Report Title.

Scrutiny Review on Inclusive participation in Haringey Scoping Report

Report of **Councillor Gideon Bull, Chair of Overview and Scrutiny and the review Panel**

Signed :

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Wards(s) affected: **[All / Some (Specify)]**   Report for: **[Key / Non-Key Decision]**

1. Purpose of the report (That is, the decision required)

1.1. To approve the scope and terms of reference and work plan for the Scrutiny Review of engaging with hard to reach communities.

2. Introduction by Cabinet Member (if necessary)

2.1. N/A

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1. This review links with the Sustainable Community Strategy Outcomes of:
  ● People at the heart of change

        ➢ Promote community cohesion
- Be people and customer focused
        ➢ Provide greater opportunity for civic engagement and participation

3.2. This review links with the Council Plan priority of "driving change, improving quality".
        ➢ Engaging Citizens
        ➢ Support communities to influence and shape the quality of services in their neighbourhoods

3.3. This review links with the following Local Area Agreements:
- NI 4 - % of people who feel that they can influence decisions in their locality
- NI140 – Fair treatment by local services

4. Recommendations

4.1. That the scope and terms of reference be approved by the Committee.

5. Reason for recommendation(s)

5.1. Reasons for the above recommendation are laid out in the main body of this report.

6. Other options considered

6.1. N/A

7. Summary

7.1. The Overview and Scrutiny Committee commissioned a review into engaging with hard to reach communities as part of their 2009/10 work programme.

7.2. From a National perspective there is increased emphasis on ensuring that our communities are fully engaged and able to participate in the decisions made and the services provided to them in their local area.

7.3. This review aims to identify the groups which are deemed as hard to reach in Haringey, assess what organisations are doing to engage with these groups, what barriers exists and make recommendations to improve the engagement and involvement of these groups.

8. Chief Financial Officer Comments

8.1.

9. Head of Legal Services Comments

9.1.

10. Head of Procurement Comments –[Required for Procurement Committee]

10.1.   N/A

11. Equalities & Community Cohesion Comments

11.1.   [click here to type]

12. Consultation

12.1.   The review will seek the views of a range of stakeholders (as outlined in the main body of the report).

12.2.   The review will also aim to speak to members of those groups identified as 'hard to reach' where possible.

13. Service Financial Comments

13.1. This review will be carried out within the current resources of the Overview and Scrutiny Service.

13.2 Any financial implications of the final report will be covered within that report.

14. Use of appendices /Tables and photographs

14.1.   N/A

15. Local Government (Access to Information) Act 1985

- Council Plan - Year 3, 2009-10, Haringey Council

- Sustainable Community Strategy, Haringey Strategic Partnership
- Haringey Community Engagement Framework, Haringey Strategic Partnership, 2009
- Use of Resources, Auditor Guidance, Audit Commission, June 2009
- World Class Commissioning Competencies, Department of Health, December 2007
- Strengthening Local Democracy, Department for Communities and Local Government, July 2009
- Real Involvement, Working with people to improve health services, Department of Health, 2008
- Creating Strong and Prosperous Communities, Statutory Guidance, Department for Communities and Local Government, July 2008
- Communities in Control: Real People Real Power, Department for Communities and Local Government, July 2008
- Haringey Borough Profile, www.haringey.gov.uk
- Mid-year Population estimates – 2008, Office of National Statistics August 2009
- 2001 Census, Office for National Statistics
- Haringey Local Area Agreement Refresh, 2009-2011, Haringey Strategic Partnership

16. Background

16.1. The Overview and Scrutiny Committee commissioned a task and finish review into engaging with hard to reach communities in Haringey as part of their 2009/10 work programme.

17. Local Context

17.1. The **Use of Resources** Assessment forms part of the Comprehensive Area Assessment and has a number of Key Lines of Enquiry (KLOE) to assist auditors in making judgements. KLOE 2.1 asks whether the "organisation commission[s] and procure[s] quality services and supplies, tailored to local needs, to deliver sustainable outcomes and value for money[1]". Specifically with regards to Involvement in Commissioning Local Authorities and Police Forces are expected to show that they are "engaging with a range of stakeholders and people who use services, including those groups who are difficult to engage with…[2]".

17.2. The draft feedback from the 2008/09 Use of Resources self evaluation from auditors, states that Haringey should "*improve arrangements for understanding minority or 'seldom heard' groups and use this to inform service planning and commissioning*".

17.3. KLOE 2.1 does not currently include Primary Care Trusts in order to avoid duplication with the World Class Commissioning assessment.

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[1] Use of Resources, Auditor Guidance, Audit Commission, June 2009
[2] Use of Resources, Auditor Guidance, Audit Commission, June 2009

17.4. The **World Class Commissioning programme** aims to will deliver a more strategic and long-term approach to commissioning services. There are four key elements to the programme; a vision for world class commissioning, a set of world class commissioning competencies, an assurance system and a support and development framework[3]. These competencies include 'engaging with public and patients' where Primary Care Trusts are expected to show "proactive listening and communication…to seek and engage the voice of those who are seldom heard"[4].

17.5. A **Community Engagement Framework**[5] was agreed by the Haringey Strategic Partnership (HSP) in April 2009. This Framework outlines key principles to be used when organisations carry out community engagement activities in Haringey and aims to enable the HSP "*to engage with local communities and empower them to shape policies, strategies and services that affect their lives*". The principles as laid out in the framework are:

- "Work in partnership to join up our engagement activities
- Engage when it will make a difference
- Be clear about what we are asking
- Be inclusive and aim to engage with all communities
- Communicate the results of our engagement activities
- Build capacity of communities to take part in engagement activities"

17.5.1 The Framework also has a list of defined methods of community engagement:

- Informing
- Listening
- Consulting
- Involving
- Collaborating
- Empowering

17.5.2 The accompanying Delivery Plan and Equalities Impact Assessment are currently being drafted, but once it has been complete this, along with the above, will assist in guiding the review and ensuring that recommendations are in line with the agreed framework**.

17.6. Haringey Association of Voluntary and Community Organisations (HAVCO) is currently undertaking a **Third Sector mapping exercise** being funded through the Area Based Grant by the Council and NHS Haringey. This exercise is due to be completed late in 2009 and will give us greater accessibility to community groups which are hard to reach and that we do not know about.

18 National Context

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[3] http://www.dh.gov.uk/en/Managingyourorganisation/Commissioning/Worldclasscommissioning

[4] World Class Commissioning Competencies, Department of Health, December 2007

[5] Haringey's Community Engagement Framework, Haringey Strategic Partnership, April 2009

18.1 The **Strengthening Local Democracy**[6] consultation document was published in July 2009 and further builds on the principle of empowering local communities. The consultation document states that the "founding principle of local government is that citizens have the right to influence the decisions that affect their lives and their communities"[7]. This principle is also highly relevant to the other organisations in the partnership and is key to ensuring that the services provided reflect the needs and wishes of the community which they serve, particularly alongside the drive for more personalised service provision.

18.2 Section 242 of the **NHS Act 2006** (as amended by the Local Government and Public Involvement in Health Act 2007) places a duty on NHS trusts, primary care trusts and strategic health authorities to make arrangements to involve patients and the public in service planning and operation, and in the development of proposals for changes. This duty is supported by the guidance Real involvement: working with people to improve health services[8].

18.2.1 With regards to hard to reach groups this guidance states that "it is easy to overlook these [groups], and it will help to make sure that you involve the right people if you are clear from the outset exactly who you need to involve in the work you are planning"[9].

18.3 Section 138 of the **Local Government and Public Involvement in Health Act 2007** (LGPIH Act 2007) places a duty of involvement mainly on Local Authorities which came into force on 1st April 2009. This duty aims to ensure that "people have greater opportunities to have their say…..[and] embed a culture of engagement and empowerment"[10]. The guidance also states that this engagement should include those who can are seen as hard to reach and that 'consultation and involvement opportunities are not limited to those with the loudest voice"[11].

18.3.1 Under the proposals set out in the **Communities in Control**[12] White Paper this duty would be extended to other names bodies including Police Forces, probation services and Job Centre Plus etc.

19 Haringey Population

19.5 Key factors of the Haringey population are as follows (further details can be found in the Borough Profile[13]):

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[6] Strengthening Local Democracy, Department for Communities and Local Government, July 2009
[7] Strengthening Local Democracy, Point 2
[8] Real Involvement, Working with people to improve health services, Department of Health, 2008
[9] Real Involvement, Working with people to improve health services, page 66
[10] Creating Strong and Prosperous Communities, Statutory Guidance, Department for Communities and Local Government, July 2008
[11] Creating Strong and Prosperous Communities, Statutory Guidance, Page 23
[12] Communities in Control: Real People Real Power, Department for Communities and Local Government, July 2008
[13] Haringey Borough Profile, www.haringey.gov.uk

- Haringey's population is estimated to be 226,200[14].

Diversity
- Haringey's is the 5th most diverse borough in London.
- Over 50% of our population overall, and three-quarters of our young people, have a non white British ethnic group.
- Almost 50% of residents born outside the UK are from Asia and Africa.
- The most prevalent countries for new national insurance registrations are Poland, Turkey, Italy, France, Australia, Hungary and Lithuania.

Deprivation
- Haringey is the 18th most deprived authority nationally and the 5th most deprived in London[15].
- 27% of Haringey Super Output Areas are amongst the most deprived in the country.

Age
- Over half of the Haringey population is under 35 years of age.

Age group	2008 Mid Year Estimate	Age group	2008 Mid Year Estimate	Age group	2008 Mid Year Estimate	Age group	2008 Mid Year Estimate
0	4200	20-24	16300	45-49	15600	70-74	5600
1-4	13900	25-29	24300	50-54	11300	75-79	4300
5-9	12700	30-34	24900	55-59	9300	80-84	2600
10-14	11200	35-39	21800	60-64	7800	85-89	1500
15-19	12200	40-44	20000	65-69	6200	90+	900

Religion[16]
- 11.3% of Haringey residents stated their religion as Muslim,
- 2.1% of residents stated their religion as Hindu,
- 20% of Haringey residents stated that they did not have a religion.

Other
- 13.6% of households are lone parents.

20 What do we understand of the term 'hard to reach'?

20.1   For the purpose of this review the term 'hard to reach' will be defined as:

"Segments of the Haringey population which do not regularly participate in dialogue with service providers (?). For example, those groups which are difficult to involve in

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[14] Office of National Statistics, Mid-year Population estimates – 2008, August 2009
[15] Haringey Council, www.haringey.gov.uk, Key Facts
[16] 2001 Census

public consultations or meetings from an organisational perspective either through a personal choice, by not feeling empowered to do or due to barriers which may be overcome."

21 The Scrutiny Review

21.1 It is proposed that the review works to identify which groups are deemed 'hard to reach' by a number of organisations in Haringey. It may be that particular groups deemed 'hard to reach' by one organisations are not deemed 'hard to reach' by another organisation. In this case it is proposed that the review identifies practice being used with a view to sharing this across the organisations.

21.2 It is also proposed that the review considers what is being done by the various organisations to engage with these groups and what more can be done for example, what are the barriers in the engagement process? What characteristics do these groups have which make them hard to reach and what successful approaches have been used to overcome these?

21.3 It is important to recognise that there may be some groups who are not interested in engaging with organisations and also that there are some groups that may not wish to engage with us due to legal barriers e.g. those working illegally.

21.4 Other issues which the review will consider throughout its work include:

- People who have a low commitment to the local area or no vested interest in local issues and disengaged people who are disillusioned with, or feel disconnected from, the organisational process.

- People could be hard to reach because they feel agencies are not interested in them or their views or that the agencies are not relevant to them.

- People who would like to have a say in local issues, but do not know how to access engagement processes.

- Whether the groups that we consider 'hard to reach' actually are hard to reach? What do these groups think?

22 Terms of reference

"To identify who the hard to reach groups in Haringey are with a view to gaining a shared understanding of ideas and best practice to remove, avoid or reduce barriers to engagement and participation."

23 Objectives of the Review:

- Obtain an understanding of who our hard to reach groups are.

- Identify barriers which prevent engagement.
- Assess what is currently being done to reach these groups.
- Identify and share best practice examples across the organisations in Haringey.
- Identify areas where there is room for improvement.
- Make recommendations both to the Haringey Strategic Partnership and to individual organisations to improve the participation and engagement of the groups identified.

Specific questions which will need to be explored in order to meet the above objectives include:

- Who do we consider to be our hard to reach groups and why?
- Where are our hard to reach groups based?
- What are organisations already doing to reach these groups?
- How successful are these attempts? If unsuccessful, why?
- Are there methods of engagement that have been successfully applied to any hard-to-reach groups here in Haringey or elsewhere?
  - If yes, what can we learn from them?
- Can these methods be applied successfully with other hard-to-reach groups and by other Services?
- What would enable the barriers to successful engagement to be broken down?

24 Methodology

24.5 Panel Membership:

Cllr Gideon Bull (Chair), Cllr Gina Adamou, Cllr Ron Aitken

24.6 Stakeholders:

| Borough Police | Eric Monk - Police Borough Liaison Officer |
| | Shawn Goodchild– Police Community |

	engagement Team
NHS Haringey	Director of Engagement – name TBC Dilo Lalande - Head of Partnerships and Stakeholder Engagement
North Middlesex University Hospital Trust	Richard Milner – Director of Service Development
Haringey Council	Cllr Amin - Cabinet Member for Community Cohesion and Involvement Janette Gedge – Consultation Manager Jean Croot – Head of Safer Communities Sally Collins – Head of Neighbourhood Management
Whittington Hospital NHS Hospital Trust	Siobhan Harrington (TBC)
Haringey Association of Voluntary and Community Organisations	Naeem Sheikh – Chief Executive (TBC)
Community Link Forum	TBC
Homes for Haringey	Simon Godfrey - Involvement, Communication & Equalities Manager

24.7 Sources of evidence include, but are not limited to:

- Neighbourhood Managers
- Safer Neighbourhoods Teams
- Haringey Council Consultation Network
- Place Survey
- Patient Survey
- Patient Advice and Liaison Services
- Community Link Forum
- Bringing Unity Back into the Community
- Office of National Statistics
- Joseph Rowntree Foundation
- GIS and MOSAIC

24.8 Independent Expert Advice

24.8.1 In addition, the Panel may wish to consider if their work would be assisted by the provision of some independent expert advice. This could "add value" to the review by:

- Impartially evaluating current practice providing advice on successful approaches and strategies that are being employed elsewhere
- Suggesting possible lines of inquiry
- Commenting on the final report and, in particular, the feasibility of draft recommendations.

24.9 Timescale

The review aims to report to the Overview and Scrutiny Committee by March 2010. The recommendations will then go to Cabinet and other bodies, for example the Haringey Strategic Partnership, following this.

	July 09	Aug.	Sept.	Oct.	Nov.	Dec.	Jan. 10	Feb.	Mar.	Apr.
Scoping										
Meetings			1	2 3	4	5				
Visits				?	?	?				
Reporting										
OSC										
Cabinet										