quality Progress Report for Milton Keynes Council can be seen at:

<http://www.milton-keynes.gov.uk/assets/attach/20576/Milton%20Keynes%20Council%20Progress%20Report%202014.pdf>

The city must confront some significant challenges over the coming decades. Within the transport context, these come primarily from two major sources:

1. Over the past 25 years, increasing concerns over global warming and environmental degradation have led to a disenchantment with the car as a universal means of transport. For a city in which the entire urban infrastructure is postulated around use of the car, this presents a major concern.
2. The success of the city has led to plans for expansion which go well beyond the limits of the vision created by the original urban planners. This will mean that even the ample provision of road space provided in the original spatial plan will become inadequate, and congestion (and the associated pollution) will inevitably rise.

Some years ago, the council became alert to these problems and began to plan for the future accordingly. A central proposition which emerged at that time was that a high degree of continuing car usage is inevitable given the city's existing infrastructure, and a concerted effort must therefore be made to ensure that the vehicles on the city's roads will be as clean as possible. Over the past 40 years, Milton Keynes has become a world-wide exemplar of a planned city. Visitors come from all over the world to see the city and learn from the original design intent. The council is determined that this reputation will be maintained and enhanced, and that Milton Keynes will become as well known internationally for

its leadership in the field of ultra-low carbon vehicles and environmentally friendly transport solutions, as it is in the field of urban design and town planning.

In recent years, Milton Keynes has made a very significant effort to encourage the local take-up of EV's. From an early success in the OLEV-sponsored Plugged-in-Places scheme, the city has gone on to introduce over 200 on-street charging points for users of EV's, along with the nation's largest and most dense fleet of rapid-chargers (there are more than 50 rapid chargers now installed and working within the city limits). The city has also introduced the UK's first wirelessly-charged electric bus service, and has an aggressive plan for introducing electric taxis (there are more than 1,200 private-hire vehicles operating in Milton Keynes).

From this track record, it can be seen that defending the current high standard of environmental quality is very high on the council's agenda, and the active encouragement of ultra-low emission vehicles will continue to be central to that plan. The Go Ultra Low City project represents an ideal opportunity for the city to accelerate its efforts in this direction.

Milton Keynes is expected to grow rapidly over the next twenty years. It is essential that as the borough grows, so does the range of transport choices available to residents and visitors alike. Making better use of existing infrastructure, improving highways and the Redway cycle path connectivity and providing an attractive public transport network are key. This will allow Milton Keynes to continue to prosper and provide an excellent quality of life for all of its residents and a positive experience for visitors.

Congestion and Pollution

Exhaust emissions and air quality are directly related to traffic levels and, particularly, to congestion and the stop-start nature of traffic flows when volumes come close to road capacity levels. The projections for traffic increase over the next two decades are a very important proxy for the likely degradation of air quality in the absence of any special measures being taken. The Transport Department within the council has therefore invested a great deal of effort in measuring current traffic flows and developing models which can predict future traffic flows as the population expands.

Despite the efforts to encourage alternative forms of transport (walking, cycling, public transport, etc.), it is expected that cars will continue to be the primary provider of mobility in Milton Keynes. Car travel in the city is at present very efficient due to the grid road network and the exceptional level of available parking, but this is potentially unsustainable.

The transport network must accommodate the changing needs of all its residents, as well as changes in need resulting from all other socio-demographic trends. Milton Keynes is a

Air Quality – Securing the Future

self-contained city, with 78% of those who live in the borough working in the borough. 77% of these residents use a car to get to work on a daily basis despite there being 5,000 jobs which are readily accessible by public transport, cycling or walking. Using the traffic models referred to above and assuming a continuation of the current rates of population growth, there will be a 57% increase in journeys by car at peak travel times within two decades. However, the city will only be able to provide an extra 25% capacity at peak times through junction improvements and other measures. If no action is taken, the resulting gridlock will cause a runaway increase in air quality problems at traffic pinch-points in the city.

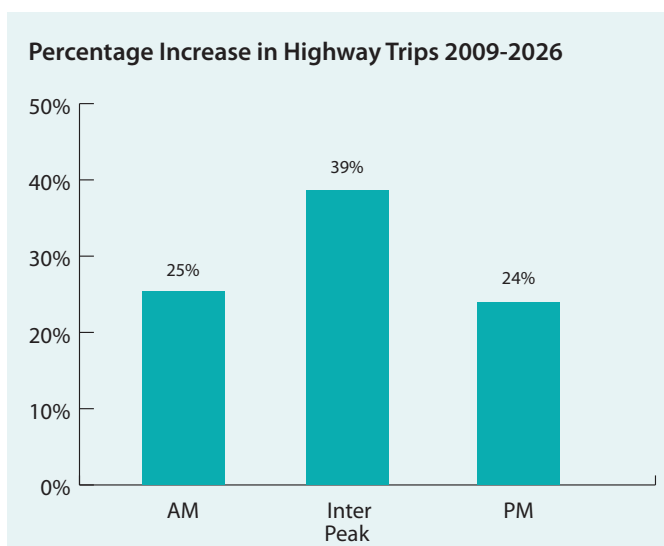
The link between traffic volumes, road congestion and air quality is well understood. In accelerating the uptake of ultra-low carbon emission vehicles, the Milton Keynes Go Ultra Low City Scheme will ensure that the levels of pollution will remain low in the city of the car.

The forecast growth in travel demand from 2009 to 2026 is based on the plans for growth for Milton Keynes and the surrounding area. In considering the forecast for growth there are considered to be two main sources of travel demand:

Regional Demand – trips external to the Milton Keynes area providing increased growth as Milton Keynes consolidates its position as a significant regional hub.

Local Demand – trips to and from the Milton Keynes urban area, which are determined by the local planning data. The local demand model covers the main Milton Keynes Urban area including Newport Pagnell, Bletchley and proposed major development sites.

The impact of this combined local and regional growth is shown in the graph.



The impact on network performance between 2009 and 2026 is summarized in Table below:

Core Strategy Assumptions			
	AM Peak	Inter Peak	PM Peak
Total Distance Travelled	+31%	+49%	+27%
Total Travel Time	+54%	+72%	+48%
Average Network Speed	-15%	-13%	-14%

Forecasts from the Milton Keynes transportation model have identified those locations where congestion will have deteriorated in the period to 2026, as shown in the accompanying maps. The main indicator of congestion at a junction or on a link is the level of ratio of volume to capacity (known as the RFC). Allowing for around 15% operational spare capacity anything over 85% volume to capacity is considered approaching significant levels of congestion. Viewing these plots indicates that in 2009 RFC values over 85% were fairly limited, but the change predicted to occur by 2026 is self-evident and give serious cause for concern because the delays arising as a result of congestion (and, by association, traffic induced air quality problems) are highly non-linear.

A Holistic Approach

Increasing the proportion of ultra-low emission vehicles will be essential to maintaining mobility and maintaining the excellent air quality which the city currently enjoys, but truly effective action on air quality requires a broader approach. The council is therefore adopting a holistic approach which embraces:

- understanding where the traffic pinch-points are likely to occur,
- developing plans to mitigate those problems (e.g. encouraging alternative means of transport),
- monitoring city-wide air quality parameters over a period of time.

An award of funds through the Go Ultra Low scheme will be used to continue and enhance these activities. In particular the scheme will help to improve the air quality by:

- dramatically increasing the percentage of low-carbon vehicles in the Milton Keynes parc.
- removing older, polluting vehicles through the scrappage scheme.
- encouraging owner/driver private hire vehicle operators to switch to EVs.

Air Quality – Securing the Future

Links to Other programmes

The City has been very active in recent years, engaging in a variety of different industry/government schemes which are aimed at reducing emissions and/or improving environmental conditions within Milton Keynes. In particular, the city is currently engaged in a large HEFCE-funded programme of Smart City work titled 'MK:SMART'. This programme is looking at the provision of smart information systems to assist travellers in making better transport choices. Using hand-held technology, it emphasises the availability of environmentally friendly forms of transport, and provides real-time information on transport availability, road congestion and environmental conditions. An important part of this programme includes the roll out of an extensive network of road-side sensors which will be used to measure traffic movements and other essential travel data. Adding road-side air quality measurement instruments to the monitoring programme would represent

a relatively minor addition to the investment package which is currently being planned and would be an excellent opportunity to gain a huge value-for-money benefit.

Other city-wide ULEV initiatives with which the Go Ultra-Low programme would be a natural fit include the EV bus programme (in which a major city bus route is now served exclusively by wirelessly charged electric buses), and an electric taxi initiative (in which the commissioning of 50 x 50kW rapid-chargers at strategic locations across the city represents the first step). The combination of these ambitious initiatives would represent a very valuable UK resource in terms of lessons learned and experience gained which will be transferable to other cities in future.

Other programmes like the creation of a city centre low emission zone (LUTZ) and the plans to electrify all buses in the city will deliver high levels of air quality in parts of the borough where citizens and visitors are in close proximity to traffic.

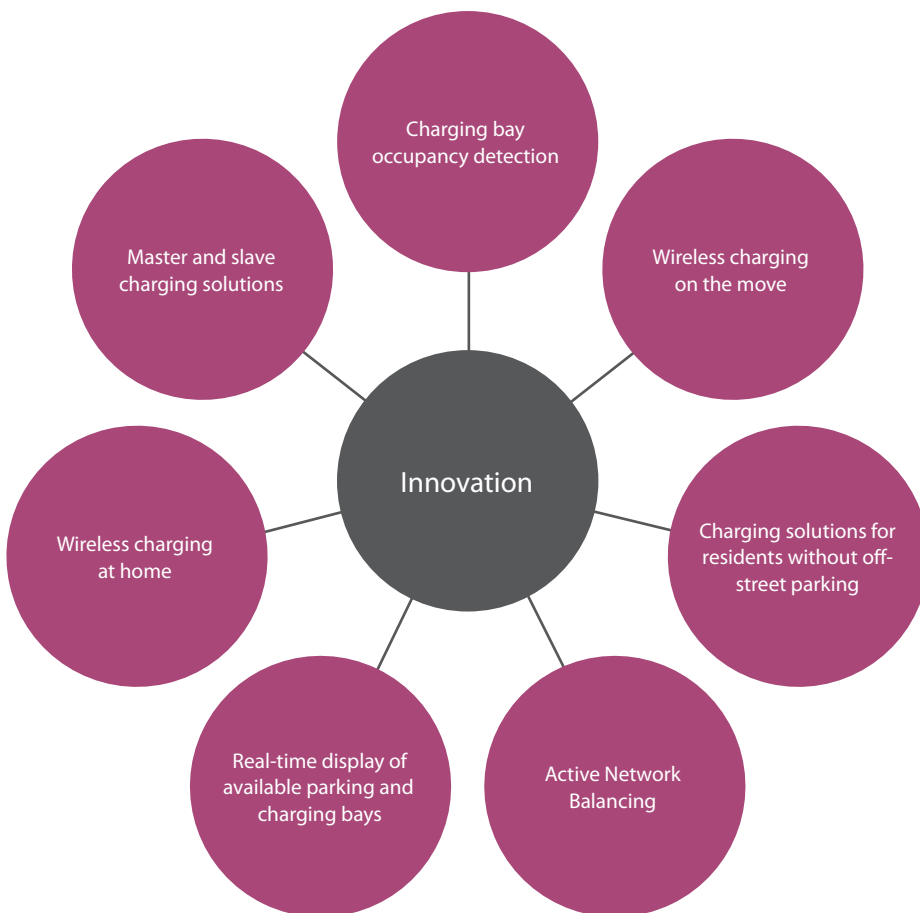


AM Peak 2009



AM Peak 2026

Innovation



Active Network Balancing

If the ambition of the Milton Keynes Go Ultra Low City Scheme programme is fulfilled, the EV ownership rate in Milton Keynes will move towards 1 EV per 10 households by the end of the programme (2020). Ideally, EV sales will continue to grow thereafter and, if the trajectory is maintained, 1 in 4 MK households will use EV's by 2025. At these levels of market penetration, there could be significant stress applied to the local electricity networks when large numbers of users wish to plug-in within a short period of each other. This suggests that some form of load balancing or demand-shifting may need to be imposed. The direction of current flow from grid to vehicle leads to this being referred to as a 'G2V' problem and a comprehensive solution requires that the collective demand across an entire neighbourhood is monitored by the district network operator (the DNO) and acted upon in real time.

There can also be demands for current flows in the reverse direction (vehicle-to-grid, or 'V2G'). At times of peak demand on the electricity networks, there may be EVs plugged-in which can afford to relinquish some of their charge. This would enable electricity to be fed from the EVs back into the grid, thus ameliorating the initiating overload problem.

An ideal solution would enable the G2V and V2G flows to be monitored and controlled in a co-ordinated approach to active network balancing. This part of the GULS-MK programme will run trials on an innovative new system which is designed to act in exactly this way. The work described below will be carried out in collaboration with Western Power Distribution (WPD), the local DNO for Milton Keynes and the surrounding area.

"The suggested proposals made by Milton Keynes are innovative."

Dean Asplin, Product Planning Manager,
Mitsubishi Motors

Active Network Balancing

Active Network Balancing - the i-DOS Concept

i-DOS (Integrated Demand Optimisation System) is a new concept in active network management technology which will allow real-time network balancing to be achieved using small intelligent electricity storage devices (termed 'Demand Adaptors') which can be installed in domestic premises. The i-DOS system connects and controls all of the Demand Adaptors to produce a co-ordinated array of devices which, collectively, can deliver massive, controllable, network-scale storage capacity. This capacity can then be used by the DNO to deliver the co-ordinated G2V and V2G management functions described above.

The Technology

The Demand Adaptor is a relatively small unit which can be unobtrusively installed within most domestic premises. It uses a small battery storage system to provide a local energy buffer within each domestic installation. The complete device comprises the battery, the battery management system (BMS), a purpose designed bi-directional grid-tied inverter, and an intelligent controller which communicates with the wider i-DOS system control software. A schematic of the system layout is shown.

The Demand Adaptors are used to control the G2V and V2G flows at each EV property in response to control signals which are received from the i-DOS system. In this way, the local DNO can constantly monitor the balance of supply and demand on the electricity network and control it to maintain satisfactory balance.

The Proposal

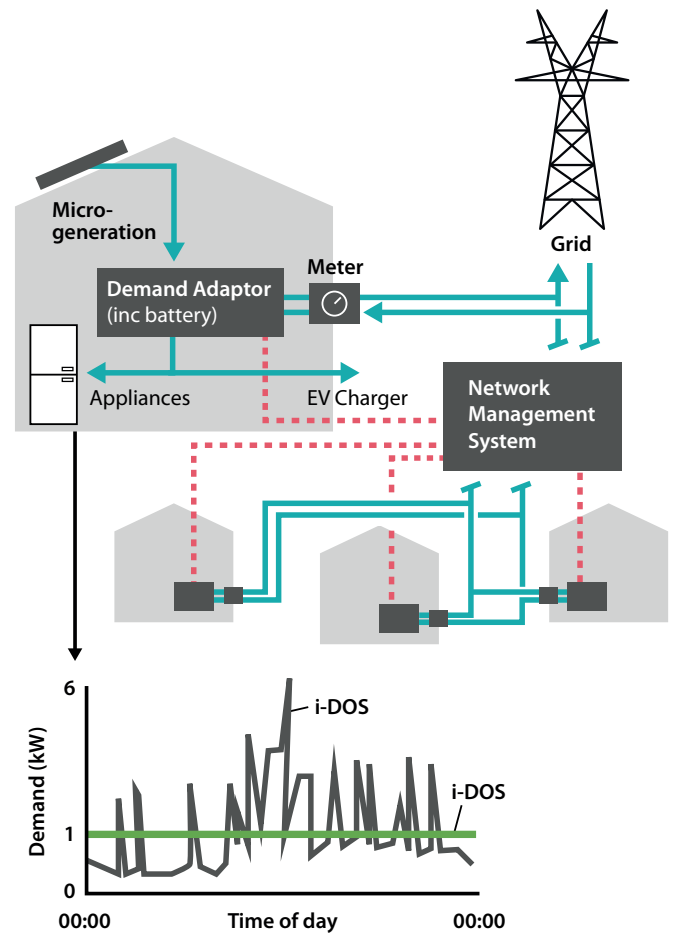
We plan to create a small i-DOS network within the GULS-MK Programme and use it to explore the behaviour of the system under real conditions. This is an innovative new technology for which there is little precedent, but it fulfils an essential pre-requisite for the large-scale roll-out of EV's and the GULS-MK Programme is an ideal theatre in which to undertake this exercise.

The programme of work proposed here will include:

- The installation of up to 5 Demand Adaptors at participating domestic locations
- The installation of the i-DOS Network Management Software at the DNO's control centre
- The controlled exploration of how G2V and V2G flows can be managed using the resulting network of devices.

Timescale and Budget

The work required will take 18 months and will cost £250,000.



On-street Charging Development



Introduction

The most convenient location for charging an electric car is at home, overnight whilst the owner is asleep. This is ideal for the motorist and also ideal for the requirements of electricity demand and the national grid. In the future renewable electricity is likely to be more and more available at night time when other electrical demands such as cooking, power showers, tv etc are at a minimum.

This works when homes have off street parking but charging overnight is problematical for those residents who do not have dedicated off street parking – perhaps living in terraced accommodation or in apartments. This difficulty is particularly severe in many cities with large, dense residential areas.

The Milton Keynes Go Ultra Low City Scheme will include a programme to research and develop charging systems that can be economically deployed to enable residents who have no off street parking to benefit from the adoption of an electric vehicle. This element of the scheme will include innovations such as the adaption of existing street furniture such as street lamps and other cost effective innovative technologies.

Possible solutions

Whilst the concept of an electrical lead being left over a pathway has been considered in the past – such options, which create trip hazards, are not a viable or safe possibility as safety must always be a prime consideration.

Milton Keynes proposes to embark on a detailed review on the various technological possibilities and practical options to provide economical solutions for the vast majority of dwelling occupants in the future. A full range of possibilities will be considered including the provision of multiple use chargers in communal car parks, the use of public parking adjacent to relevant accommodation and the development of new technologies.

In particular two new technologies will be developed to make them ready for deployment:

- The development of a combined lamp post, charging unit that can be installed on streets at regular intervals. These would reduce street furniture clutter and provide a convenient solution in residential parking areas. It is envisaged that once developed several examples would be deployed in the city to evaluate these new technologies.

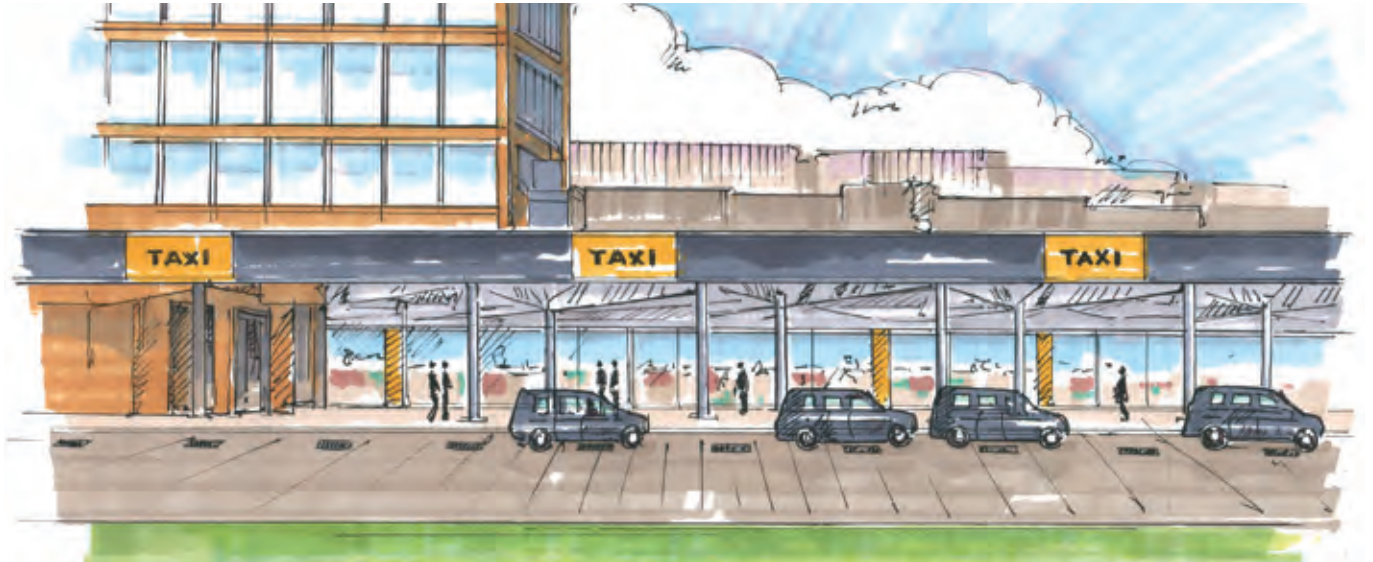
We are preparing a graphic showing combined street lamp and charging unit

Working examples will be developed within 12 months of commencement and deployment on streets follow within a further 6 to 9 months.

- The development of a multi socketed slave and master “full street” system. Within 10 years it is envisaged that perhaps one in five on-street overnight parking bays will need a charging socket to meet the growth of EVs. Existing public charging posts, whilst being much more cost effective than those designed even three years ago, are relatively expensive as they individually contain the card access mechanism, full safety cut outs and electrical current measurement in each post. By splitting these requirements so at each relevant parking bay there is effectively just a Type 2 socket on a small discrete “mini post” significant cost and aesthetic improvements can be achieved.

The “mini posts” will be installed adjacent to the curb and will be pre-manufactured to contain a conduit which runs along the street below the curb and can be installed very easily without digging the whole pavement up. Every hundred metres or so there will be a Master Control Unit (MCU) which contains all the expensive components including access control, communication mechanism, safety cut outs and power termination from the DNO. A typical street may need only two or three MCUs to provide perhaps 30 electric charging bays. It is expected that such an arrangement would reduce the cost of provision of on street charging by up to a factor of 10 fold. The motorist will park at a “mini post” – there may be 30 in the street and then go to the closest MCU to start the charge. It is expected that such a system could be developed ready for deployment in an 18 month timescale.

Charge on-the-move Demonstration



Within the innovation section of its Go Ultra Low City Scheme application Milton Keynes plans to establish a charge on-the-move dynamic wireless electric vehicle charging (DEVC) demonstrator at the Millbrook Test Track. Millbrook Proving Ground has close ties to Milton Keynes being within the Milton Keynes postal code area. We proposed to work in partnership with Chargemaster, Qualcomm and Millbrook for this initiative. The demonstrator will evaluate an electric vehicle wireless charging system that is suitable for deployment where vehicles are queued for minutes at a time, such as those found in taxi ranks.

Introduction

Stationary Wireless EV Charging (WEVC) is close to market readiness and is expected to be launched by car manufacturers on EVs and PHEVs within the next two or three years. In parallel, to stationary wireless charging, quasi-stationary or semi-dynamic wireless charging is being developed for taxis, in preparation for the widespread adoption of zero emission capable taxis slated for 2018.

The Milton Keynes Dynamic Charging Demonstrator

Full DEVC is a longer term proposition than stationary WEVC although there are plans to evaluate the technology by Highways England. Milton Keynes wishes to deploy a practical semi-dynamic wireless demonstrator at a new test track at the Millbrook Proving Ground. This will involve an installation of wireless charging hardware which will enable suitably upgraded EVs to pick up power continuously from inductive pads deployed in the road surface, as they slowly move forward over. Such technology will remove the need for vehicles to run their engines in areas which are often close to public dwelling areas and will make the adoption of EVs attractive to operators whose vehicles frequently encounter long waiting times in queues.

The advantages of dynamic wireless charging

The benefits of DEVC are considerable. It simplifies charging, reduces range anxiety and enables vehicles to have much smaller batteries thereby saving weight and cost.

Partnerships

The programme will be conducted in partnership with Chargemaster and Qualcomm a developer of WEVC and DEVC technology, will support the initiative, via its relationship with Chargemaster. In addition, Millbrook has agreed to make a test track available to allow the technology to be deployed.

Timescales

It is expected that this programme will take up to three years to complete.

Deliverables

The key deliverable will be the development of a semi-dynamic charging system, fitment of receiving hardware on a number of mule vehicles with a resulting demonstration of semi-dynamic EV charging of the electric vehicles.

Benefits for the UK

Much of the development of wireless technology has been developed in the UK and this programme will enable Milton Keynes to demonstrate the advances made in the UK and further extend its capability as an exemplar in advanced low emissions mobility technologies.

Domestic Wireless Charging

Introduction

A number of car manufacturers are planning to launch wireless charging technologies on EVs within the next three years. The Milton Keynes Go Ultra Low City Scheme proposes to establish and equip demonstrator homes and research the operational benefits of wireless charging compared with conventional conductive charging.

The programme will involve between five and ten homes fitted with wireless electric vehicle charging (WEVC) equipment together with the provision of wirelessly equipped demonstrator cars. The key purposes of the programme will be to see the readiness of the technology, the feasibility of equipping homes, and the relative convenience of wireless charging over conventional charging in a real world environment. The study will establish whether users perceive the convenience of wireless charging would make it more likely that they purchased an electric vehicle.

Objective

To develop the technology to enable between five and ten homes in Milton Keynes to be equipped with wireless charging units. In parallel a similar number of cars will be equipped. Development will include refinement of safety systems including Foreign Object Detection (FOD) and Living Object Protection (LOP). A key objective is to establish and demonstrate the key benefits of wireless charging and measure relative efficiencies compared with conventional conductive charging.

Methodology

Selected households in Milton Keynes with appropriate off-street parking will be invited to participate in the programme. The houses will be surveyed to establish that they have sufficient electricity supplies and parking space to enable the installation to take place.

The initial phase will comprise of lending the household a conventional electric vehicle (Nissan Leaf or similar) with a conventional domestic homecharge unit for three months to enable the drivers to become familiar with the daily operation of an EV and the charging process each night at home associated with it. Towards the end of the three month period the homes will be equipped with a wireless charging pad and associated power supplies of the same electrical power output as the conductive charging previously used. The homeowner will then be asked to operate the wireless charging for a similar period of three months. The user will be asked to prepare a weekly log of their experiences, the benefits of wireless charging and any disadvantages of wireless charging. At the end of the period the homeowner will be asked to prepare a full summary of the household's experiences particularly reflecting whether it is perceived that wireless charging is significantly more convenient and whether the availability of wireless charging would make them more (or less) likely to buy an electric car when they next replaced their car.

Timescales

Development and refinement of the technology to enable the programme to take place will be started early in year one of the scheme. In parallel up to ten households will be invited to participate, the homes surveyed and conventional homecharge units installed. Cars will be procured and these will be loaned to the households by autumn 2016.

Commencing in Year 1 Q3 the households will be equipped with the wireless technology and when installation is complete the evaluation phase will commence.

The evaluation phase is expect to commence by the end of year one and run for three months. In addition to the homeowners evaluating their own experiences with the wireless technology, tests will be carried out to measure comparative efficiencies between conventional charging and wireless in a real world environment.

Links to Other Schemes

Milton Keynes Council has an excellent demonstrable track record in delivering innovative sustainable transport solutions. In recent years several projects, many of which have involved some level of third-party funding, have been successfully delivered on time and to budget. These projects have included:

- Milton Keynes Plugged-in Places Project**
- Milton Keynes Extension Project**
- Milton Keynes East – Crosslink Project**
- Milton Keynes Rapid Charger Project**
- Milton Keynes Battery Electric Bus Project**

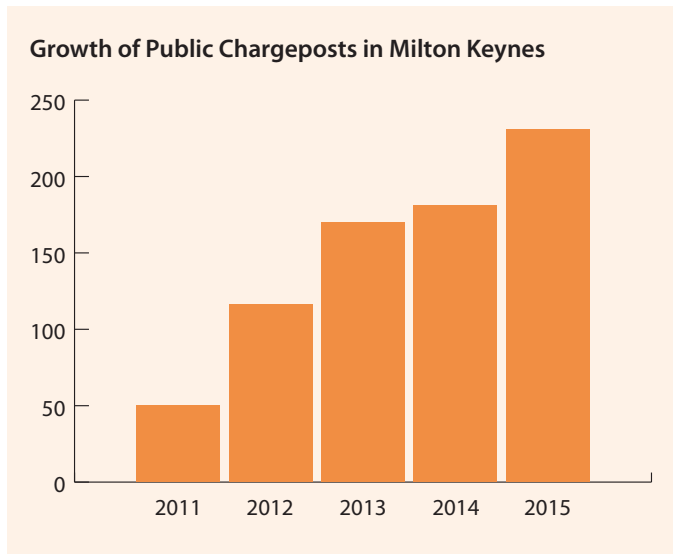
In 2010 Milton Keynes was one of three successful bidders for funding from OLEV aimed at establishing a network of public, business and domestic charging facilities to support the nascent electric car industry. Recognising that technology was likely to develop quickly throughout the three-year duration of the Plugged-in Places (PiP) project, Milton Keynes adopted an approach to public infrastructure provision that would provide a strong basis for further technical developments. Adoption of modular equipment and careful specification of ground works enabled the scheme to adopt new technologies as they became available.

Subsequent years of the PiP adopted newer charging technologies in response to developments in charging post and electric vehicle battery management systems.

During the period of the OLEV supported PiP scheme, Milton Keynes extended the reach of vehicle charge posts that were available to its visitors and residents with the development of known as the Milton Keynes Extension Project. The Extension project installed further charge posts in Buckinghamshire and Oxfordshire that were interoperable with the central Milton Keynes estate of charge posts.

Further projects continued to increase the number and type of electric vehicle chargers in the city, with the Crosslink project and the Rapid Charger project delivering over 50 multi-protocol rapid electric vehicle charge posts in the city.

Upon completion of the Plugged-in-Places scheme the council undertook a public procurement process which successfully saw the operation and maintenance of the city's electric vehicle charging estate successfully transfer to the commercial sector.



Links to Other Schemes



In addition to the outstanding successes in delivering electric vehicle charging infrastructure, Milton Keynes has also successfully introduced a wirelessly charged all-electric bus service. This ground breaking project has introduced important environmental benefits, removing approximately five tonnes of particulates and noxious tailpipe emissions from the city's streets and approximately 270 tonnes of CO₂ from the atmospheres each year.

This electric bus project further demonstrates the successful track record of the council in delivering innovative low-carbon transport schemes in partnership with government and commercial partners. Key collaborators and supporters of this project are:

- Department of Transport
- Milton Keynes Council
- Mitsui & Co Europe
- Arriva
- Chargemaster plc
- Western Power Distribution
- SSE
- IPT-Technology
- The Wright Group

Links to Other Schemes



“We have been very impressed with Milton Keynes’ track record of delivery of Low Carbon Projects in the city including the successful implementation of over 50 rapid chargers, over 200 fast charging points in the city area and in addition an impressive wireless electric bus project between Bletchley and Wolverton.

... we have no hesitation in supporting this bid and in working with Milton Keynes Council.”

Martin Hughes, Director of Proving Ground and Technology Park, Millbrook



Monitoring

Finance

Milton Keynes is seeking a total of £13.65m over 5 years from the Go Ultra Low City Scheme. This represents entirely capital expenditure and is split annually as follows:

2016 £4.602m

2017 £3.160m

2018 £2.270m

2019 £2.110m

2020 £1.510m

The majority of the capital expenditure required is to significantly increase the uptake in EVs. The city expects that nearly a quarter of all cars sold in 2020 will be EVs from the various measures put in place. Some £1.072m is capital expenditure to be spent on innovation projects and the balance on increasing ten uptake rate of EVs, improving air quality and measures taken to assist in becoming an exemplar.

Revenue

The Milton Keynes Go Ultra Low City Scheme has been designed to be revenue and resource spending self-sustaining once the EV Experience Centre is operational. Revenue and resource spending will be in accordance with Milton Keynes finance policies. Milton Keynes intends to apply for the 2% revenue grant support funding which has been suggested by OLEV could be used to support the scheme in year one.

The finance table shows the capital expenditure split for the project.

State Aid

In designing the Milton Keynes Go Ultra Low City Scheme, we have been careful to ensure that the measures contained in our bid are compliant with the requirements of state aid rules. At this stage we do not believe that we will need to submit to a state aid assessment.

The programme will be developed and managed to ensure compliance with state aid regulations and with local government procurement rules and processes.

As a local authority Milton Keynes Council has considerable experience of developing innovative programmes within the boundaries of the state aid requirements.



Monitoring

Milton Keynes Go Ultra Low Cities Plan CapEx Plan		2016		2017		2018		2019		2020	
Creating a stepchange in the uptake of EVs											
Demo car purchases:											
First 6 months	30 Cars	750,000	20 cars	500,000	30 cars	750,000	30 cars	750,000	30 cars	750,000	
Second 6 months	30 Cars	750,000	20 cars	500,000	30 cars	750,000	30 cars	750,000	30 cars	750,000	
Total cars purchased for demo fleet	60		100		160		220		280		
Disposals			20		40		40		40		
Demo fleet size	60		80		100		120		160		
Fitting out the EV Experience Centre											
On street overnight charging		450,000		100,000		50,000		50,000		50,000	
Establishing EV Charging Hubs at J14 and city centre with annual updates		350,000		350,000		250,000		250,000		250,000	
Workplace charging		950,000		140,000		50,000		50,000		50,000	
Scrapage Scheme	£5,000 per car-60 cars	200,000		400,000		200,000		100,000		100,000	
Setting up car club bays		300,000	120 cars	600,000	120 cars	600,000	120 cars	600,000		0	
Signage incl Matrix signs		120,000		30,000		0		0		0	
Destination charging	50% of cost	280,000		30,000		30,000		20,000		20,000	
		150,000		40,000		40,000		40,000		40,000	
Innovation Programmes											
Home wireless charging		75,000		120,000		0		0		0	
Charging on the move		50,000		350,000		50,000		0		0	
Charging lamp post systems R&D		35,000		60,000		0		0		0	
Hub and spoke charging R&D		42,000		40,000		0		0		0	
Energy storage for homes R&D		100,000		150,000		0		0		0	
		4,602,000		3,410,000		2,770,000		2,610,000		2,010,000	15,402,000
Cash received from sale of demo cars each year assumes £12,500 per car				250,000		500,000		500,000		500,000	1,750,000
Net capital required each year		4,602,000		3,160,000		2,270,000		2,110,000		1,510,000	13,652,000

Governance

We propose that the delivery and performance the Milton Keynes Go Ultra Low City Scheme will be overseen by a Steering Board, which will be formed by senior representatives from Milton Keynes Council (e.g. the Director of Strategy, the Cabinet Member Responsible for Economic Growth and Inward Investment and the Head of Transport Innovation) together with senior representatives from supporting organisations who have experience gained delivering other innovative transport schemes in the borough. We would also like to invite a representative from OLEV onto the board.

Day-to-day management of the scheme will be the responsibility of the EV Tsar, who will report to the Steering Board. The Steering Board will meet quarterly and will review the schemes Quarterly Monitoring Statements.

Quarterly Monitoring

A series of milestones will be extracted from the detailed plan against which the programme's progress will be monitored

and reported to OLEV on a quarterly basis. The milestones would typically represent the completion of any planning or procurement activities for a given element of the scheme, the start of operations, etc.

Once the scheme is up and running the majority of the initial milestones related to the increased uptake will have been met until the end of the five-year programme is reached. When this 'fully operational' stage is reached focus of the monitoring will shift to interim performance metrics that will be designed to show the effectiveness of the particular element of scheme as the scheme progresses. As an example for the EV Experience Centre the performance metrics could include:

- Visitors to Experience Centre per quarter
- Vehicle loans per quarter
- Resulting vehicle sales per quarter
- Resulting long-term leases signed per quarter

We will agree a table of quarterly metrics with OLEV as part of the project inception.

Monitoring

ID	Task Name	Objective	Year 1				Year 2				Year 3				Year 4				Year 5				
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
1	EV Experience Centre Planning	Increased EV Uptake																					
2	EV Experience Centre Operational	Increased EV Uptake																					
3	EV Tsar Procurement	Increased EV Uptake																					
4	EV Tsar in Position	Increased EV Uptake																					
5	Development of EV Hubs	Increased EV Uptake																					
6	EV Hub Operational	Increased EV Uptake																					
7	Electricity Tarrif Scheme	Increased EV Uptake																					
8	Scrappage Scheme	Increased EV Uptake																					
9	EV car Club Operational	Increased EV Uptake																					
10	Destination Charger Installation	Increased EV Uptake																					
11	Destination Chargers Operational	Increased EV Uptake																					
12	Overnight Charging - MK Promise	Increased EV Uptake																					
13	Road and Parking Priority Preparation	Increased EV Uptake																					
14	Road and Parking Priority Operational	Increased EV Uptake																					
15	Local Planning Requirements in Place	Increased EV Uptake																					
16	Council Procedures for EV Usage	Increased EV Uptake																					
17	PR Agency Procurement	Increased EV Uptake																					
18	PR Agency Appointed	Increased EV Uptake																					
19	Active Network Balancing	Innovation																					
20	On-street Charging Development	Innovation																					
21	Charge on-the-move Demonstration	Innovation																					
22	Domestic Wireless Charging	Innovation																					

Independent Performance Audit

As part of the project monitoring programme, the Open University (O.U.) will prepare regular independent audit statements in which all the major programme performance parameters will be assessed. Professor Gerd Koertum is actively engaged in a number of major O.U. research programmes and, over the past few years, has made a study of electric vehicles and their patterns of use within Milton Keynes.

The O.U. will formally review the data coming from the Go Ultra Low Programme at 6-monthly intervals, and comment on the uptake of new EV's within each reporting period. The O.U. will also report on any consequent growth in, or changes in the pattern of use of, public charging infrastructure; changes in projected CO₂ emissions, and estimated/measured changes in air quality.

The independent statements will be produced in a simple pro-forma layout and will be collated over the life of the programme to provide a 'live' independently audited headline record of progress.

Programme

The Milton Keynes Go Ultra Low City Scheme is a five-year programme during which time the elements of the scheme described in this document will be delivered by the council working in collaboration with their supporting organisations. The outline programme is shown below – which includes an assumed scheme starting date of Q1 Year 1.

Upon award a detailed programme will be developed, expanding on the outline timing plan above. The detailed timing plan will be maintained throughout the programme, and used to monitor progress against the initial plan.

Supporting Organisations



Milton Keynes Council has an excellent relationship with large and small employers in the borough. The council also holds a strong and active position within the South East Midlands Local Enterprise Partnership (SEMLEP). A number of organisations have indicated their support for this application. These include:

- Millbrook
- Open University
- SEMLEP
- Network Rail

During the preparation of this application, the council has sought and received support from a large number of major EV manufacturers:

- BMW Group
- Renault
- Volkswagen Financial Services
- Mitsubishi Motors

Letters of support which have been received from these organisations are included in this document for reference.

In addition to the UK letters of support, the council has received a letter of support from Megapower Limited – a low carbon transport provider on the Island of Barbados who sees Milton Keynes as an exemplar city in the delivery of clean transport and are keen to learn from the experiences generated by the Milton Keynes Go Ultra Low Scheme.

Supporting Organisations

**BMW
GROUP**
United Kingdom



Mr. Brian Mathews
Head of Transport Innovation
Milton Keynes Council
Saxon Gate
Milton Keynes
MK9 3EJ

Your reference:
Your message dated:
From: Carl Sanderson
Telephone: 01252 921073
Fax:
E-mail: Carl.Sanderson@bmw.co.uk
Date: 1 September 2015
Subject: **Milton Keynes – Go Ultra Low City Scheme bid**

Dear Mr Matthews

We welcome the Milton Keynes 'Go Ultra Low City bid' and having reviewed your proposals can see the level of innovation which is likely to promote the increased use of Electric Vehicles and drive sales of BMW Electric Vehicle's locally. In particular we acknowledge the pioneering approach already adopted by Milton Keynes in delivering measures and actions to promote sales and use of ULEVs. The proposed measures outlined look very exciting and I'd like to confirm that BMW UK will proactively support the increasing uptake of EV's through initiatives such as the ones you have outlined.

We wish you the best of luck with your bid and look forward to hearing more in the near future.

Yours sincerely

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BMW (UK) Ltd
A BMW Group Company

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and Wales
13278137

Carl Sanderson
General Manager, BMW i and Mobility Services

Supporting Organisations



Supporting Organisations



Millbrook, Bedford, MK45 2JQ, UK
www.millbrook.co.uk

Brian Mathews
Head of Transport Innovation
Milton Keynes Council
Saxon Gate
Milton Keynes
MK9 3EJ

18th October 2015

Dear Brian

Further to our discussions we are pleased to confirm our support of the Milton Keynes Go Ultra Low Cities bid and look forward to working with you as discussed in setting up a "Charging on the Move" demonstrator at the Millbrook Proving Ground. We have been very impressed with Milton Keynes' track record of delivery of Low Carbon Projects in the city including the successful implementation of over 50 rapid chargers, over 200 fast charging points in the city area and in addition an impressive wireless electric bus project between Bletchley and Wolverton.

We have no hesitation in supporting this bid and in working with Milton Keynes Council to demonstrate at Millbrook the capability of the city and its partners to establish an innovative charging on the move demonstrator that breaks new ground in this area of inductive charging. This is a technology that we recognise will be increasingly important in the future of electric vehicles and we believe Milton Keynes and its partners together with Millbrook Proving Ground can establish a demonstrator that illustrates the UK is leading the way in this area.

Millbrook is an ideal location for this programme as it attracts many visitors from around the world and is, as you know, very accustomed to working with all parts of the motor industry.

Yours sincerely

Martin Hughes
Director of Proving Ground and Technology Park

Supporting Organisations



NISSAN MOTOR (UK) LIMITED

The Fleet Office Park
Orbit Way, Maple Cross
Rickmansworth
Hertfordshire, WD3 9PS
Phone: +44 (0) 1923 899 999
Fax: +44 (0) 1923 899 900
Authorised and regulated by
the Financial Services Authority.

I am writing to add my support to the Milton Keynes bid for the Go Ultra Low Cities Scheme.

We have reviewed the outline proposals from Milton Keynes and are pleased it includes 'significant numbers of electric vehicles' on the Council's own vehicle fleet which shows commitment to adopting EV technologies combined with other measures to influence uptake and increase the market.

Providing advice to the public on EVs through a central showroom, full time staff, dedicated website and and PR campaigns will help us in the industry working to raise awareness of the benefits of both full EVs and other ULEVs.

Other initiatives including EV only parking bays, EV access to bus lanes and an increase in charging points which will make adoption of EVs easier for customers and residents in Milton Keynes. The Council has already implemented a comprehensive charging network including rapid chargers and has transitioned the Plugged in Places network to external operation with a high serviceability record which demonstrates commitment to these new technologies.

Milton Keynes is well positioned to support the objectives of the Go Ultra Low Cities scheme with these proposals.

Nissan will fully support these Milton Keynes initiatives to drive forward an increased uptake of British-built fully electric vehicles.

Best regards.

Karl R Anders
National EV Manager - Fleet
Nissan Corporate Sales

Supporting Organisations

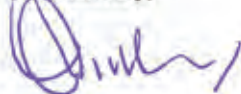
VOLKSWAGEN FINANCIAL SERVICES
UNITED KINGDOM

Dear Sirs,

MILTON KEYNES – OLEV GO ULTRA LOW COMPETITION SUBMISSION

We are pleased to confirm our support for the Milton Keynes bid for the above competition. VWFS UK is headquartered in Milton Keynes, and we are keen to support the Local Authority in their efforts to become the world's leading city in terms of ULEV ownership per capita. We have been pleased to work closely with the bid preparation team over recent months and, if the bid is successful, we look forward to continuing our relationship with the Council and other members of the team. We believe that ULEV's have an important role to play in helping to ensure the environment is protected for the benefit of future generations, and our engagement bid the bid process to date has been a reflection of this belief.

Yours faithfully,



Ian Tilbrook
Fleet Director

VOLKSWAGEN FINANCIAL SERVICES
(UK) LIMITED

REGISTERED OFFICE:
BRUNSWICK COURT
YEDMANS DRIVE, BLAKELANDS
MILTON KEYNES MK14 3LR

REGISTERED IN ENGLAND NO. 2835290

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(UK) LIMITED IS AUTHORISED AND
REGULATED BY THE FINANCIAL
CONDUCT AUTHORITY.

Supporting Organisations



The Colt Car Company Limited

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GL7 1LF

www.mitsubishi-cars.co.uk

24th September 2015

Mr Brian Mathews
Head of Transport Innovation
Milton Keynes Council
Saxon Gate
Milton Keynes MK9 3EJ

Dear Mr Mathews,

Milton Keynes Go Ultra Low City Bid

We, Mitsubishi Motors in the UK, are committed to the Go Ultra Low initiative which raises awareness of the benefits of ultra-low emission vehicles. As part of our commitment to the Go Ultra Low campaign, we are fully supportive of any measures to increase the uptake of such vehicles.

The suggested proposals made by Milton Keynes council are innovative and likely to promote interest in ultra-low emission vehicles.

Yours sincerely,

DEAN ASPLIN
Product Planning Manager



Registered Office:
The Colt Car Company Limited
Watermoor Cirencester
Gloucestershire GL7 1LF
Registered in England No 1160954
VAT No. GB 440 4291 29

Supporting Organisations



**Faculty of Mathematics,
Computing and Technology**

Computing and Communications
The Open University
Walton Hall
Milton Keynes
United Kingdom
MK7 6AA

Tel: +44 (0) 1908 652692
Email: gerd.kortuem@open.ac.uk

22nd September 2015

Dear Sir/Madam

Re Milton Keynes – OLEV Go Ultra Low Competition Bid

As deputy-director of MK:Smart, the Milton Keynes Smart City initiative, and on behalf of The Open University I am pleased to support the Milton Keynes bid for the OLEV Go Ultra Low Competition. I can confirm that the Open University will play a supporting role in collecting and monitoring data if the bid is successful.

MK:Smart is conducting government-funded research into the usage patterns of electric vehicles in Milton Keynes and investigates the energy implications of electric vehicle use. The new Go Ultra Low programme would provide an excellent opportunity both to expand our current work and to develop new lines of enquiry.

Using data generated by the participants in the Go Ultra Low programme, the Open University will produce regular independent statements at 6-monthly intervals summarising progress against the key delivery goals (namely the uptake of Ultra Low Emission Vehicles, patterns of charging behaviour around the city, estimated CO2 savings, and the defence of air quality standards).

We trust this will be a successful bid and we look forward to supporting the delivery team in Milton Keynes on this most exciting project.

Yours Sincerely

Prof. Gerd Kortuem

Supporting Organisations



24th September 2015

Mr Brian Matthews
Head of Transport Innovation
Milton Keynes Council
Saxon Gate
Milton Keynes
MK9 3EJ
United Kingdom

Dear Brian,

We are delighted at the opportunity to form an alliance with Milton Keynes in order to gain from your experience to further promote, encourage and assist the growth of the market for low emission vehicles, and in particular electric vehicles, in Barbados and across the Caribbean.

As business visitors to the UK in the field of electric vehicles we have been enormously impressed by the innovation, achievements, substantial electric vehicle infrastructure and track record of project delivery of the City. Over the months and years to follow we look forward to learning of your success in delivering products, facilities and services that promote and enhance the market for low emission vehicles. In gaining the benefit of your experience we will replicate, modified where necessary to suit local conditions, your initiatives in this regard.

We are also excited to be included in your bid and working with you for the Milton Keynes Go Ultra Low Cities Schemes. Milton Keynes is a multi-cultural city of world-wide repute and is regarded as a leading example in the delivery of clean transport.

Yours sincerely,

Joanna Edghill
Director

Megapower Limited
The Edghill Building, Wildey Business Park, Wildey, St Michael, Barbados, BB14006
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Supporting Organisations

SEMLEP

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Brian Matthews
Head of Transport Innovation
Milton Keynes Council
Civic Offices
1 Saxon Gate East
MK9 3HQ

29th September 2015

Dear Brian,

Go Ultra Low City Application

Thank you for sharing with me your bid for the Go Ultra Low City bid. I found it most interesting. I commend you and your team for putting together such a comprehensive proposal.

The plan that you have outlined would put Milton Keynes in a prime position to build on the excellent foundations already set by the EV infrastructure programme in place within the city and surrounding area.

As you know SEMLEP works closely with the transport authorities in the South East Midlands area to support initiatives to deliver low carbon transport solutions. The programme you have developed will contribute to delivering more ULEVs, which will in turn support this growing sector of the motor industry.

I wish you well with your application. Please keep us in touch with progress.

Yours sincerely

H. S. Chipping

Hilary Chipping
Acting Chief Executive, SEMLEP

Supporting Organisations



QUALCOMM Europe, Inc

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www.qualcomm.com

Mr Brian Mathews
Head of Transport Innovation
Milton Keynes Council
Saxon Gate
Milton Keynes MK9 3EJ

30 September 2015

RE: Milton Keynes Bid in respect of the Go Ultra Low Cities Scheme

Dear Mr Mathews,

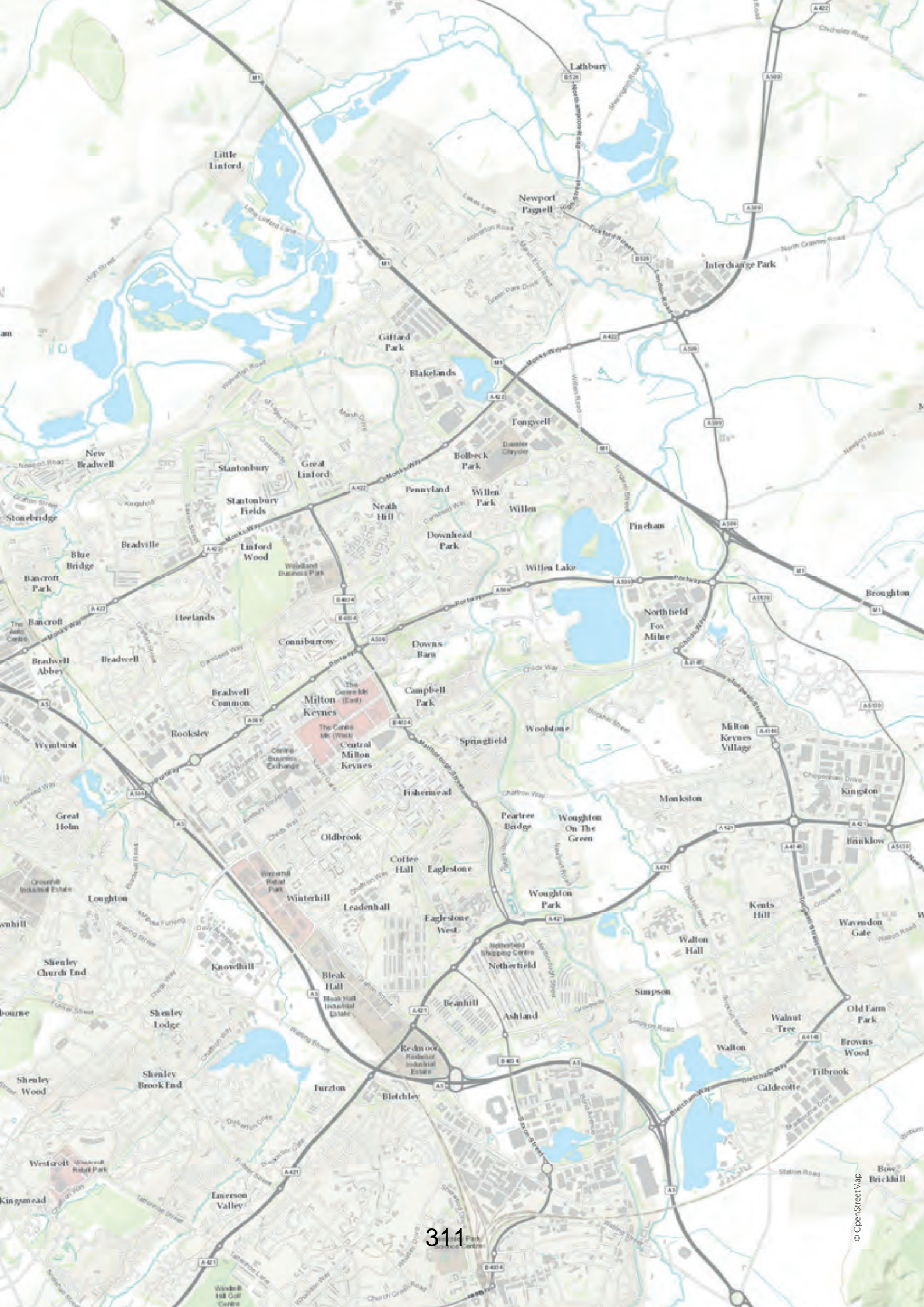
We have reviewed the innovative proposals drafted by Milton Keynes in partnership with Chargemaster Plc to demonstrate, in Milton Keynes, wireless charging of electric vehicles in domestic situations and wireless charging-on-the-move (the Project). We believe that the work proposed will be very useful in driving the commercialisation of wireless charging and help bring this exciting technology to market.

Qualcomm Incorporated has developed technology for wireless electric vehicle charging which it has licensed to various companies including Chargemaster. Qualcomm Technologies, Inc. (QTI), an affiliate of Qualcomm Incorporated is currently assisting Chargemaster to develop wireless electric vehicle charging products. QTI has offered to extend this assistance to include the Project.

We are very impressed with the electric vehicle innovation demonstrated by Milton Keynes and Chargemaster recently and we wish them every success in this bid and the subsequent innovation project.

Best regards

Dr Anthony Thomson
VP, Business Development & Marketing
Qualcomm Halo



For further information about the Milton Keynes
Go Ultra Low City Scheme please contact:

Brian Matthews, Head of Transport Innovation,
Milton Keynes Council,
Civic Offices,
1 Saxon Gate East,
Central Milton Keynes,
MK9 3EJ
E Brian.Matthews@Milton-Keynes.gov.uk