

# Newham Multi-Agency Partnership Safeguarding Adults Annual Report

1 April 2008 - 31 March 2009





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## Message from the Mayor



Welcome to the fourth safeguarding adults annual report. In Newham we are committed to ensuring our vulnerable residents are safe and protected from harm. It's a job we do with our partners, which is why the work of Newham's Safeguarding Adults Partnership Board is so important.

We want to continue to build on the good multi-agency work to date with our partners including the police, Newham Primary Care Trust, East London Foundation NHS Trust and many other voluntary organisations in the borough.

Our residents deserve to live in a safe environment, free from the fear of abuse, exploitation or mistreatment and this year we've seen those who have tried to harm our more vulnerable residents receiving custodial sentences following joint working between the Safeguarding Adults Team and Newham Metropolitan Police.

We want to ensure this partnership working is continued and strengthened, that awareness is raised and that people continue reporting cases of abuse.

**Sir Robin Wales**  
**Mayor of Newham**

## Message from the Chair



I have been pleased to see the progress made this year in protecting vulnerable adults in Newham and this work is continuing. I have seen the Partnership Board grow and develop over the last year and in this report you will find details of some of the important work that has been going on.

This year we have seen more referrals coming through to the Safeguarding Adults Team, which are a result of the training that has been delivered to staff in understanding how to recognise abuse and reporting on it.

We are steadily improving the quality of responses to abuse, with the capacity to respond and learn from our increasing body of knowledge and experience. We have effectively taken forward our new responsibilities as a result of the Mental Capacity Act and Deprivation of Liberty safeguards.

As the department moves forward with Self Directed Support and Putting People First we are mindful of the need to ensure that we have measures in place to protect those who may be vulnerable.

I look forward to handing over the Chair in the autumn as we go into the next phase of development.

**Jana Burton**  
**Chair of Newham Safeguarding Adults Partnership Board**





## A message from Councillor Joy Laguda, Cabinet Member for Older People and Adults



As the lead member for Older People's Services I have been closely involved in the work on safeguarding adults in Newham and feel extremely passionate about it. In the last year we have strengthened our safeguarding adults service and have continued working hard with our partners to ensure that Newham's vulnerable residents can live safely, without fear from abuse or harm.

Newham's Safeguarding Improvement Group has achieved demonstrable improvements in many areas, including:

- raising awareness
- partnership working
- staff training
- recording practice of staff
- quality of practice.

We are now in a much stronger position and I am delighted we are appointing an Independent Chair for the Partnership Board.

I'd like to thank all the staff and partners involved in ensuring that Newham residents can continue to live safely in the borough.

### Executive summary

This is the fourth Annual Report from Newham's Safeguarding Adults Partnership Board, detailing the work of the Board and its sub-groups and safeguarding developments across partner agencies. The report also includes an analysis of the alleged incidents of abuse of vulnerable adults in Newham and outlines new national policy developments which impact on safeguarding work. The report concludes with a summary of the safeguarding adults priorities for the next three years (2009 – 2012).

## The Safeguarding Adults Partnership Board

**The Board includes: Chair: Head of Adult Services, Newham Council**

**And representatives from:**

- Newham Council and Newham Primary Care Trust (PCT) Integrated Adult Services
- Family Justice Centre
- East London Foundation NHS Trust
- Newham Homes
- The Forum for Health and Wellbeing
- Newham Local Involvement Network [Newham LINK]
- EKTA Project Action For Asian Elders And Carers
- Commission for Social Care Inspection (Care Quality Commission)
- LBN Adults Projects & Partnerships (Commissioning)
- Department of Work and Pensions
- Newham Public Protection Unit (Metropolitan Police Service)
- Newham University Hospital Trust
- Safeguarding Adults Team
- LBN Legal Services Division
- London Ambulance Service

The Partnership Board promotes, informs and supports the work to safeguard adults in Newham. It does this by ensuring that safeguarding adults is a theme that is strategically driven, adequately represented across the borough and included in strategic thinking, documents and plans.

The partnership and multi-agency approach to safeguarding adults is essential for effective information sharing, pooling expertise and the coordination of interventions. This year we have advertised for an Independent Chair to lead the Partnership Board. It is intended that this person will participate in the review of the board, its membership and terms of reference in the year ahead.



## The National Policy Context for Safeguarding Adults

### Legislation:

2007 saw the introduction of three significant pieces of legislation:

- Mental Capacity Act 2005
- Mental Health Act 2007
- Safeguarding Vulnerable Groups Act 2006

These pieces of legislation have introduced:

- the introduction of a new criminal offence: 'wilful neglect of a vulnerable person'
- the introduction of independent mental capacity advocates specifically in relation to adult protection/safeguarding activities
- The retention of the Mental Health Act offence of 'ill treatment of a mentally disordered person' with the maximum sentence raised from two to five years
- a new vetting and barring scheme for people who work with vulnerable adults and children.

### Mental Capacity Act 2005

The Mental Capacity Act came into force fully on October 1 2007. It applies to anyone aged 16 and over in the UK, and provides a legal framework for acting and making decisions on behalf of individuals who lack mental capacity. It also makes it possible for individuals to plan ahead and make arrangements about their care, finances and health in case they can no longer make decisions for themselves.

The Mental Capacity Act introduces the following changes:

- there must always be a presumption of capacity
- a single clear test for capacity
- a check list of key factors that helps to determine what is in the 'best interests' of the person lacking capacity
- the creation of Advance Directives and Lasting Power of Attorney
- clarification about the actions to be taken if a person lacks capacity
- an obligation to consult those caring for a vulnerable adult who lacks capacity about decisions affecting that person
- an independent mental capacity Advocate will only be consulted in special circumstances and where there is no other appropriate person who can be consulted
- a new criminal offence of ill treatment or wilful neglect of people who lack capacity will be created
- creation of a new Court of Protection and Public Guardian.

The Act acknowledges that capacity might fluctuate and that because a person might lack capacity to make a decision about one particular part of their life, this does not necessarily mean that they lack capacity to make all decisions. Therefore the Act applies to situations where a person may be unable to make a particular decision at a particular time and that assessments of capacity must be time and decision specific.



### **Mental Health Act 2007**

There are provisions within the Mental Health Act that provides safeguards for vulnerable mentally disordered people by increasing the maximum penalty for those found guilty of the offence of ill treatment or wilful neglect of a patient (patients can be either in a hospital or community setting or subject to guardianship orders; perpetrators can be paid or unpaid carers) from two years imprisonment to five years.

The Mental Health Act 2007 also amends the Mental Capacity Act 2005 to ensure that any deprivation of liberty of a vulnerable person, where it occurs, has a lawful basis.

### **Safeguarding Vulnerable Groups Act 2006**

The Department of Health issued a consultation paper in relation to the definitions and applications of the SVG Act, particularly in relation to identifying appropriate people and roles that should come under its remit. It was anticipated that the implementation of the new vetting and barring procedures would start in October 2008 but at the time of writing this report we are now advised by the Home Office that the implementation of this new system has been delayed until October 2009.

The Safeguarding Vulnerable Groups Act will bring about:

- improved vetting and barring schemes
- new definitions of vulnerable adults
- duties laid upon regulatory bodies to work in partnership with local authorities in identifying and responding to instances of potential abuse and neglect, including institutional abuse and neglect
- clarity of terminology.

### **Review of No Secrets**

**In October 2008 the Department of Health launched a review of No Secrets guidance which is expected to report in summer 2009.**



## Review of the year

This has been another busy year for the Safeguarding Adults Team, which has seen new developments implemented to support and consolidate best safeguarding practice. The main agenda driving these improvements has been the action plan which was drawn up following the Independence Wellbeing and Choice inspection in late 2007 and published in last year's report.

### Key priorities for 2008/09:

- to improve the evidence and recording of safeguarding incidences and outcomes on case files, electronic social care records and Carefirst
- to improve the participation and engagement of service users and carers in safeguarding issues
- to develop and disseminate an information strategy for service users
- to develop safeguards to meet the potential risks placed by Individual Budgets
- to improve our rating to at least two stars and adequate.

A great deal of work has ensured that all key priorities have been implemented. This was recognised in November 2008, when the council was pleased to announce that CSCI (now Care Quality Commission - CQC) had judged our safeguarding services as adequate and all efforts are being channelled into raising this outcome further towards good.

Having reached our first milestone in achieving 'adequate' status in November, the emphasis has turned to driving the 'Moving to Good' timetable forward.

### New developments within the Board

- Creation of the role and start of the recruitment process for an Independent Chair for the Board.
- This year has seen the development of a number of sub-groups to provide the operational support needed to implement the Board's strategic vision for safeguarding including:
  - A Risk, Choice and Enablement group, which has developed innovative responses to managing risk, specifically (though not exclusively) in relation to people in receipt of Individual Budgets
  - The Training Advisory Group, which brings together managers from a range of providers across the partnership to agree training priorities and share learning
  - The Best Practice Group, created with partners to take forward the key priorities as agreed by the Board.

### Developments in Safeguarding Adults Work

- Increase in resources for the Safeguarding Adults Team. There are now 1.5 full-time equivalent, safeguarding managers posts, (job share), two part-time safeguarding officer posts, jointly funded with the PCT, a full-time senior practitioner and a full-time admin position.
- Stronger emphasis on quality monitoring with the team now routinely undertaking safeguarding audits to gauge staff understanding around reporting, responding and recording safeguarding activity.



- Safeguarding Champions, for which every team across Adults Services has representation. Champions act as 'lead officers' on safeguarding issues within their team
- Commissioning of two external audits to support the care governance work being undertaken within the council
- Key principles relating to the Mental Capacity Act (MCA) and the Deprivation of Liberty Practice Manager requirements have been embedded into safeguarding work. The deprivation of liberty practice manager and admin support have been appointed and are based in the Safeguarding Adults Team
- Risk Enablement Panel. This is a forum at which staff, service users or their families can share risk decision making where there are concerns about managing significant risk issues.

**Engagement with service users**

There has been a strong emphasis on service user involvement throughout every step of the safeguarding process and our forms and procedures have been amended to reflect this. This year has seen greater participation of service users, their families, and/or advocates at strategy meetings. Mechanisms have been put into place to ensure social workers clarify how service users who go through the safeguarding process feel about the experience and how they are safer as a result.

This year the Safeguarding Adults Team worked with the Asian elders charity (EKTA) to commission a play especially for service users around issues of adult abuse. The play, Everybody's World, was seen by more than 200 people at day centres and other venues. In April a successful service user event was held at the Resource Centre,

Chargeable Lane, at which 55 Newham residents attended a day of activities, discussion and film. Residents were joined by Councillor Joy Laguda, Cabinet Member for Older People and Adults, to watch a performance of the EKTA play. The event was also attended by local police, ambulance and fire services and its focus was 'keeping free from abuse'.



## Key achievements from across the partnership

**This year some of our partners have kindly provided us with an update of their key achievements in relation to safeguarding activity.**

### **Newham University Hospital Trust**

- Creation of a Safeguarding Lead Officer post
- MCA/Deprivation of Liberty Policy written and ready for ratification
- Action plan for learning disabilities – informed by 'Health Care for All' recommendations
- Education sessions rolled out in conjunction with safeguarding adults managers, delivering training to doctors, consultants and clinicians from across the hospital.

### **Newham Metropolitan Police (MPS)**

This year has seen a number of significant achievements in the safeguarding of adults at risk both in terms of the Metropolitan Police Service and Newham police in particular. The key achievements are listed below:

- criminal charges brought using new MCA powers, under section 44, criminal neglect, following a joint operation with the Safeguarding Adults Team. This is one of several significant investigations, some of which have resulted in custodial sentences and others which are currently progressing through the criminal justice system
- lunchtime seminars held on Achieving Best Evidence and Forced Marriages with emphasis on people with disabilities
- In June the MPS launched the safeguarding adults at Risk Policy. This policy seeks to professionalise and improve the quality of service delivery to adults at risk who are, or are suspected of,

being the victims of abuse/crime. It will provide a standardised approach across the MPS to the identification and management of safeguarding incidents, by issuing clear instructions to staff ensuring that everyone understands their roles and responsibilities.

### **Newham Primary Care Trust**

- temporary funding was identified to employ 1.5 full-time equivalent PCT clinicians for three months up to the end of March 2009 to help embed safeguarding practice in the PCT
- commissioning of a play based on adult abuse issues by the Asian Elders charity EKTA, in conjunction with the Safeguarding Adult Team and funded by Newham PCT. The actors were volunteers from the local Asian community, EKTA and staff from local day centres.

### **East London Foundation Trust**

- new post of Safeguarding Adults (ELFT) and Domestic Abuse Lead filled in February 2009 located in the Trusts Social Inclusion Directorate.



- Increase in the number of safeguarding alerts from eight in 2007/8 to 39 in 2008/9 from mental health teams
- Appointment of identified safeguarding lead or champion all ELFT teams.

### **EKTA**

- Basic and advanced safeguarding training delivered to 20 professionals and volunteers in English and Asian languages
- A number of presentations to over 1000 people in Asian and English across Newham and two neighbouring boroughs
- Performance of the play, Everybody's World, to an audience of 200 service users and professionals
- Celebration of World Elder Abuse Awareness Day at Toynbee Hall.

### **London Ambulance Service**

- We have a pan-London reporting scheme to all London boroughs
- All of our operational staff are trained in recognition and reporting of safeguarding issues as part of their initial training
- We are currently putting our paper report forms into an electronic format and plan for this to go live this year. This is being trialled in Newham
- We have a strategic group encompassing a broad spectrum of roles and responsibilities across the trust that continues to meet on a regular basis
- Our procedures were adopted by all of the UK ambulance trusts
- We commented on the No Secrets consultation on behalf of all of the ambulance trusts.





## Safeguarding success stories from across the partnership

As well as successful joint working with the police, the Safeguarding Adults Team has been working with a range of partners to affect positive outcomes for users.

The social work and safeguarding team worked with the Trading Standards Office recently to seize dangerous toys imported from China.

Evidence was obtained that a vulnerable, elderly person had been befriended by a young woman in what is referred to as a 'sweetheart scam' (when a woman or man professes love for the adult at risk, usually for financial or material gain or to acquire accommodation). In this case the woman used the victim's property to store a very large amount of toys.

## Review of Training

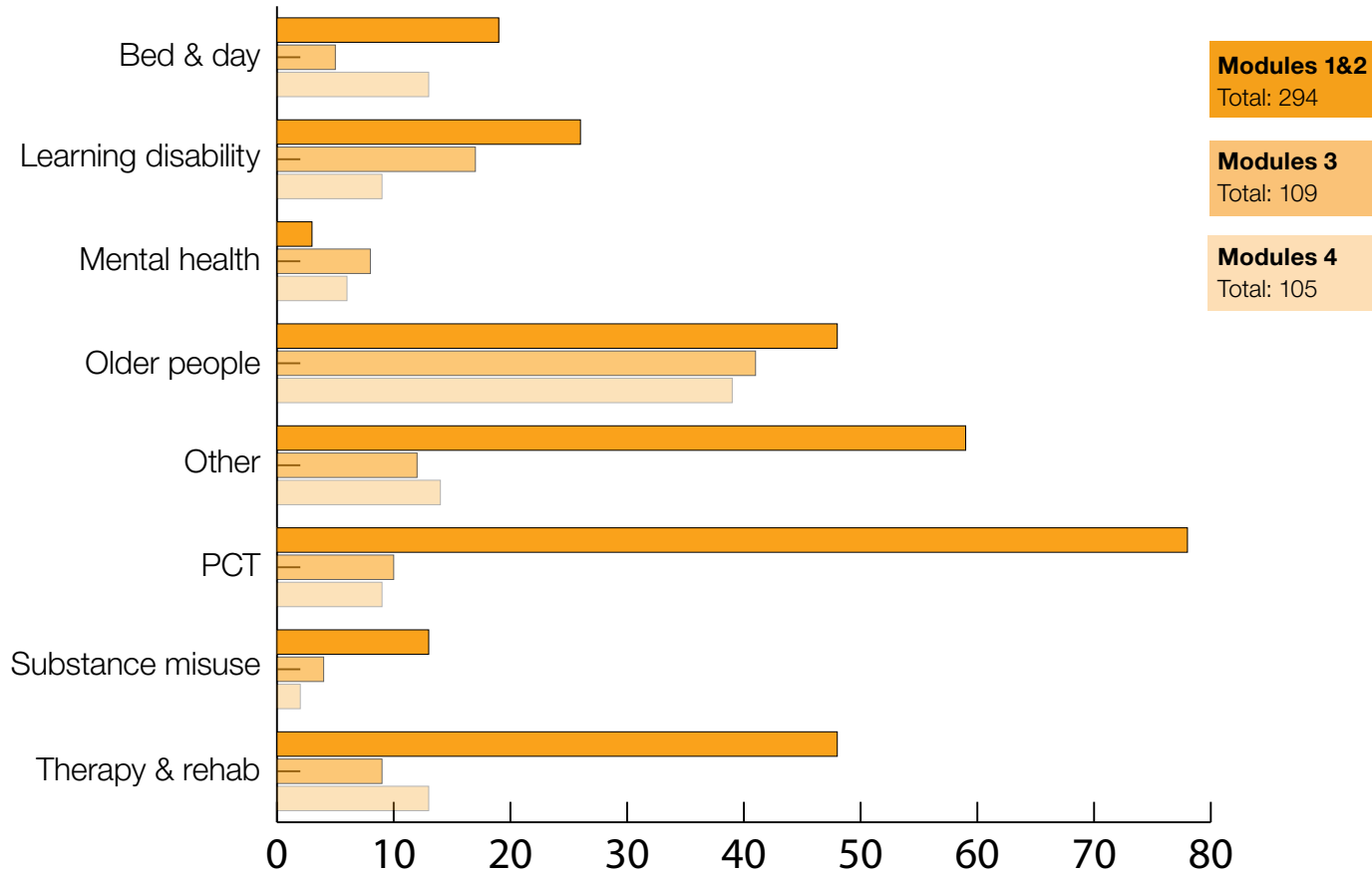
The Safeguarding Adults Team has worked closely with the Learning and Organisational Development team and now has a service level agreement in place to ensure the planned delivery of training to staff across the partnership. Mental Capacity Act training was rolled out to over 600 staff across Adult Services, East London Foundation Trust,

Newham PCT, Newham University Hospital Trust and independent sector partners and providers.

In addition the team purchased two e-learning packages to support staff and partners in consolidating understanding and awareness of mental capacity and safeguarding adults. Licences and passwords are available to all partners who wish to access the e-learning package. The Safeguarding Adults Team has delivered training to over 500 staff across the PCT, NUHT, LBN and independent sector providers. This is an excellent achievement in terms of raising understanding and awareness, and is having a positive impact throughout care provider services both in terms of good care practice and awareness issues.

Professional training has continued to be delivered on a modular basis, with modules 1 and 2 'raising awareness' and 'safeguarding procedures', being delivered by in-house staff. Last year eight Module 3 'investigators' courses (more specialist training for professionals) were run, which were primarily for social workers leading in safeguarding investigations but were also open to PCT staff and other professionals who may take on this role. Module 4 courses were commissioned specifically for managers. This course focuses on managers' responsibilities around the safeguarding process and will help embed the changes to practice that have been implemented. The course will run again during 2009 for senior managers and Partnership Board members.

## NUMBERS OF STAFF WHO HAVE ATTENDED MODULAR TRAINING 08/09



### Modules 1&2

Total: 294

### Modules 3

Total: 109

### Modules 4

Total: 105

This table shows the breakdown of staff in the different areas who received the modular training.

We have worked collaboratively with Metropolitan Police Newham to deliver lunchtime seminars on achieving best evidence and forced marriages to 100 practitioners across all sectors and further courses on this are planned for the forthcoming year.

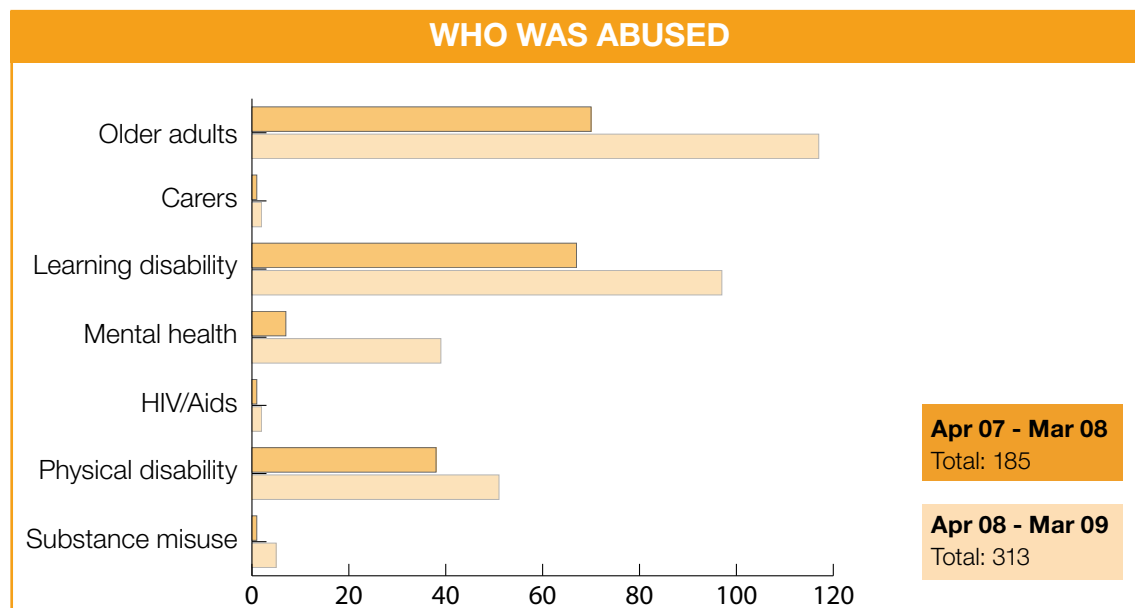
## Summary of Safeguarding Adults statistics

### How many cases of abuse have been reported in Newham?

The total number of cases reported to the Safeguarding Adults Team from April 2008-March 2009 was 313.

This is a significant increase on last year's figures (187). Whilst this is viewed as a positive outcome of the training that has been delivered to staff in understanding how to recognise abuse and report on it, further work is required to ensure that alerts raised are appropriate. Work is ongoing with our providers and colleagues in commissioning teams to ensure that low level concerns which relate to poor practice are responded to in the first instance elsewhere.

Where comparative data is available from the previous year this has been included in the tables below.

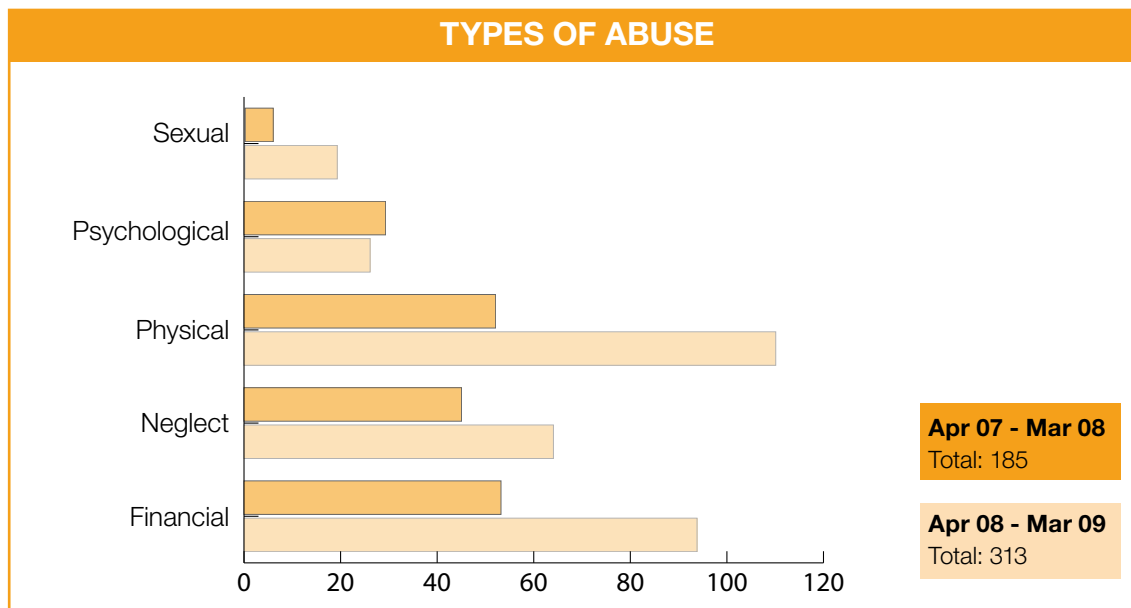


### April 2008 - March 2009

The data in table 1 shows older people being the most reported group in Newham followed closely by people with learning disabilities. These figures are representative of national trends.

This year has seen a threefold increase in alerts for people with mental health issues, which is a reflection of extensive awareness raising training delivered across mental health teams in 2007. Training staff as Safeguarding Champions has assisted in raising awareness across the Trust and other areas.





#### April 2008 - March 2009

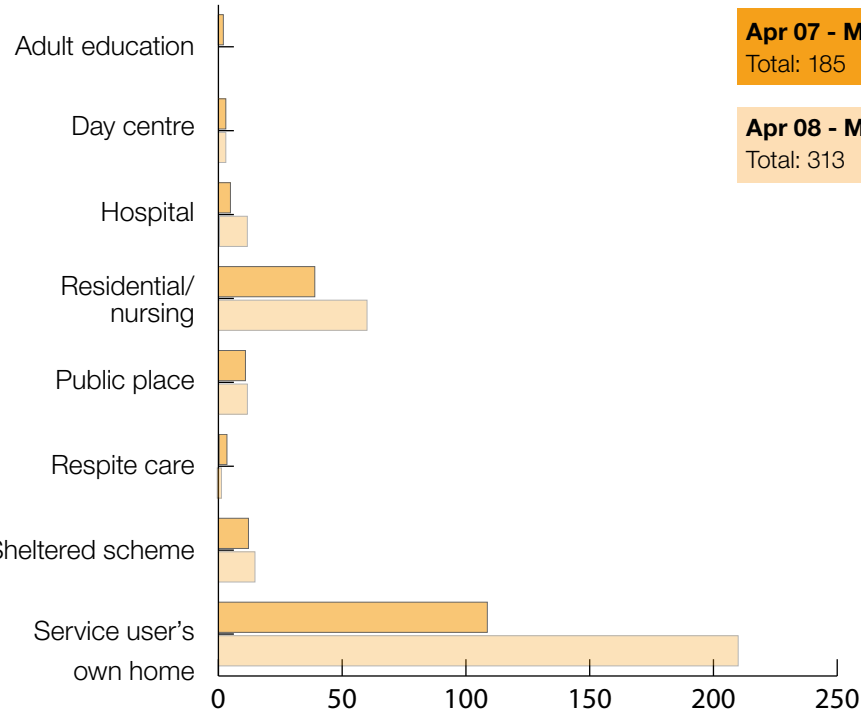
Data in table 2 highlights that the most common type of abuse experienced by Newham residents is physical abuse, followed by financial abuse, which was last year's most recorded type of abuse. This too is reflective of national trends.

Neglect is now more frequently reported and we know this is most often seen in care homes and in service users' own homes where they are reliant on care provider services. This highlights the need for increased training around good practice with provider organisations.



## WHERE DID THE ALLEGED ABUSE HAPPEN?

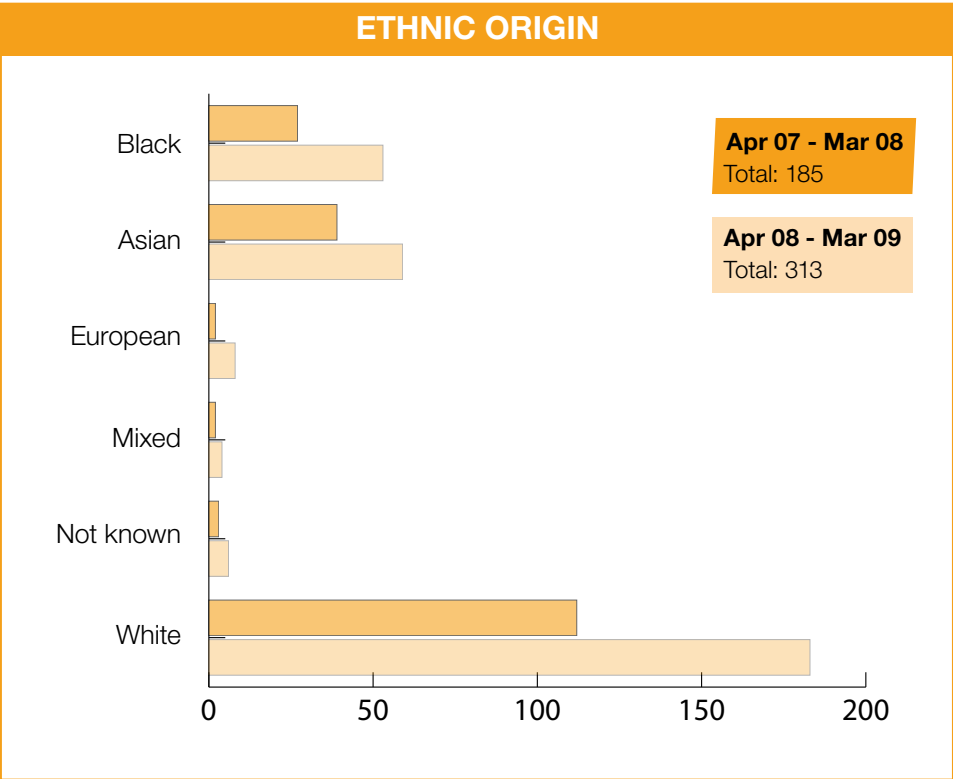
### Location of abuse



### April 2008 - March 2009

The data in table 3 shows that in Newham most reported abuse in the service user's own home. This is consistent with national trends, but it is also recognised that abuse is more likely to go unreported in people's own homes or where service users live with parents or other family members.

The figures for abuse occurring in residential and nursing homes are also relatively high. Colleagues across this sector are working actively to ensure good reporting of abuse to the Safeguarding Adults Team. Work is underway with zero and one star provider services to identify actions to support them with raising standards.



**April 2008 – March 2009**

The ethnic origin of the referrals received by the Safeguarding Adults Team continues generally to reflect the ethnic composition of Newham according to the 2001 Census. Referrals of those from a white origin remain consistently high with several alerts now being reported from the increasing population of Eastern Europeans within Newham. Future safeguarding adults arrangements need to take account of the growing Eastern European communities to ensure their voices are heard.

It is known that the ethnicity breakdowns in Newham show significant variations for people aged 18-64 years and 65 years plus.

**Over 65 (makes up 18 per cent of total population)**

- White 52 per cent
- Black 17 per cent
- Asian 26 per cent

**18-64 years (makes up 64 per cent of total population)**

- White 35 per cent
- Black 23 per cent
- Asian 35 per cent

Although only 18 per cent of the population of Newham is aged over 65 years, 40 per cent of alerts received were from this age group and the ethnicity figures need to be seen in this context.

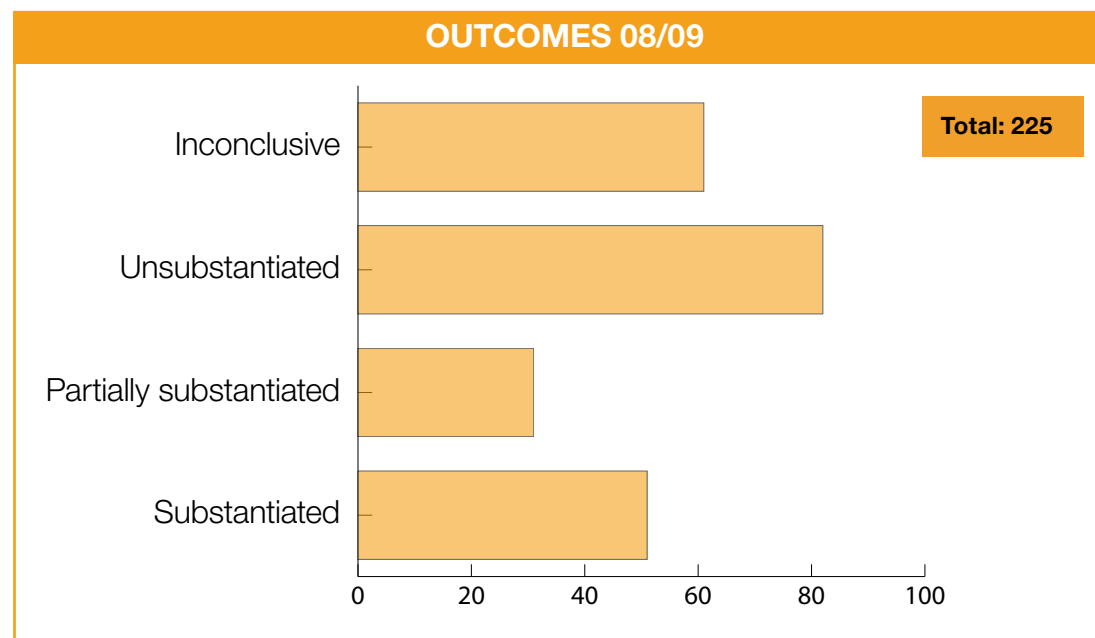
Safeguarding figures do however suggest under-reporting amongst Asian service users. Further analysis of this is in progress alongside work with Asian communities to increase awareness of safeguarding issues.

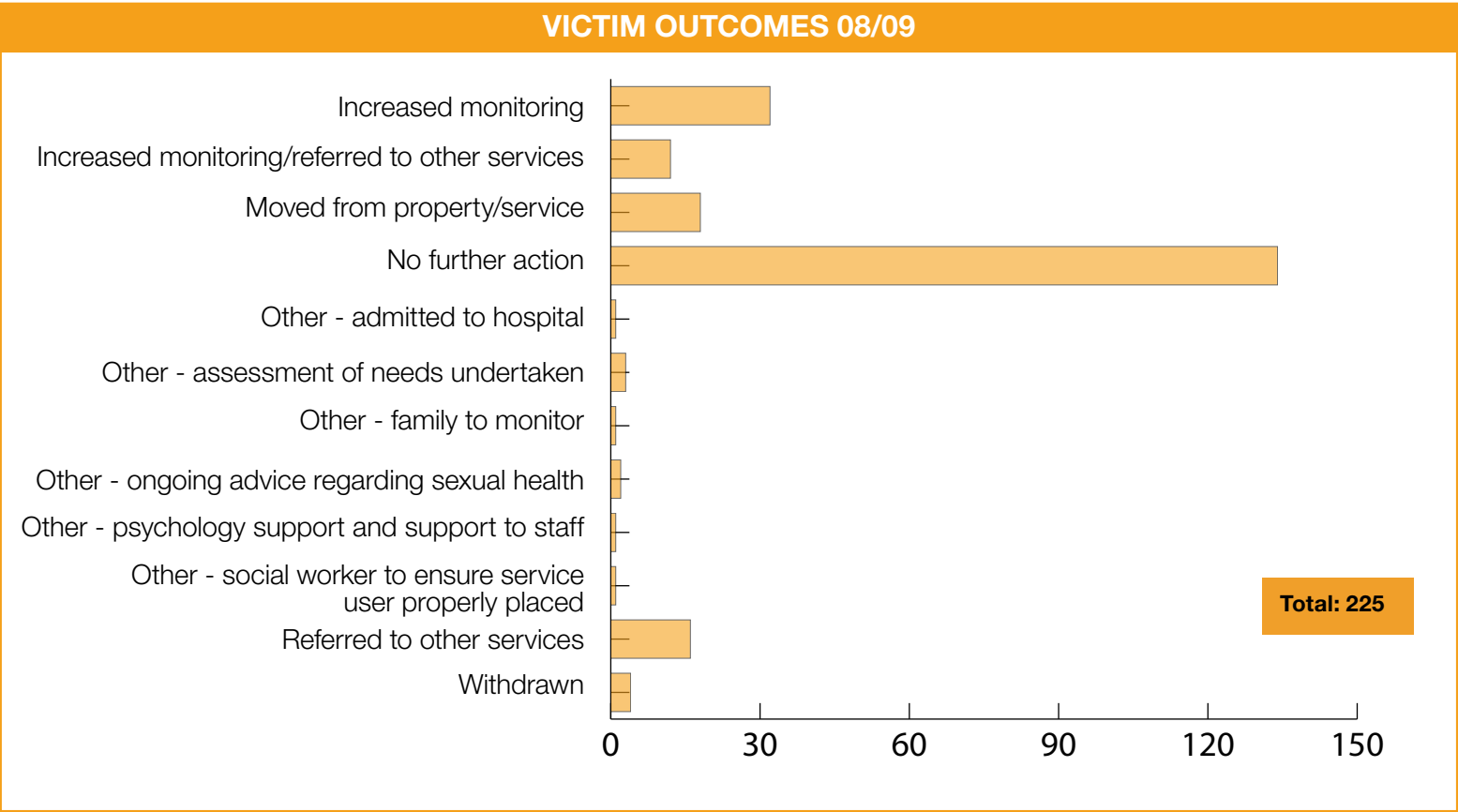
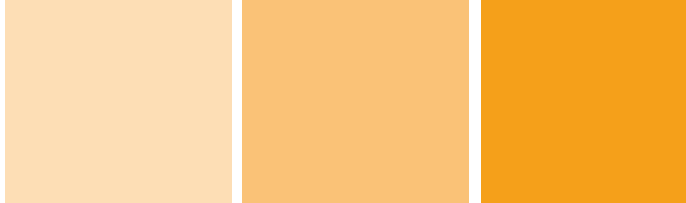


## Outcomes

The collation on the outcome of a safeguarding event is crucial to ensure the person has been safeguarded and that the accuracy of the allegation in the original alert is confirmed. The complexities of each case mean that there are always varying timescales to completion.

The results in table 5 show that there is a high number of unsubstantiated alerts. There are many reasons for this but the most common is that upon further investigation a sound explanation is found, e.g. a misunderstanding between service users and carers or incidences of poor practice. Inconclusive decisions are frequently made when there is a lack of supporting evidence.



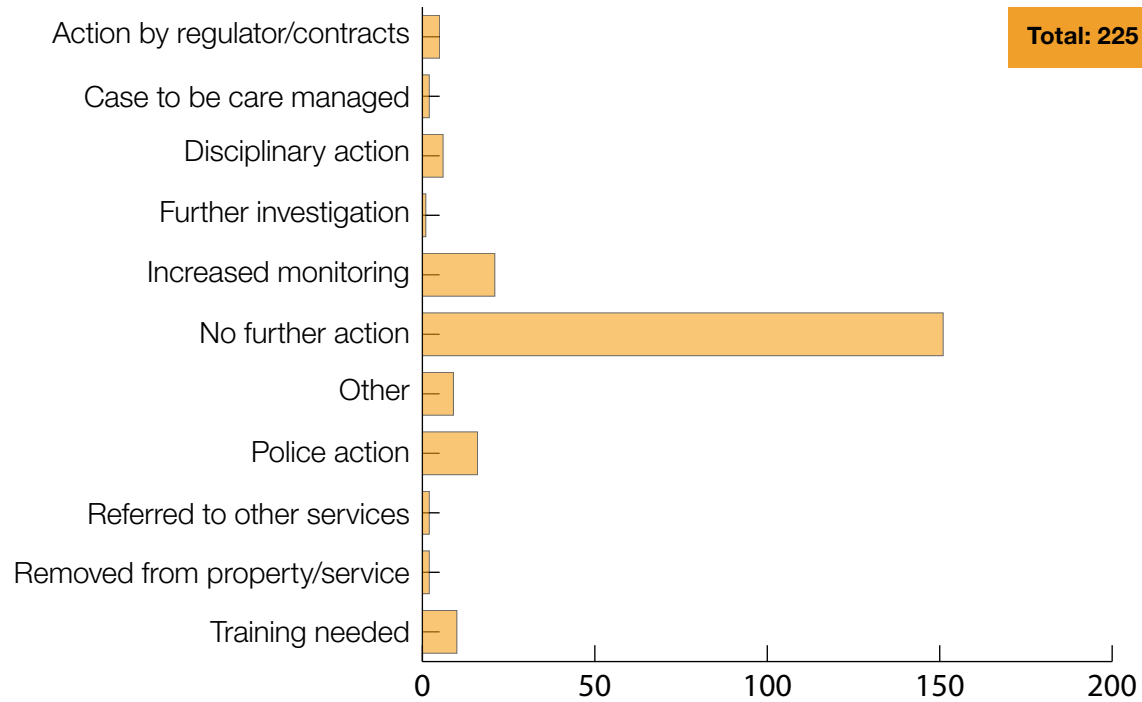


### Victim outcomes

Outcomes for victims show that for the majority of people there are no significant interventions required, for example, a move of home. However, this does not measure the psychological impact of the allegation on all parties involved in an investigation. It is recognised that this is often a difficult process for all concerned.

The table also highlights a significant number of cases where no further action has been recorded. It should be noted that this is within the context of the safeguarding investigation only and in many cases there is ongoing care management to support the individual following the safeguarding investigation.

## PERPETRATOR OUTCOMES 08/09



### Perpetrator outcomes

Perpetrator outcomes can be the most difficult to collate, as disciplinary or criminal processes are lengthy. Newham has had a good response to criminal charges compared to national statistics.

Often perpetrators unintentionally abuse, through carer stress or ill-informed practices, which are stopped once the issues are identified and alternative ways of dealing with them are agreed. Families, including those identified as perpetrators, can often be reassured by the safeguarding process in such situations.



## Newham Safeguarding Adults priorities for 2009-2012

Safeguarding is about continually ensuring that we improve practice. The Board has agreed the following as the priority areas of work for the next three years.

### 1. Safeguarding Adults Partnership Board (SAPB)

- Revision of the SAPB membership to ensure appropriate representation
- Identify roles and responsibilities for the Independent Chair
- Agree and review terms of reference for SAPB and sub-groups
- Job description for SAPB members
- Identify multi-agency resources on a year-by-year basis
- Monitor progress of the sub-groups
- Review the audit arrangements to ensure robustness
- SAPB to review their work annually to address new areas for development
- Publish annual report.

### 2. Safeguarding Adults Sub-Groups

#### 2.1 Best Practice and Policy Implementation Sub-Group

- Develop a robust audit framework to ensure that the policy and procedures are embedded and adhered to within all agencies in Newham
- Monitor and review implementation of Deprivation of Liberty safeguards
- Ensure safeguarding issues influence the commissioning and de-commissioning of services
- Building on the good links with health providers to improve the number of alerts from primary, community and acute settings.

#### 2.2 Training Sub-Group

- Review membership and purpose of group
- Ensure all staff across partner agencies, providers and voluntary staff are trained at an appropriate level, including specialised training where appropriate
- Agree multi-agency training programme 2009-2012
- Ensure partners are aware of their responsibilities to implement the requirements of the new vetting and barring scheme under the Vulnerable Groups Act 2006.

#### 2.3 Working with Service Users Sub Group

- Increase the involvement of people who use services and carers in contributing to strategic development in safeguarding.

### 3. Priorities for the Safeguarding Adults Team 2009-2012

- Develop an effective performance management information system in line with national reporting guidelines
- Increase stakeholder and public awareness through a range of media
- Make vulnerable adults aware of abuse and how to report it
- Develop awareness materials accessible to all service users.

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More information on definitions and a whole range of issues for all partners working in the area of adult abuse can be found in the Multi-Agency Safeguarding Adults policy, the LBN procedure manual and the Multi-Agency Partnership Toolkit.

[www.newham.gov.uk/Services/AdultAbuse](http://www.newham.gov.uk/Services/AdultAbuse)

### For further information contact

**Mandy Oliver/Karen Bohan**

**Safeguarding Adults Managers (job share)**

**Int: 33620/37164**

**DDI: 020 3373 3620**

**Mobile: 07789 923 433 / 07786 661 747**

**Email: [mandy.oliver@newham.gov.uk](mailto:mandy.oliver@newham.gov.uk)**

**[karen.bohan@newham.gov.uk](mailto:karen.bohan@newham.gov.uk)**