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# Building Resilience: The Evidence Base

September 2013

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## **Introduction**

Newham Council is committed to an evidence-based approach to policymaking. This document is designed as a description of the evidence base that is guiding our activity under each of the strands of the Resilience Performance Management Framework. It lays out the council's aspirations for the borough and its residents; a summary of our understanding of the evidence base in each area; what the available statistics say about the current situation in Newham; and some of the council's current and future commissioning intentions based on that evidence.

We hope that the document will demonstrate how council policy decisions are led by the best available evidence of what works to achieve our strategic aims. The council's activity in many of the areas touched on in this document is incredibly diverse, so in some cases the commissioning intentions described are chosen to highlight particular innovations or evidence-led decisions, rather than the whole breadth of our work.

We recognise that research evidence is often changing, complex, and contradictory. We hope that this document will encourage external parties to challenge us, and to enter into a dialogue about the policies that are most likely to achieve our aspirations for the people of Newham.

## **Contents**

The council's Resilience Performance Framework comprises the following strands of activity:

- Young People Get the Best Start in Life
- An Active and Connected / Strong and Cohesive Community
- Local People in Work / A Strong Local Economy
- A Community That Is Safe and Feels Safe
- Genuine Housing Options for the Community
- People Achieve their Potential
- People are in Control and Independent
- Residents in Financial Control
- The council is Efficient and Trusted
- A High Quality Physical Environment
- People are Safe
- People are Healthy

## Young People Get the Best Start in Life

**Aspiration:** Young children thrive in a positive home environment that supports their educational development and gives them the personal and social skills they need to succeed.

**Aspiration:** Parents feel supported to give their child the best start during the early years of their life.

### What Does the Evidence Say?

We want to ensure that the early years of Newham children's lives, from before they're born until they start school, give them the best possible start in life and equip them with the beginnings of the social and cognitive capabilities they'll need as adults. There's a lot of evidence that these are the most formative years and that we can promote child development during this time.

Research collected in Frank Field's report 'The Foundation Years: preventing poor children becoming poor adults' shows that our experiences in early life have a big impact on life chances, and from the collected research of the economist James Heckman that there are bigger returns to investing in the early years than in playing 'catch-up' in later life.

[Frank Field: The Foundation Years: preventing poor children becoming poor adults](#)

[James Heckman's website](#)

There is conclusive UK evidence from the *Effective Pre-School, Primary and Secondary Education* project that good quality childcare has positive effects on children's development which last into late childhood and then on into adulthood. Those positive impacts include cognitive skills (like language, or understanding of numbers and shapes) and non-cognitive skills (like sociability and behaviour), and are all the more important where children have a difficult home life. The evidence identifies duration in terms of months as a driver of improved outcomes, with no positive difference in outcomes between part time (15 hours) care and longer periods.

US evidence from evaluations of the of the Abecedarian and Perry Pre-School projects have found benefits in later life including better educational outcomes, higher employment and earnings, lower teenage pregnancy rates, and lower crime rates.

[Effective Pre-School, Primary and Secondary Education Project](#)

[Perry Pre-School project evaluation by HighScope](#)

[Abecedarian evaluation by the University of North Carolina](#)

While early years education is important, research evidence is clear that the home learning environment and the quality of parenting also matters a great deal. Particularly important is the level of parents' engagement with and interest in children's education, regardless of their own level of education. Parenting programmes like Triple P and the Family Nurse Partnership have

been shown in academic and policy evaluations to promote a positive home learning environment and improve outcomes for children and parents.

[Department for Education, Performing Against the Odds](#)

[Randomised controlled trial of Triple P programme](#)

[Meta-analysis of Triple P programme](#)

[Department for Health, Family Nurse Partnership evidence summary](#)

## **Where Are We Now?**

We can evaluate our performance in childcare and children's centres in terms of Ofsted ratings, Early Years Foundation Stage (EYFS) scores, and the proportion of our children who are ready for school at age 5.

Our nurseries and pre-schools are improving, from 35% rated 'Good' or 'Outstanding' by Ofsted in 2009, to 55% in 2013. We're still behind the London average of but we're improving much faster. Our Children's Centres perform better than the London average at present, with a larger proportion rated Outstanding.

Outcomes for individual children have improved notably in recent years, too. The proportion rated as being 'school ready' at age 5 improved by 28% between 2011 and 2012, bringing us much closer to the national average. Our in-house analysis suggests a marked improvement in Early Years Foundation stage (EYFS) results for Newham children who frequently attend Children's Centres.

We also know that Newham parents value the statutory free childcare offer of 15 hours per week for 3 and 4 year olds, as take-up is currently high at 95%.

[Ofsted Data Viewer](#)

[Marmot Indicators for Local Authorities in England, 2012 \(Child Development indicator\)](#)

## **What Are We Doing?**

We are continuing our successful action to make sure that early education in Newham is up to the standards parents expect. This includes through quality improvement plans and compulsory training for nurseries and daycare settings. Unfortunately our statutory role in improving quality will be reduced in September 2013 when the Government plans to remove powers and place them with Ofsted.

We have ambitious plans to do more for our children. Because take up of the free offer is high, and because we know that the length of time spent in early years education helps with development, we are working to increase the time across the school year that is covered by the free offer from 38 to 48 weeks. We hope this will help parents with the costs of childcare while they're in work, but it's primarily about improving outcomes for our kids.

In order to further improve the performance of our Children's Centres we are planning to introduce a new delivery model for the support that Local Authority-run centres provide. Our Early Help + model will operate as an independent business, commissioned to improve child development and school readiness, and support delivery that is innovative and focussed on achieving the best for our children.

From 2014/15 we will also be implementing a Family Nurse Partnership programme, initially for first-time teenage mothers. The scheme is an intensive, structured programme of home visits by specialist nurses which the evidence outlined above shows is likely to prove highly effective.

## **An Active and Connected Community and A Strong and Cohesive Community**

**Aspiration:** People are active locally and take part in the community and civic life more broadly.

**Aspiration:** People engage with the democratic process and believe they can influence the decisions which affect them and local priorities generally.

**Aspiration:** People have both broad and diverse networks locally (family, friends, groups and organisations) that offer them support.

**Aspiration:** Residents respect and look after each other and contribute their time to the community.

### **What Does the Evidence Say?**

The communities we live in, the relationships and networks we are part of are all important features of resilience. To succeed most people need close, emotionally supportive relationships but also exposure and links to a wider group of people with different knowledge, talents and resources at their disposal. We know from a wide range of evidence that community cohesion and the strength of people's social networks are important factors in many of the outcomes that we want to achieve for our residents.

#### [RSA, Connected Communities report](#)

Academic evidence shows the importance of 'collective efficacy': that is, the ability of a group of people to achieve positive change together, from stopping vandalism of a bus stop, to organising to protest at the loss of local services. Research from the Project on Human Development in Chicago Neighbourhoods shows that collective efficacy is important in reducing crime levels, and can help to overcome the negative effects of poverty and population instability in this respect.

But work by Sampson and Byron in the 1980s using UK data also shows that some of those difficult neighbourhood characteristics also lead to lower community cohesion. Further analysis of the Chicago project also found that the level of community cohesion in that area wasn't necessarily linked to collective efficacy – suggesting that effort needs to be made to build each different facet of a strong community.

[The Project on Human Development in Chicago Neighbourhoods](#)  
[Sampson and Byron's analysis of the 1982 British Crime Survey](#)  
[Sampson and Graif](#), community cohesion as a multi-dimensional phenomenon

Evidence collected as part of the Marmot Review, *Fair Society, Healthy Lives*, found that social isolation is a strong predictor of stress, depression, and mortality, and that having stronger social networks can help prevent against dementia on older people, and help you recover faster when you get ill. Statistical research analysing telecommunications data in the UK and

measures of wellbeing also shows that having more diverse social ties is linked with better access to economic opportunities.

We also want to ensure that our residents are active. Evidence from the King's Fund suggests that although we have seen nationwide improvements in healthy behaviours like exercise, smoking, drinking, and healthy eating, this hasn't been evenly distributed, with unequal improvements amongst people with fewer qualifications or in poorer areas. We also know that there is some evidence to support positive impacts from volunteering, such as improved mental and physical health.

[Marmot Review, Fair Society, Healthy Lives](#)  
[Eagle et. al., Network Diversity and Economic Development](#)  
[King's Fund, Clustering of Unhealthy Behaviours Over Time](#)  
[Howlett, Volunteering and Mental Health](#)

Unfortunately, because it's a complex and multi-faceted issue, there isn't as much evidence on the effectiveness of policies to build community cohesion and collective efficacy. We believe that it's right to build a community where people mix in terms of socio-economic and ethnic backgrounds. The evidence base summarised by the Department for Communities and Local Government is inconclusive as to whether encouraging a mix delivers positive economic and individual-level regeneration outcomes. However, we know from the work of John Hills at the London School of Economics that the concentration of deprivation within social housing has increased in recent decades, and that an element of this deprivation cannot be explained by the disadvantages of people living in that housing, suggesting that the lack of a mixed community may have had a negative effect.

[Department for Communities and Local Government, Mixed Communities: evidence summary](#)  
[John Hills, The Future Roles of Social Housing in England](#)

### **Where Are We Now?**

Within Newham we know from our biannual Newham Household Panel Survey that, despite challenges with deprivation and population change, social cohesion is high with 87% of residents in 2011 agreeing that people from different backgrounds get on well in the local area. This represents an increase of 4 percentage points on 2009 and is in line with the national average.

However, levels of involvement in community groups and volunteering were lower than we want, compared with the national picture, as was the proportion of residents who take part in regular physical activity.

[Newham Household Panel Survey Wave 6, 2011](#)

In 2012 we worked with the Royal Society for the encouragement of the Arts, Manufactures, and Commerce (RSA) and The Campaigns Company to map

the differences and impact of social networks in three areas in Newham. This helped us to understand that social networks differ between different parts of the borough, with residents in some areas having more 'bonding' social capital (strong links with close friends and relations) and other areas showing more 'bridging' social capital (more diverse links with people from other areas and groups). It also reinforced the importance of networks to valuable outcomes like employment.

[Summary of RSA/The Campaigns Company research into community resilience in Newham](#)

### **What Are We Doing?**

The evidence suggests that influencing this area borough-wide will be a real challenge. We've had success recently with initiatives like our 'Let's Get the Party Started' grants, which enabled over 100,000 people to attend over 1,000 resident-led street parties in the 2012 Jubilee and Olympic year, providing an opportunity to build people's social networks and get involved in organising events. We're planning to build on that success in the coming year.

In September 2013 we will be rolling out borough-wide the Community Hubs model that we have piloted in two areas of Newham (Manor Park and Plaistow). Led by our elected councillors, Community Hubs are a virtual web of spaces, services and activities led by dedicated teams of officers. They will provide opportunities for local residents to build their own local networks and get involved in action to improve their neighbourhood.

By gathering on-the ground intelligence, the new model will inform the delivery of services and ensure that appropriate action is taken to address persistent problems like anti-social behaviour and environmental issues. The Hubs will also ensure that we make good use of public assets and are responsive to local priorities, giving residents a space in which they can get information, run activities or groups, and receive support to take action to improve the look and feel of their area.

The evidence shows that volunteering improves outcomes for the individuals who take part, and it also offers the opportunity to build social networks. That's why, through our community leisure trust Active Newham, we have one of the largest council volunteering programmes in the country, delivering over 24,000 volunteering hours per year. Work is underway to review this programme to make sure that it is focussed on achieving outcomes for residents.

## Local People in Work / A Strong Local Economy

**Aspiration:** The local economy is diverse and thriving, providing a variety of employment opportunities for local people.

**Aspiration:** People are economically active and achieve independence through employment.

### What Does the Evidence Say?

Work is an essential part of people's economic resilience and, for most people, the only sustainable route out of poverty, but it's also important for other reasons. There's good evidence, collected in a study for the Department for Work and Pensions, that being unemployed is detrimental to people's health, both mental and physical. And our own research commissioned from the RSA and Campaigns Company found that unemployed people in Newham had smaller social networks than employed people.

[Waddell and Burton, Is Work Good for your Health and Well-being? Summary of RSA/The Campaigns Company research into community resilience in Newham](#)

Active Labour Market Policies (ALMP) have been a key part of government efforts to reduce unemployment since the 1970s, with a notable expansion in the UK since the late 1990s. These programmes aim to reduce unemployment by helping individuals to find work, through help with job search, providing training, and through job creation or wage subsidies in the public and private sector.

There are two types of evidence about whether ALMPs work. Some authors have looked at the overall economic effect: however, the OECD concluded in 2000 that technical difficulties meant this was a poor way to estimate effects. Better estimates of effects can be established by looking at evaluations of individual programmes, preferably using control groups who don't receive support.

Academic meta-analysis by Card, Kluve, and Weber, taking into account a wide range of different evaluations across OECD countries, has found that the strongest positive individual impacts on employment and earnings come from ALMPs that focus on help with job-search. Support with training can also deliver positive impacts, but only over a longer period of time, and private sector wage subsidies showed some positive effects whilst public sector ones did not. Evidence from evaluations of specific UK programmes like the New Deals in the early 2000s has also shown a positive impact on employment from these multi-component, voluntary participation ALMPs, including with harder-to-help groups like disabled people or single parents.

[OECD, What Works Among Active Labour Market Policies](#)  
[Card, Kluve, and Weber, Active Labour Market Policy Evaluations: a meta-analysis](#)  
[New Deal for Disabled People evaluation](#)

## [Econometric evaluation of the New Deal for Lone Parents](#)

Another way that we might work to improve the local economy in Newham is to actively promote inward investment. World Bank studies have looked at the effectiveness of this approach at a national level, and found that the amount that nation states spend on promoting foreign direct investment into their economies does affect investment, and that policy advocacy is the most effective method.

While these lessons may not directly apply to inward investment promotion by small areas, like Local Authorities, there is evidence from analysis of businesses in the UK in the 1990s that foreign companies are more productive and pay higher wages, suggesting that encouraging investment could have positive effects on pay locally.

## [Morisset and Andrews-Johnson, The Effectiveness of Promotion Agencies at Attracting Foreign Investment](#) [Girma, Greenaway, and Wakelin, Who Benefits from Foreign Direct Investment?](#)

Evidence again from the World Bank evaluating initiatives in Mexico and Argentina has found that state assistance to small- and medium-sized enterprises (SMEs), including co-financing, training, and technical assistance, can improve firm-level performance. However, there is little UK-based evidence on the effectiveness of schemes supporting SMEs, and UK evidence exploring successive years of panel surveys with businesses has not found a significant gap in the provision of business support and advice that needs to be met by the public sector.

## [Lopez-Acavedo and Tinajero-Bravo, Evaluating Enterprise Support Using Panel Firm Data](#) [Castillo et. al., Can SME Policies Improve Firm Performance? Evidence from an impact evaluation in Argentina](#) [Bennett, SME Policy Support in Britain Since the 1990s: What have we learnt?](#)

Individuals' skills and qualifications are key to their ability to find and progress in work. However, national evidence collected in the Wolf Report showed that the employment and earnings returns to vocational qualifications at and below the equivalent to QCF level 2 (NVQ level 2) range from minimal to negative, unless they're completed as part of an apprenticeship. Higher level qualifications, at QCF level 3 and above, lead to better outcomes for the people who attain them.

## [Review of Vocational Education: The Wolf Report](#)

### **Where Are We Now?**

Employment is a real challenge in Newham. Our employment rate and economic activity rate have been much lower than the London and UK

averages for a long time, following decades of post-industrial decline in the borough. Currently much of this difference can be explained by a particularly low rate of economic activity amongst women in our borough. As research with the Institute of Employment Studies has confirmed, Newham residents face multiple barriers to work including disability, low formal qualifications, experience, and language barriers. We echo London's polarised skills market, with many residents educated to degree-level but also many with no or low level qualifications. We also know that Newham residents are paid, on average, considerably less than the average person who works in the borough.

The jobs density (measured as the number of jobs per person in the area) and rate of Jobseekers' Allowance claimants to Jobcentre vacancies – neither of which are perfect measures – both suggest that there may not be as many opportunities to work in Newham as elsewhere. However, Newham residents are part of a much wider London labour market, and the many regeneration projects currently underway across the borough will lead to a growth in available jobs.

Newham offers our residents a jobs brokerage service called Workplace. Workplace was designed to ensure that local people benefit from regeneration, so we work to understand employers' needs, then train and prepare our residents so that they are successful at interview. Workplace placed 5,000 residents into work last year alone, over half of whom had been unemployed for over a year. Our own internal research has found that 76% of the residents who we find work are still employed after a year.

[Nomis labour market statistics for Newham](#)  
[Statistics on wages according to Local Authority of residence and workplace](#)  
[Institute of Education Studies, Understanding Worklessness in Newham](#)

## **What Are We Doing?**

The evidence shows that Active Labour Market Policies which focus on job search are the most effective. We know that our residents face multiple barriers, but that with an employer-focussed helping hand they can take advantage of the opportunities presented by regeneration. That, and the service's impressive results so far, is why we will continue to invest in our Workplace employment service.

We're going further, by integrating other employment support offered throughout the council into the Workplace model. This will break down institutional silos, allowing harder-to-help residents to benefit from the employer links that allow Workplace to thrive. We are beginning by co-locating our specialist disability employment service, and are developing proposals for integrating our Youth Employment Guidance Service too.

We believe, however, that central Government's employment policy has a lot to learn from the Workplace approach. We argue that national policymakers should put in place a framework that will allow Local Authorities to make a

case for devolving individual employment services to a local level, so that they can use on-the-ground knowledge and employer links to deliver better outcomes for residents.

The evidence for inward investment promotion and work with small businesses is less strong. We'll continue to lobby hard for the infrastructure improvements that we think will bring businesses to Newham – activity that the evidence supports – and will provide a single point of contact for businesses moving into the borough, so we can support their needs, and at the same time secure access to jobs for our residents. But we will continue to make Newham an attractive business environment, through a planning system with a fast turnaround, and efficient council services to businesses.

## Is Safe and Feels Safe

**Aspiration:** People and businesses are safe and experience low levels of crime and anti-social behaviour.

**Aspiration:** Fear of crime and ASB is low, enabling people to live their lives freely and engage locally.

## What Does the Evidence Say?

Research into the correlates of crime show that a wide variety of individual and social characteristics affect crime rates. Academics working at the London School of Economics and the Institute for Fiscal Studies have identified that increases in statutory education participation ages, and the rates of qualification within populations, have had a positive effect in terms of reducing crime rates in the UK and Sweden. Wage levels have also been identified as a key driver of crime rates, as has unemployment. Overall the picture is one of considerable complexity, where most positive social outcomes have a positive effect in terms of reducing crime rates.

[Machin, Marie, and Vujic, The Crime Reducing Effect of Education](#)

[Mehgir, Palme, and Schnabel, The Effect of Educational Policy on Crime: An International Perspective](#)

[Machin and Mehgir, Crime and Economic Incentives](#)

[Raphael and Winter-Ebmer, Identifying the Effect of Unemployment on Crime](#)

As well as the loss and trauma caused by actual victimisation, the fear of crime can have powerful negative effects, which aren't always actually linked to risks of being a victim.

There is considerable evidence that perceptions of low-level anti-social behaviour and environmental problems, (called disorder in US literature) increases people's fear of crime. Evidence from analysis of the British Crime Survey suggests that increases in reported anti-social behaviour (ASB) increase fear, fear reduces cohesion, and that this feedback loop can result in increased crime. Researchers at the LSE find that a similar effect seems to occur with health, with people with health problems more afraid of crime, and this worry leading to worsening health.

As with the crime rates, demographics play a part in describing who perceives high levels of anti-social behaviour, with women, younger people, and people from ethnic minorities more likely to perceive a problem.

[Brunton-Smith, Untangling the Relationship Between Fear of Crime and Perceptions of Disorder](#)

[Mackenzie et. al., The Drivers of Perceptions of Anti-social Behaviour](#)

[Markowitz et. al., Extending Social Disorganization Theory: Modeling the relationships between cohesion, disorder and fear](#)

[Jackson and Stafford, Public Health and Fear of Crime: A prospective cohort study](#)

Besides tackling the social challenges highlighted above, the evidence base suggests particular interventions that can act to reduce crime and the fear of crime. Perhaps most obviously – although it's important to challenge obvious conclusions – simple police numbers are increasingly believed to have a positive effect on crime rates.

Evidence from the evaluation of Neighbourhood Policing pilots in 2003 by Morris and Quinton found that a strategy of high-visibility, community engagement and problem solving improved feelings of safety and reduced perceived crime and ASB and criminal victimisation, a finding which has been repeated in literature reviews. 'Hot-spots policing', where police focus resources on particular areas can have a moderate but significant effect in reducing crime without simply pushing it out into surrounding areas, as established in Braga's synthesis of a number of controlled trials.

A recent systematic review of environmental interventions to reduce the fear of crime found reasonable evidence for the effectiveness of home improvements (e.g. burglar alarms and security measures, usually on housing estates) in reducing crime, and inconclusive evidence for street lighting and CCTV. Other systematic reviews, originally conducted for the Home Office, have found the evidence for street lighting reducing crime itself, and CCTV within a context of vehicle theft, to be more persuasive.

[Bradford, Police Numbers and Crime Rates: A rapid evidence review](#)  
[Morris and Quinton, Neighbourhood Policing: the impact of piloting and early national implementation](#)  
[Weisburd and Eck, What Can Police Do to Reduce Crime, Disorder, and Fear?](#)  
[Braga et. al., Hot Spots Policing Effects on Crime](#)  
[Lorenc et. al., Environmental Interventions to Reduce Fear of Crime: Systematic review of effectiveness](#)  
[Farrington and Welsh, Effects of Improved Street Lighting on Crime](#)  
[Farrington and Welsh, Effects of Closed Circuit Television Surveillance on Crime](#)

Local Authorities have a duty, along with the police, to tackle domestic violence in their area, which has a high cost to healthcare services as well as the tremendous human cost of abuse. There is a good evidence base to suggest that Independent Domestic Violence Advocates, independent specialists who co-ordinate services around victims, are the best method of helping to secure the safety of DV victims. Programmes like the IRIS scheme to help improve the rate of GP identifications of domestic violence, and cognitive behavioural therapy in refuge situations, have also been shown to be effective. Prevention work in schools is also a necessary part of the solution which is currently not well supported nationally.

[Howarth et. al., Safety in Numbers: A multi-site evaluation of independent domestic violence advisor services](#)

[Feder et. al., Identification and Referral to Improve Safety \(IRIS\) of women experiencing domestic violence with a primary care training and support programme: a cluster randomised controlled trial](#)

## **Where Are We Now?**

At the end of 2012/13, Newham had seen a slight fall in overall reported crime and anti-social behaviour. However, in terms of offences we are still in the third-highest quartile across London overall, and are higher for some of the more serious offences like robbery.

Our residents are increasingly feeling safer. Between 2009 and 2011, the most recent waves of our Household Panel Survey, we saw a 19 percentage point decrease in the proportion of our residents who worry about crime. It's still a higher proportion than the figure for England as a whole, however. In line with national evidence outlined above, women and disabled residents are more likely to be worried. Also, while most of our residents feel safe during the day, only half feel safe walking at night and this figure was on a downward trend in 2011.

Our survey data also gives us an insight into our residents' perceptions of particular crime and disorder problems. The most commonly identified problem is groups of teenagers hanging around, which has been stable and high, followed by drunken and disorderly behaviour. Concerns about a number of serious issues, such as racially motivated attacks, burglaries, car crime and prostitution, all saw notable decreases between 2009 and 2011.

[Newham Household Panel Survey Wave 6, 2011](#)  
[Metropolitan Police Crime Statistics](#)

Statistics around domestic violence are made particularly complex by historic under-reporting – an increase in the number of offences might indicate a worsening problem, or simply better reporting. The rate of the most serious domestic violence offences fell between 2008 and 2011, but rose slightly in 2012. We are also working with the police to increase the rate at which identified incidents result in a sanction.

## **What Are We Doing?**

We know from our surveys that residents view their safety on our streets as one of the most important factors that makes for a good place to live, and that they want to see more improvements. That's why we make it a priority, and put resources into delivering the kind of enforcement service that the evidence suggests works.

We fund a team of 48 police officers to deliver on council priorities. One of those priorities is our Operation Ohio project, which features targeted, multi-agency enforcement on particular areas where we know there's a crime problem, following the evidence that 'hot-spots' policing works. We are in the

process of evaluating this strategy, to make sure that it works in a Newham context. With our partners in the police we plan to extend our tactical, area-focussed enforcement around theft and disorderly behaviour.

Evidence shows that people's perception of low-level anti-social behaviour increases their fear of crime, which can damage social cohesion and drive up crime. That's why we invest in local enforcement teams to challenge signs of environmental disorder and ensure that people feel safe in their area. We also work strategically with the police, and with our own enforcement officers, to ensure a high-visibility presence on the streets because the evidence shows that this can effectively address people's fear of victimisation.

As a council a great deal of our activity, from helping residents into employment through Workplace, or raising educational aspirations and attainment in partnership with schools, is aimed at addressing the drivers of crime and anti-social behaviour identified in the literature.

In line with national best practice, Newham funds a third-sector Independent Domestic Violence Advocate service, intensively working to co-ordinate services around the victims of domestic abuse. We also work with partners in health and police services across the borough to facilitate joint working to reduce abuse and protect its victims.

## **Genuine Housing Options**

**Aspiration:** Good quality housing across all sectors contributes to people choosing to stay in the borough.

**Aspiration:** The housing offer meets legitimate need and encourages aspiration, employment and contribution to the community.

## **What Does the Evidence Say?**

The council is a major housing provider in Newham, and has a strategic role through investment decisions and enforcement to ensure that all of our residents have access to good quality housing. The evidence base around housing differs from some of the other elements of the council's activity – there is little research evidence into 'what works'.

This is partly because one of the key issues is the lack of supply in the housing market, particularly in London, so outcomes and outputs are directly linked. Current government spending on housing is at a ratio of 95:5 in terms of spending on revenue, like Housing Benefit, and capital, or building new homes. And capital expenditure on housing will have reduced by 60% in the four years since 2010. With subsidy so low, it will be difficult for most social or affordable housing providers to work to increase supply. An overall problem with supply across the market has also made getting onto the housing ladder increasingly difficult.

The UK Housing Review has shown that one of the key features of the housing market nationwide in the last decade has been a shift from owner occupation towards private renting. This increase in supply to the sector has not reduced prices: the Resolution Foundation have shown that increasingly, parts of the country are becoming unaffordable to families on low to middle incomes. Central Government measures to reduce the value of Housing Benefit payments in this sector are likely to worsen this problem for some households in Newham.

[IPPR, Together at Home: A new strategy for housing](#)

[UK Housing Review 2013](#)

[Resolution Foundation, Home Truths: How affordable is housing for Britain's working families?](#)

In March 2010 we introduced, following consultation, a Neighbourhood Improvement Zone in the Little Ilford area of Newham in order to tackle anti-social behaviour and raise standards. All 257 privately rented properties in the area were required to obtain a license with the council. A dramatic reduction in anti-social behaviour was observed following licensing activity.

Other Local Authorities, from Neath Port Talbot to Worcester, have taken the route of establishing council -run lettings agencies in order to improve standards and access, and the charity Crisis has established some best practice in this field. The quality of the service offered by some lettings agents has been a focus of national policy discussion, with the House of Commons'

Communities and Local Government Select Committee arguing for a greater degree of regulation.

[Cabinet Report on Private Sector Licensing](#), including evidence from the [Neighbourhood Improvement Zone pilot](#)  
[Crisis 3xE, Local Lettings Agencies: A good practise guide](#)  
[CLG Select Committee First Report on the Private Rented Sector](#)

As detailed under the 'Active and Connected and Strong and Cohesive Community' strand, whilst we believe in the ethical and community benefits of mixed communities in social housing, there is a mix of supportive evidence from the Hills report and inconclusive evidence from a government-sponsored evidence review.

[Department for Communities and Local Government, Mixed Communities: evidence summary](#)  
[John Hills, The Future Roles of Social Housing in England](#)

Across the UK, the profile of households who are presenting to their Local Authority as homeless has changed. For the first time, recent statistics showed that being asked to leave a private sector rented property was the biggest cause of homelessness, which some commentators have attributed to pressures arising from higher rents and welfare reforms.

[Department for Communities and Local Government, Live Tables on Homelessness](#)

### **Where Are We Now?**

The private rented sector has grown far faster in Newham than nationwide over the last decade. Between the 2001 and 2011 Census, the sector expanded by 70%, to cover over a third of all households, and if this rate of expansion continues it could house half of all Newham residents within five years. Private rented households account for a disproportionate level of reported anti-social behaviour. Our population has a fast rate of churn, with 20% of residents having lived in the borough for less than a year, and this is primarily driven by short-term private lets. Overcrowding is also a key issue for private renting households.

Whilst we have a high volume of building work currently underway within the borough, the reductions in subsidies and a volatile market have meant that recent completions of affordable housing have been low.

As a landlord, we know that our customers are satisfied with the service we provide. Both tenants and leaseholders' satisfaction with the council increased between 2011 and 2012, the most recent surveys.

Pressure has risen recently on the council's homelessness service, with a 99% increase year-on-year in the level of applications from families in the

borough. This reflects the first of a wave of benefit reforms which will make finding accommodation in Newham more difficult than it has been in the past.

### **What Are We Doing?**

In order to tackle the problem of higher anti-social behaviour and low standards in private rented sector properties, in January 2013 Newham became the first English council to introduce a borough-wide private rented sector licensing policy. The scheme built on the evidence of the success of the Neighbourhood Improvement Zone, and consultation evidence of overwhelming support from residents and private sector tenants. We have received over 30,000 applications for licenses from landlords.

#### [Details of the Private Rented Property Licensing scheme](#)

We plan for the council to become a major player in the private and affordable rented sector through a Newham Private Rented Vehicle, by both purchasing existing homes and building new properties on council land. The first stage of this work has begun with approval of a pilot scheme in Leather Gardens, and we plan to grow this scheme to eventually include 2,800 homes.

We want to make it easier for residents to get onto the property ladder, which evidence shows is increasingly difficult. That's why we are developing a shared equity scheme through which we hope to get up to 1,200 households into a home through a system of equity loans, giving both the council and our residents a stake in the property.

The borough as a whole has sufficient land to enable developers to build 37,500 homes by 2027, and we envisage a strong role in place-making and strategic planning. The Legacy Communities Plan will deliver 5,125 homes in Newham excluding Stratford City. A total of 23,000 homes will be delivered over 20 years in the Southern Olympic Fringe, Stratford and the Olympic Park.

#### [Newham Local Plan Core Strategy 2012](#)

We will also continue to argue for freedoms to be given to Local Authorities to raise revenue through responsible borrowing and control the terms and sales of their own housing stock, in order to fund and stimulate new building.

## **People Achieve their Potential**

**Aspiration:** People are ambitious to achieve in education and secure the qualifications that help them access work and progress in their careers.

**Aspiration:** People have the skills and competencies that make them highly employable, including softer skills.

**Aspiration:** Young people can access a broad range of cultural, sporting and educational experiences which help them to develop their skills and competencies.

## **What Does the Evidence Say?**

We aspire for our residents to have both the hard educational success and the cultural experiences and soft skills that will enable them to achieve their potential.

There is strong evidence for certain interventions with school age children that have been shown to improve attainment. The Department for Education commissioned an evaluation of a pilot of universal free school meals for primary-age children, comparing pilot areas (including Newham) with comparison areas. The evaluation found that a universal offer significantly improved educational outcomes for children, especially at Key Stage 2.

We know that, as in the early years, the level of parental engagement with children's learning is a key factor in overcoming socioeconomic disadvantages in education, and that parenting programmes can help to stimulate this engagement during school years.

A wide range of in-school programmes have been shown to deliver improvements in academic attainment. The Every Child a Reader pilots, evaluated by the Department for Education, found a significant 2-6% point improvement in school-level reading and writing outcomes compared with a control area. The Sutton Trust's educational toolkit also identifies a range of interventions with proven cost-effective impacts on education.

[Department for Education, Evaluation of the Free School Meals Pilot Blanden, Bucking the Trend](#)

[Department for Education, Evaluation of Every Child a Reader Sutton Trust's Education Endowment Foundation toolkit](#)

We want to foster in our young people the qualifications and ambitions that will enable them to succeed in the labour market. Even after years of expansion, there is still strong evidence of an economic benefit from Higher Education. There is limited evidence on the effectiveness of programmes to encourage young people from families without a history of university attendance to apply. The IPPR have concluded that spending on scholarships and bursaries is ineffective, and the Sutton Trust has demonstrated some success through their residential summer school programmes.

We also know that work experience within schools matters in this respect. The Education and Employers' Task Force have shown through analysis of survey data that frequent contact with employers – ideally on four or more occasions – whilst in school reduces by five times the likelihood of being NEET, controlling for educational outcomes.

[PriceWaterhouseCoopers, The Economic Benefit of Higher Education](#)  
[IPPR, A Critical Path: Securing the future of Higher Education in England](#)  
[Sutton Trust, The Impact of the Sutton Trust's Summer Schools](#)  
[Mann, Work Experience: Impact and delivery – insights from the evidence](#)

Our own commissioned research indicates that Newham is not simply a microcosm of the wage returns to vocational education at post-16 level seen in the UK or London. Whilst there is a return to taking these qualifications, it takes some time to materialise. This increases the importance of ensuring that the vocational offer in Newham is tailored to the needs of the local and regional labour market.

### **Where Are We Now?**

Over recent years we have seen constant improvement in educational attainment in Newham. Despite the educational challenges that come from the second most deprived population in England, our results at the end of primary school are at the national average, and the proportion of our young people achieving 5 good GCSEs topping the national average for the first time in 2012.

We're still behind at Key Stage 1 in reading, writing and mathematics scores, and at A-Level. However, across the board we are improving faster than London or the UK. More of our residents are attending Higher Education each year, and the increase is faster than the average for other areas of high deprivation.

[Department for Education statistics](#)

### **What Are We Doing?**

Much of our work to help residents achieve their potential is conducted through partnerships with schools, through the menu of support offered under our Education Guarantee. However, the council directly funds certain elements of support.

Building on the success of the pilot projects detailed above, the council continues to fund free school meals for every child in a Newham primary school. As well as putting cash back into parents' pockets, the evidence shows that this will bring lasting educational benefits.

We have an expanding 'Every Child' offer, to ensure that our young residents get the educational and cultural start that will allow them to progress to great things. The proven Every Child a Reader offer supports primary school

children up to the age of 6, to tackle our low attainment in reading at Key Stage 1. Every Child a Musician offers all children in school years 5,6, and 7 a free musical instrument and lessons so that they have the chance to flourish and build their human capital: that's a principle we are expanding to include Every Child a Sportsperson and Every Child a Theatregoer.

To encourage access to Higher Education we will be rolling out an intervention called the Brilliant Club in our schools, which intervenes early to raise young people's aspirations. We will be rigorously evaluating its performance to add to a limited evidence base in this area.

We want to do more to improve the vocational post-16 skills offer in Newham. Currently Local Authorities have limited partnership involvement in the sector, and we are lobbying central Government for a more active role, including the ability to vary the incentives providers are paid at a local or regional level.

[Institute of Education, Every Child a Musician: Project evaluation 2011/12](#)

## **People are In Control and Independent**

**Aspiration:** People whose circumstances make them vulnerable and do need support are supported to make their own decisions and remain independent.

**Aspiration:** People take ownership of their challenges within a supportive community environment and make informed, positive and long term decisions.

### **What Does the Evidence Say?**

Many of our residents will, through old age, ill health, or other circumstances that make them more vulnerable, need extra help at some stage in their lives. We want to make sure that receiving this support works to build up residents' strengths, rather than de-skilling them, so that they can live as empowered and fulfilling a life as possible.

Re-ablement is an innovation in adult social care that works with people with care needs to help them to improve their confidence and ability to live at home independently. The key aim is to effect an improvement in the quality of life of individuals who need care, with savings to public services an additional beneficial outcome.

The evidence base for the effectiveness of re-ablement is new but increasingly strong. A study conducted at the University of York for the Department of Health, comparing four areas that used re-ablement with comparison areas, found reduced social care costs (although these were almost entirely cancelled out by the costs of the re-ablement service) and improved quality of life outcomes. International randomised controlled trial evidence from Australia found a large positive effect of their Home Independence Program re-ablement service, compared to standard care, on the outcome of continued need for ongoing personal care after a year. A research summary by the Social Care Institute for Evidence covers a number of other international studies showing positive effects on a range of outcomes.

Another intervention that has been suggested to improve social care users' independence is telecare, which involves installing medical and environmental sensors and 24 hour monitoring in a person's home to enable remote care. A randomised cluster trial of telecare conducted in 2009 found an improvement in mortality rates, but with few other significant differences in outcomes.

[University of York, Home Care Re-ablement Services: Investigating the longer-term impacts](#)

[Lewin et. al., A Randomised Controlled Trial of the Home Independence Program](#)

[SCIE, Re-ablement: A cost-effective route to better outcomes](#)

[British Medical Journal, Telecare Whole Systems Demonstrator randomised cluster trial](#)

Self-directed support also offers a route to improved independence, by working with disabled, older and vulnerable people to help and support them to make autonomous choices about how public money that pays for their care

is spent. It can operate on a range of levels, from shared decision making through Individual Budgets, to cash transfers under Direct Payments.

A UK evaluation of the Department of Health's Individual Budgets pilot programme found a significant improvement in the level of control individuals felt they had over their lives as a result of holding an individual budget for their care, as well as improvements in social care outcomes and outcomes for carers. Individual budgets did not lead to higher care costs in this pilot. Evaluations of conceptually similar programmes in healthcare have also been positive: however, in both pilots the lack of joined-up budgets between health and social care was highlighted as a barrier.

[Department of Health, Evaluation of the Individual Budgets Pilot](#)  
[Department of Health, Evaluation of the personal health budget pilot programme](#)

As documented under the strand 'An Active and Connected and Strong and Cohesive Community', evidence shows that the connections and resources that comprise social capital can positively influence outcomes for disabled and older people.

[SCIE, Preventing Loneliness and Social Isolation Amongst Older People](#)

### **Where Are We Now?**

Newham has one of the smallest populations of people over the age of 65 in England. A higher proportion of our population have a disability than in London, and a similar proportion claim disability and long-term sickness benefits.

The percentage of our population receiving social care increases significantly with age, from 8% of the population aged 65-74 to 43% of the population aged 85 and over. As a council we provide social care services to a slightly higher proportion of our over 65s than the London average.

[Newham Joint Strategic Needs Assessment](#)

We are working hard with our social care users to help them move to self-directed support. Currently 83% of our social care customers own their own budgets in some way, higher than the London or England averages of 65% and 55%. Of these, 21% receive direct cash payments.

Newham's disabled adults and older people are less likely to be socially and physically active. In general, only a small proportion of residents (6%) meet friends and family less frequently than once a month but this doubles to 12% among over 65s, and increases to a over a fifth (22%) for residents with a disability.

[Measures from the Adult Social Care Outcomes Framework 2012/13](#)  
[Newham Household Panel Survey Wave 6, 2011](#)

## **What Are We Doing?**

The Newham Enablement Service works with elderly, disabled and vulnerable residents to help them to relearn everyday skills so that they can be independent in their own homes. As part of the assessment process for every adult who is eligible for social care services, we consider whether enablement support might be beneficial. The Enablement Service, assisted by volunteers recruited through our Newham Volunteers service, will set goals with the resident to be accomplished over a 6 week period. The enablement activity can include helping residents to get involved with their community and access other resources, from telecare to occupational health services.

As well as commissioning preventative community activities from the voluntary and community sector, our Community Hubs model will provide an important opportunity to develop activities to reduce social isolation amongst elderly, disabled and vulnerable residents. We plan to pilot joint workers between the Hubs and Adults Social Care, as well as joining up the two services to influence the delivery of the Hubs model.

We will continue to aid as many of our residents to move on to self-directed support as possible, through commissioning effective support services and through managing the local social care market in dialogue with service users and providers.

## **Residents are in Financial Control**

**Aspiration:** Residents make positive financial decisions on debt and savings and are financially better off.

### **What Does the Evidence Say?**

Evidence from the Government's Family Resources Survey, backed up by a number of pieces of in-depth qualitative research, backs up the common-sense understanding that families on lower incomes save less than wealthier families, and that in most cases the issue is primarily seen as one of affordability. Research conducted by the Joseph Rowntree Foundation, repeating past work by anti-poverty charities, has shown that people on low incomes can pay a 'poverty premium' when purchasing things like utilities and credit that has been estimated at around 10% of a minimum household budget, as a result of their position in the market.

[IPPR, Saving and Asset Building in Low Income Households Family Resources Survey 2011/12](#)  
[Consumer Futures/JRF, Addressing the Poverty Premium: Approaches to regulation](#)

Asset ownership has been associated with a range of positive educational and psychological outcomes for individuals and communities. Evidence on the types of interventions that can encourage people on lower incomes to build savings and assets is mixed. The Individual Development Account approach pioneered in the USA and offering financial education and matched savings accounts, has been found to improve the likelihood of home ownership in one longitudinal randomised controlled trial, but other evaluations have not found the same positive outcomes.

In the UK, The Child Trust Fund scheme provided start-up funding with occasional top-ups for a savings account in the name of all children from birth, with additional amounts for low-income families. The scheme was halted after five years, and early evaluation could not attribute a positive effect on savings habits to the scheme.

A clear link has been identified in academic research between a person's financial literacy – their ability to manage money – and positive financial outcomes, like savings or retirement planning. The evidence on whether financial education programmes can influence these outcomes is limited, although a number of controlled studies suggest that they can, both in school and into adulthood, and that courses based on useful 'rules of thumb' are most effective.

[Respublica, To Buy, To bid, To Build: Community Rights for an Asset Owning Democracy](#)  
[Richards, Does Individual Development Account Participation Help the Poor?](#)  
[Hastings et. al., Financial Literacy, Financial Education, and Financial Outcomes](#)

## **Where Are We Now?**

Newham residents have lower earnings and employment relative to the rest of the Capital, which is likely to put pressure on people's ability to save. Our surveys suggest that around a third of residents save, but half of them save less than £50 each month.

Many of our households struggle with debt, with around one in five in arrears on at least one bill and 7% in arrears on two or more. 10% of our residents are classed as 'fuel poor', defined as spending more than 10% of their income on fuel, which is the highest in London but low nationally.

[Newham Household Panel Survey Wave 6, 2011](#)  
[Department for Energy and Climate Change, Fuel Poverty Statistics](#)

## **What Are We Doing?**

Because many of our residents struggle to save large amounts, it can be difficult for them to invest in large expenditures that might bring about positive, sustainable change in their lives, such as learning a new skill or overcoming a mobility restriction. To help our residents meet this challenge we are currently piloting our [Life Changing Fund](#), a scheme which works in a relational way with residents to understand what will help positively change their lives, and then provides mentoring and loans of up to £1,500 to support them to achieve their aspirations.

Along with other Local Authorities across England in April 2013 we took control of a devolved budget previously used for elements of the discretionary Social Fund. Our local Newham Crisis and Community Support scheme replicates many of the features of previous provision while we learn more about residents' needs, but we hope to use the budget in innovative ways in the years to come.

We want to provide an independent information, advice and guidance service to our residents which, as well as helping with immediate problems around debt, benefits, housing, and other issues, helps them to address the root cause of problems and build their capacity to handle things on their own in the future. We have currently extended for 2013/14 a pilot in-house service that aims to learn how best to do meet this aim.

## **The Council is Efficient and Trusted**

**Aspiration:** Residents feel the council is on their side, responsive to their views and delivering effective services they value.

### **What Does the Evidence Say?**

Evidence on what residents value in their Local Authority comes primarily from survey data commissioned to look at the issue. Ipsos Mori carried out a series of national surveys and identified firstly that residents feel the local council has a major effect on their day-to-day life, more than Westminster or the European Union.

They identify that the more people feel well informed about the council's activities, the better their perception of the service they receive. This has also been identified as an issue by the Local Government Association, who noted in 2009 that a quarter of residents mistakenly believed that councils were responsible for hospital provision.

Other research by Mori has also identified that the strongest drivers of residents' satisfaction are perceived value for money and quality of services. Looking at a deeper level, they found that the quality of street scene or environmental services mattered a great deal, as did the quality of customer service received in recent interactions. In terms of the make-up of an area ethnic diversity and deprivation were strong predictors of negative perceptions of councils, at a national level.

[Ipsos Mori, The Reputation of Local Government](#)  
[Ipsos Mori, What Drives Satisfaction with Local Government?](#)  
[Local Government Association, New Reputation Guide](#)

Evidence from the field of behavioural psychology has identified that the way that public bodies communicate with their customers can have a significant impact in the level of positive response that is received back. The Cabinet Office's Behavioural Insights Team has used this research to improve tax payment levels.

[Behavioural Insights Team, Fraud, Error and Debt](#)

### **Where Are We Now?**

Our survey data shows that Newham residents are more satisfied with the way that the council runs things than the national average, at 68% in 2011 compared with 55% nationwide. Levels of satisfaction have been increasing since 2002. This is a notably positive direction of travel, and runs counter to the suggestion from national research that our diverse population and the high levels of deprivation in Newham might predict negative perceptions of the council.

Ratings of individual local services have also been improving over time, with recent marked improvements in schools and refuse collection, but with our housing and advice centres continuing to lag despite improvements.

### [Newham Household Panel Survey Wave 6, 2011](#)

#### **What Are We Doing?**

We believe it's vital to ensure that our residents know what the council is doing and are able to have their say. That's why we publish the fortnightly Newham Mag, with details of local events and opportunities, as well as information about the council's activities and decisions that are being made. We know from our evidence that residents regularly read it, and appreciate being kept informed.

Our Community Hubs model will enable more of the decisions that matter to residents about the use of their local assets to be made at a very local level, ensuring that residents' voices are heard. They will also connect residents more closely with their local council lorst, the directly elected community leaders who research shows residents identify as the 'faces' of the council.

At the same time as we make decisions about services more local through the Hubs, we are bringing more of our services, from payments, to parking, to environmental services, into line with residents' expectations of a digital, 24/7 service. That's why we've embarked on our Customer Access Programme, which has moved many of residents' enquiries online over the last two years. Over half of residents now have an account on the My Newham internet service portal, and 40% of our enquiries are now received online.

In order to explore how we can better communicate with our residents, we are embarking on a randomised controlled trial of different methods of communication in Council Tax and Housing Benefit overpayment reminder letters. It's important that our residents pay debts that they owe in order to maintain vital public services, and we're aiming to put our understanding of what works to achieve that on a more scientific basis.

## **A High Quality Physical Environment**

**Aspiration:** People act in a way which respects and looks after the local environment

**Aspiration:** There is a well maintained public realm with accessible facilities and quality public space that encourages people both to get active and stay in the borough through choice

### **What Does the Evidence Say?**

We know that the cleanliness of their streets and quality of the physical environment matters a great deal to our residents' quality of life. But we also think of it as vital to enabling Newham people to get out into their community and set down roots.

Research has shown that there is no simple correlation between residents' perceptions of street cleanliness and objective measures of litter prevalence. This research also highlighted that people living in deprived communities were more likely to build their perceptions about their environment from discussions with others in their community, and were less likely to report flytipping or eyesores through official channels than people from wealthier areas.

[Keep Britain Tidy, Whose Reality is it Anyway? Understanding the Impact of Deprivation on Perceptions of Place Summary Report 2010](#)

Research conducted in America for the Keep America Beautiful organisation studied individuals' littering behaviour, and found that the prevalence of litter bins predicted less littering, but that pre-existing litter increased individuals' littering rate. The finding that receptacles reduce littering was especially true for cigarette butts.

Other research conducted in the USA in the 1980s found that the design of bins can positively affect the level of their use, with more recent Dutch research finding that messages on bins prompting positive social norms can also reduce littering. Evidence from the UK on the effectiveness of fixed penalty notice fines for littering found that they have a positive short term effect, but that public perception of their legitimacy is limited.

Research into private sector waste minimisation clubs has found some positive effects, but with minimal reliable evidence or evaluation.

[Schultz et. al., Littering Behaviour in America: Results of a national study](#)

[De Kort, Persuasive Trash Cans](#)

[O'Neill, Blanck, and Joyner, The Use of Stimulus Control Over Littering in a Natural Setting](#)

[Ipsos MORI, The Effectiveness of Enforcement on Behaviour Change](#)

[Coskeran and Phillips, Economic Appraisal and Evaluation of UK Waste Minimisation Clubs](#)

There is considerable evidence of the importance of the built physical environment on a range of outcomes. Researchers in the USA have found that features of the physical environment like bars on windows, front porches, and the presence of graffiti can significantly affect people's feelings of neighbourliness and social cohesion. The principle that crime can be 'designed out' through architectural methods has a considerable body of evidence in its support, with key principles widely accepted by planning authorities.

[Wilkerson et. al., Neighbourhood Physical Features and Relationships with Neighbours](#)  
[Cozens, Saville and Hillier, Crime Prevention Through Environmental Design \(CPTED\): A review and modern bibliography](#)

### **Where Are We Now?**

Our residents are increasingly satisfied with the street cleaning service that the council provides, but our evidence also finds that they continue to view cleaner streets as an area that the council ought to prioritise.

Service-level data shows that Newham collects large volumes of waste, in comparison with other areas, and that the proportion of sites in Newham with an unacceptable level of littering has reduced significantly over a five-year period.

[Newham Household Panel Survey Wave 6, 2011](#)

### **What Are We Doing?**

Because our residents tell us that the cleanliness of their streets matters a great deal, we invest heavily in our street cleaning operation. We are the only borough in our area to invest in a regular night-time cleansing service, which aims to keep streets clean and discourage residents from littering. Research evidence suggests that this approach is also likely to be valuable in reducing signals of environmental decay that can make residents feel unsafe.

We also continue to provide a free bulky waste removal service to all Newham residents, where most Local Authorities currently charge, in order to tackle the blight of waste in front gardens.

We have also recently launched our 'Love Newham' smartphone application and [website](#). This allows residents to quickly report geo-tagged examples of street scene problems to our team, allowing our street cleaning teams to efficiently target their activity.

## People are Safe

**Aspiration:** People whose circumstances make them vulnerable feel safe and are protected from avoidable harm.

### What Does the Evidence Say?

It's vital that our most vulnerable residents are free from harm and abuse. The responsibility for achieving this is shared across all parts of the council, and out into the community and amongst our stakeholders. We can better address abuse and safeguard our residents when strong networks help prevent them from being isolated.

Developmental psychology tells us that disrupted attachments to caregivers early on, due to abuse, neglect or emotional unavailability, can affect people in later life, causing difficulties in terms of social skills, ability to learn, and physical health.

This observation is especially true for young people in care who are frequently moved between different placements. Research conducted with Inner London looked-after children found that those who had moved three or more times in the last year were three times as likely to have a probable psychiatric diagnosis than children in more stable situations – but were less likely to access mental health services.

#### [Beck, Addressing the Mental Health Needs of Looked After Children Who Move Placement Frequently](#)

There are a number of evidence-backed interventions, evaluated by the Social Research Unit, which can support carers to prevent either family or foster care placement breakdown. These include Functional Family Therapy, rated as a 'model' programme by the University of Colorado's Blueprints evaluation scheme. Functional Family Therapy uses trained therapists to change relationships within families, to reduce the risk of re-offending amongst children. It is short-term, with low costs and a cost/benefit ratio.

Other evidence-based approaches, such as Multi-Systemic Therapy, also work on an early intervention basis with the whole family to address young people's behaviours, while others, like Multi-Dimensional Treatment Foster Care, involve short-term specialist foster placements to support families where young people have more chronic problems. These programmes have been shown to be effective at reducing re-offending and family breakdown, although with a lower rate of return on investment than Functional Family Therapy.

The point of transition from care to adult life can be very difficult for some young people. Two recent government pilots, of the Right2BCared4 and Staying Put schemes, have worked to smooth this transition through extending placements beyond the 16 and 18 years-old threshold, with some qualitative evidence that this has proved effective in giving young people more

control over their lives, providing more stability and more closely replicating the transition experience of their peers in the general population.

[Social Research Unit, Investing in Children: Youth Justice Blueprints programme evaluation of Functional Family Therapy](#)  
[Department for Education, Evaluation of the Staying Put: 18+ family placement pilot programme interim report](#)  
[Department for Education, Evaluation of the Right2BCared4 Pilots](#)

Reducing social isolation is an important part of safeguarding vulnerable adults. Isolation and loneliness predict a host of negative physical and mental health outcomes, from blood pressure and immunity to cognitive functioning, which are likely to increase the need for residential care. Some international evidence also suggests loneliness and social isolation as a risk factor for elder abuse. Meta-analysis of interventions to reduce social isolation finds that while increasing opportunities for social interaction matters, the most effective interventions build cognitive skills and address thought patterns that can lead to people focussing excessively on, rather than taking control over, issues with loneliness and isolation.

Empirical evidence on specific adult safeguarding interventions is quite limited, with established best practice the main source of instruction. A study has shown that improving staff training can have a positive effect on the identification and management of elder abuse.

[Hawkley and Cacioppo, Loneliness Matters: A theoretical and empirical review of consequences and mechanisms](#)  
[Masi et. al., A Meta-analysis of Interventions to Reduce Loneliness](#)  
[Richardson, Kitchen and Livingstone, The Effect of Education on Knowledge and Management of Elder Abuse: a randomized controlled trial](#)

## **Where Are We Now?**

Over the last three years a focus on stable placements and mediation within families has reduced the number of children with child protection plans in place by a third, and the number of children who are looked after by a quarter. In recognition of the fact that adoption can provide the best chance for many children at a stable and loving environment, we have worked to improve our rate of adoption, increasing it by 40%.

Data around adult safeguarding is complex, as it is an often under-reported problem. We have seen a steady increase in the number of placement over the last five years, although the increase seems to have begun to plateau. The most common type of issue raised in adult safeguarding cases is neglect, followed by financial abuse.

[Department for Education, Children Looked After by Local Authorities in England, Including Adoption](#)

## **What Are We Doing?**

The Community Hubs programme will help our older and more vulnerable residents to build the social networks that we know can help to tackle isolation, a risk factor in cases of elder abuse. The programme will also help to improve community awareness of elder abuse, in order to encourage quick and easy reporting where cases do arise.

Our Children and Young People's Service is at the centre of a comprehensive triage system, which has been operated across relevant council services and partners since June 2012. If a member of staff at our partner agencies or in our universal services is concerned about a family they work with, they can make a referral. All triage members then gather data on the family to ensure decisions made around them are collective and informed.

Building on learning from a small-scale pilot under the central Government's Troubled Families scheme, our Families First programme will intervene with families to improve relationships and outcomes for all members. We have used the Multi-Systemic Therapy approach with some of the families that participated in the pilot, and will be rigorously evaluating the full scheme in terms of outcomes, impact, and value for money.

For children who have been taken into care, we will continue to build on our work to promote adoption where it's possible to do so. But we also want to improve outcomes for children who need to stay in the system, by promoting alternatives to residential care such as specialist foster carers and by improving the range and availability of foster care placements in the borough.

## People are Healthy

**Aspiration:** People aspire to good health throughout their lives and make positive choices to maintain and improve their health and wellbeing.

**Aspiration:** The wider determinants of health - including socio-economic and environmental factors - promote good health.

**Aspiration:** We will reduce health inequalities both within Newham and with other areas, so that our residents' health is as good as anywhere else.

## What Does the Evidence Say?

More of our residents in good health is a positive outcome in itself, but equally health problems can be socially isolating. The factors influencing a person's health are complex, and much of the other work that the council does can influence health inequalities in a positive way.

Successive reviews of health inequalities, from the Black Report in 1980 to the Marmot Review in 2011, have shown that health is often determined by wider social and economic factors, which increase the likelihood of behaviours and life experiences which can damage health: so health outcomes cannot be improved, in the long term, without tackling these root causes.

A synthesis of scientific evidence conducted for the Department for Work and Pensions in 2006 found that work is generally good for physical and mental health and wellbeing, with the caveat that jobs must be suitable and safe for disabled people. Research conducted for the independent Building Research Establishment quantified the health costs of poor housing, showing that bringing all homes to a decent standard could save the NHS £600m per year.

[The Marmot Review, Fair Society, Healthy Lives: A Strategic Review of Health Inequalities in England Post-2010](#)

[Waddell and Burton, Is Work Good For Your Health and Wellbeing?](#)

[Nicol et. al., Quantifying the Cost of Poor Housing](#)

Kings Fund research shows that lifestyle programmes are less effective at changing the behaviour of people in lower socio-economic groups, who are more likely to make poorer lifestyle choices. People with no qualifications were more than five times as likely as those with higher education to engage in all four studied negative behaviours (smoking, excessive alcohol use, poor diet, and low levels of physical activity) in 2008, compared with only three times as likely in 2003.

[King's Fund, Clustering of Unhealthy Behaviours over Time: Implications for policy and practice](#)

Alcohol and substance misuse represent a real barrier to healthy lifestyles for some of our residents. Evidence collected by the National Treatment Agency and National Institute for Clinical Excellence finds that the most effective, evidenced form of treatment for opiate addiction, the primary problem drug in Newham, is a pharmacological approach (replacing the problem drug with a

synthetic opiate) combined with proven psychosocial interventions such as contingency management, which involves a series of incentives for continuing in treatment. The combination has been demonstrated to be more effective than either treatment in isolation.

For people with harmful or hazardous drinking habits, 'brief' interventions, consisting of short sessions of advice and information, have been shown in meta-analyses of clinical trials to be effective in reducing alcohol intake, although there is not yet sufficient evidence to show that they work outside a healthcare context. For people with moderate alcohol dependence a range of psychosocial interventions, from cognitive behavioural therapy to behavioural self control training, can be effective, while for severe alcohol dependence pharmacological therapy may be required.

[National Institute for Clinical Excellence \(NICE\), Drug Misuse: Opioid detoxification](#)

[National Treatment Agency \(NTA\), Treating Drug Misuse Problems: Evidence of effectiveness](#)

[National Treatment Agency, Review of the Effectiveness of Treatment for Alcohol Problems](#)

### **Where Are We Now?**

Life expectancy gives a well-established, easily understood measure of differences in health outcomes. People living in Newham had a life expectancy at birth two years lower than the London or national average for men, at 76.5 compared with 78.3 years. For women the gap with London was similar, at 81.1 compared with 82.9, but smaller compared with England. The gaps between wards are bigger, with a 13.7 year difference between the Royal Docks, with the highest life expectancy, and Canning Town with the lowest for women, and a gap of 11.8 years between Green Street East and Little Ilford for men. As well as having a shorter life expectancy, our residents have a higher mortality rate from treatable causes.

Looking at the behaviours that can contribute to poor health, our own survey evidence backs up the observation that levels of physical activity are low in Newham. We also know that levels of alcohol abuse are high, as we have the third highest levels of alcohol-attributable admissions to hospital in London. We are in the group of London boroughs with the highest complexity of drug issues, and have a comparatively low level of people with substance misuse problems in treatment or successfully completing it.

Across a range of outcomes, including late diagnosis of cancer, recorded diabetes, cardiovascular disease, teenage pregnancy, and immunisation coverage, Newham has worse outcomes than the national average.

[London Health Programmes: Health Needs Assessment Toolkit](#)

### **What Are We Doing?**

As research identifies, in the long term tackling poor health requires us to tackle the socio-economic root causes of poor health, which the council aims to do by building resilience across our services, from our work to help residents into work through Workplace, to the work that our universal free school meals programme does to tackle food poverty and instil healthy eating behaviours at a young age.

The provision of specific public health services is new to the council, with a number of key areas transferred to Local Authorities across the country on the 1<sup>st</sup> April 2013 for the first time. We plan to capitalise on the opportunity this represents by conducting a full assessment and re-design of our public health services with the aim of securing greater value for money and making more effective and sustainable provision. In addition, the council will take advantage of its new role in the Health and Wellbeing Board to work in partnership with the local NHS to create a joined-up, holistic view of health services in the borough.

Currently we are gathering evidence to inform new commissioning of drug and alcohol treatment services, and ensuring that referral pathways to our smoking cessation service are effective.

Our Community Hubs will be responsible, under the Active and Connected strand, for ensuring that there are local opportunities for residents to get physically active, and at a borough-wide level the establishment of our Community Leisure Trust, Active Newham, has given frontline staff the freedom to operate a more relevant sports and leisure service.