

Overview & Scrutiny Committee

Wednesday, 8 May 2024

Additional Papers

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| 4. | UPDATE ON FUTURE GRENFELL SUPPORT CONSULTATION
(2024-2028) | 3 - 12 |
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Report to follow.

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THE ROYAL BOROUGH OF KENSINGTON AND CHELSEA

OVERVIEW AND SCRUTINY COMMITTEE – 8 MAY 2024

STRATEGIC DIRECTOR OF GRENFELL PARTNERSHIPS, COMMUNITIES AND TRANSFORMATION

UPDATE ON FUTURE GRENFELL SUPPORT CONSULTATION (2024-2028)

This report provides a short update to the Overview and Scrutiny Committee on the work with bereaved, survivors and the immediate local community to shape the next phase of Grenfell support from 2024-28.

It summarises the progress made since the update provided to the Committee in March 2024, particularly in relation to the three Council-led consultations (one with bereaved and survivors, one with the immediate local community and one with children and young people) about what form this support should take.

The Committee is invited to:

- Review the progress made since March 2023 when a fuller update was provided, including the outcomes of Phase 3 of the consultation.
- Review the work underway currently in Phase 4 of the consultation, where models of support are being developed with the community.
- Note the work of the External Scrutiny Team (EST).
- Note the plans for the final stages of the consultation and broader next steps.
- Identify areas where the Committee would like further information or detail to enable them to effectively scrutinise this work.

1 EXECUTIVE SUMMARY

- 1.1 Services funded from the current Grenfell Recovery Programme (2019-2024) will start closing from September 2024, although some initiatives will run into 2025. This report provides an update to the Overview and Scrutiny Committee on the work with bereaved, survivors and the immediate local community to shape the next phase of Grenfell support (2024-28). A four-phase consultation commenced in Autumn 2023 and concludes in Spring 2024, with a view to services starting from September 2024 to ensure there is not a gap in service provision.
- 1.2 This paper follows the last updates to the Committee in [March 2024](#) and [December 2023](#), which provided a detailed overview of the design of the consultation process, updates on Phase 1 and Phase 2 of the consultation, and plans for the final stages of work.
- 1.3 Phase 1 closed at the end of 2023, and across all groups we heard from over 2,500 people, including 1,500 children and young people and over 65% of bereaved and survivors (400 responses). Phase 2 ran through February 2024, with 98 people participating in the Phase 2 workshops where people were able to review the collective Phase 1 findings and reflect on what it meant for future service design.

- 1.4 For the bereaved and survivor and immediate community consultations, Phase 3 ran through March 2024. It involved developing models with the bereaved, survivors and the immediate community, looking at the options, choices and trade-offs available, and thinking about what approach might work that delivers on the feedback we have received through the consultation so far. 107 people participated in Phase 3, sharing their views through workshops and individual conversations.
- 1.5 For the bereaved and survivor and immediate community consultations, the final Phase (4) began in mid-April. Here we have presented draft final models of support to the community to test our thinking and whether people feel comfortable with the support. This is the final stage of feedback and shortly after the end of Phase 4 we will be publishing the final models of support that will be presented to Leadership on the 5th June for endorsement. Phase 4 is due to end in mid-May and so far we have heard from 224 people.
- 1.6 The education and training consultation is on a slightly longer timeline, with Phase 3 launching on the 8th May. We expect this consultation to conclude in June in time for a Leadership team decision in July.
- 1.7 The External Scrutiny Team (EST) have continued to scrutinise, challenge and support the consultation, making helpful recommendations and suggestions that have improved the process. They have also commenced direct work with the bereaved, survivors and immediate community to help shape what the long-term system for scrutiny of the programme will look like.
- 1.8 Once the consultation process begins to conclude and decisions start being taken in June, a further update on this work will be brought to the Committee in Summer to: review plans for the implementation of the bereaved and survivor and immediate community consultations; and provide an overview of the education and training consultation.

2 RECOMMENDATIONS

- 2.1 In considering this report, the Overview and Scrutiny Committee is asked to:
 - Review the progress made since March 2023 when a fuller update was provided, including the outcomes of Phase 3 of the consultation.
 - Review the work underway currently in Phase 4 of the consultation, where models of support are being developed with the community.
 - Note the work of the External Scrutiny Team (EST).
 - Note the plans for the final stages of the consultation and next steps.
 - Identify areas where the Committee would like further information or detail to enable them to effectively scrutinise this work.

3 BACKGROUND ON THE CONSULTATION SO FAR

- 3.1 The funding for the Future Grenfell Support programme was agreed in the [May 2023](#) Leadership Team report, where the Council committed to providing

additional focused support to bereaved and survivors and the immediate local community living around Grenfell Tower, including those who have moved out since the fire, for the next four years (2024-28). This is part of an entirely new programme of support, agreed as part of the Global Settlement Agreement and funded by the Council, the Government and some of the other parties to the Agreement.

- 3.2 This support is in addition to the compensation payments made to individual claimants. Its aim is to provide ongoing collective support to the affected community from 2024-28, partly to help mitigate some of the challenges that can arise when individual claims are paid. The Global Settlement Agreement uses the legal term ‘Restorative Justice’ to refer to this support. However, we heard clearly from the community that this term is confusing and potentially misleading, so we are instead using the term ‘future Grenfell support’ to describe this new programme of support.
- 3.3 The Global Settlement Agreement set out three broad themes or areas of focus for the new programme of support (all to cover the period 2024-28), along with indicative amounts of funding:

Theme	Total commitment
Personalised support for bereaved and survivors	£18m
Support for the immediate local community near the Tower (as above)	£10m
Education and training for bereaved and survivors and the immediate local community	£14m

Table 1. Indicative funding allocations for the new programme of support agreed through the Global Settlement Agreement.

- 3.4 Beyond the broad themes for the new programme and the indicative funding envelopes, nothing else was decided through the Global Settlement Agreement about the nature of the support or the precise scope of programmes and projects. Instead, the agreement included a requirement for a wide-ranging consultation with bereaved, survivors and the immediate local community. This was to ensure that the support would be shaped directly by feedback from bereaved, survivors and the local community and therefore reflect their changing needs.
- 3.5 The Council was asked to lead this consultation work by lawyers acting for the claimants and, subject to community agreement, to coordinate the delivery of the new programme of support from 2024 to 2028. Given the Council’s role in the tragedy, the lawyers for the claimants also insisted that an External Scrutiny Team (EST) was appointed to provide independent scrutiny of the Council-led consultation. This was designed to reassure the community and claimants that the funds would be managed properly and fairly. After a competitive process, a consortium of two organisations with expertise in community involvement and

participation, [Involve](#) and [Collaborate CIC](#), was selected by claimants (via their legal representatives) to act in this capacity.

- 3.6 The EST have worked with us since their appointment to review the consultation plans and to monitor and assess our delivery. They have challenged and advised us and worked to ensure the materials and approaches used throughout the consultation adhere to best practice. They have encouraged us to work at a more inclusive pace, ensuring that we bring the communities with us and give people time to get involved in the way that works for them. Their challenge has led to a better process.
- 3.7 The consultation started in Autumn 2023 and is scheduled to conclude by Summer 2024, with services commencing from Autumn 2024. The consultation itself is made up of four phases:

Phase	Detail	When
Phase 1	Individual feedback via survey, phone calls, meetings, door knocking, workshops	Oct – Dec 23
Phase 2	Findings of Phase 1 shared with everyone, with group discussions to reflect on others' views and explore tensions and questions	Feb 24
Phase 3	Developing models with the community, looking at options, choices and trade-offs through workshops and sessions	March 24 (education and training later)
Phase 4	Testing final model via surveys, calls, door knocking and workshops	April-May 24 (education and training later)

Table 2. Details of the phases of the consultation with a timetable of delivery.

- 3.8 Updates on the consultation were reviewed by the Committee in [March 2024](#) and [December 2023](#). These updates provide a detailed overview of the design of the consultation process, and the outcome of Phase 1 and Phase 2 of the consultation, and plans for the final stages of work.
- 3.9 We are enormously grateful to everyone who took the time to read the analysis and share their reflections in these sessions with us. The process has been strengthened by the time and effort our residents and key stakeholders have put into the process.

4 UPDATE ON WORK UNDERWAY – PHASE 3 AND PHASE 4

- 4.1 Three consultations are being run simultaneously to help design the future support. Owing to resource pressures and a desire to reduce confusion for the community, they are now on slightly different timescales.
- 4.2 The two consultations on future support for (1) bereaved and survivors and (2) the immediate community are due to conclude in mid May, with a Leadership

Team decision scheduled for June to endorse the outcome of the consultation. Phase 3 for these two consultations took place in March, with Phase 4 live at the point of writing.

- 4.3 The consultation on education and training support is due to conclude in June with a Leadership Team decision planned for July currently. Phase 3 for this consultation launches on the 8th May.
- 4.4 While response rates have varied at times, we are very grateful for so many people, partners and community leaders taking their time to participate and encourage others to get involved. In total we have had detailed feedback from over 2,639 people, with significant parts of the consultation still to come.

Phase	People engaged	Detail/ including over:
Phase 1	2210	410 bereaved and survivors took part (65% of cohort) Over 1500 children and young people Over 300 people from immediate community
Phase 2	98	Through workshops and 1-1 conversations with community leaders
Phase 3	107	Only covering bereaved and survivors (51) and immediate community (56)
Phase 4	224 (so far)	Only covering bereaved and survivors (97 responses) and immediate community (127 responses) Consultation still live

Table 3. Response rates across the phases

Phase 3 for the bereaved and survivor and immediate community consultations

- 4.5 Phase 3 took place in March and is a critical part of the process. Here we developed models with the bereaved, survivors and the immediate community, looking at the options, choices and trade-offs, and thinking about what approach might work that delivers on the feedback we had received through the consultation so far. A number of workshops, with independent facilitation, were held with timings set to accommodate Ramadan as much as possible. These sessions took place online and in person.
- 4.6 107 people took part in the workshops, as set out in Table 3 above. Additional feedback was provided by bereaved and survivors who shared feedback individually via email and phone calls.
- 4.7 The materials for the sessions, which set out the various models and the choices and trade-offs that come with them, were reviewed by the EST. The EST scrutinised them and challenged us to ensure the materials presented provide a fair reflection of the feedback received to date. The facilitation plans for the sessions also benefited from the EST's check and challenge given the need to manage these conversations in a sensitive, restorative and trauma informed way.

- 4.8 While the conversations were often sensitive and difficult at points, the Phase 3 workshops helped us to test our thinking and review trade-offs and consider where more work was needed.
- 4.9 For the bereaved and survivor consultation, the Phase 3 model set out the three main perspectives we had heard from bereaved and survivors about the type of support they wanted to see going forward. It tested various ways to approach the model, suggesting a way forward which would provide everyone eligible for the service with choice and control and the ability to choose whether they wanted to have the support of a key worker going forward or wanted pure control over the support available through a personal budget. It also tested how we could begin to provide different levels of support to people within the bereaved and survivor population, recognising that the difference between the needs people have are increasing as time passes.
- 4.10 The choice and control part of the proposed model was well-received with only additional detail on practical considerations sought. The question of how to meet different needs was more contentious; people agreed it was the right time to address this question, but there were different views expressed on how to do this fairly. The table below is an extract from the Phase 4 materials and sets out some of the key points that were agreed in Phase 3 and where more work was needed.

Topic	Key areas where more work was needed
Choice and control	<p>Overall consensus</p> <ul style="list-style-type: none"> • People liked the option of being able to Opt-in and Opt-Out of dedicated support • People liked that personal budget sizes varied according to the choice you make. <p>More clarity needed on:</p> <ul style="list-style-type: none"> • Do all individuals from the same household have to opt-in and opt-out? If people can decide on a personal level, what type of support will/ won't be available? How can we make sure the model will work in practice? • Is there flexibility on the review period? • If people opt out, where do people go if they need support? • How would the workforce be managed?
Different needs, driven by different experiences	<p>Overall consensus</p> <ul style="list-style-type: none"> • Most people agreed that people had different needs within the bereaved and survivor population, and that these were driven by the different experiences people had had. Most people agreed that this needed to be recognised, but this was also the most contentious part of the conversation. • A lot of people recognised that the groups identified did need more support, but they felt that there were many other needs driven by other experiences that weren't being recognised in the model. • Some people felt the recognition that was being given wasn't enough, while others worried about how divisive this could be. • Some people felt uncomfortable about the bluntness of some of the ways different needs and experiences were being demarked, and questioned how restorative this was. <p>More development</p> <ul style="list-style-type: none"> • We needed to look again at the current bereaved and survivor population and try and better capture the full range of different needs, driven by the different experiences, that exist and account for these differences more. • We needed to articulate the differences between these needs and experiences better

Table 4. Phase 3 findings from bereaved and survivor consultation

- 4.11 For the immediate community consultation, the Phase 3 model was less detailed as there is not an existing service the future support will be replacing. As such, the Phase 3 model here presented attendees with a wide range of options and choices which reflected the feedback to date. These options and ideas were considered and debated in the workshops to help interpret the findings. This included key questions of how to deliver well-being support to people, whether through individual choice and control or through the sector, and how to respond to some of the key feedback we had heard about the

importance and centrality of housing and health to people's sense of recovery. Levels of consensus varied.

Phase 4 for the bereaved and survivor and immediate community consultations

- 4.12 Phase 3 closed in late March and the Grenfell Partnerships team then analysed this feedback and reflected on it with the broader evidence base that has been gathered. This feedback was added to the body of ideas and comments we have gathered and this was used to produce draft final models for the support that would be available. These models were then scrutinised by the EST to ensure they reflected the feedback fairly, refined accordingly, and then sent out to the communities in mid-late April to start Phase 4.
- 4.13 Phase 4 will run through to mid May and people are able to share their views on the draft models through workshops, 1-1 conversations, emails, surveys and door knocking. So far (mid way through at the point of writing) we have heard from 97 bereaved and survivors and 127 members of the immediate community. We anticipate that these numbers will have increased significantly by the end of Phase 4.
- 4.14 In Phase 4, the bereaved and survivors have been presented with a more developed model, addressing the key areas of focus from Phase 3. This includes a fully developed opt-in/ opt-out model of support for the key-worker component of the support, and a more detailed approach to considering how to provide different amounts of support to people within the bereaved and survivor population, reflecting on peoples' different experiences and needs. Conversations on this aspect of the model are understandably sensitive and difficult and we have committed to managing them as carefully as possible.
- 4.15 The immediate community have also been presented with a developed model in Phase 4. This model clearly sets out a full proposed offer of support which includes an advocacy team and a range of interventions to support individual and collective well-being. It includes support to help people cope with living around the Tower, covering respite and support for emotional and physical well-being. The well-being aspects of the model have been well-received to date with more work potentially needed on considering the role of the advocacy team.
- 4.16 We will stop taking feedback in Phase 4 for both consultations in mid May. Shortly after this we will publish the final models of support and share the outcome with the relevant communities. These final models will then be presented to Leadership on the 5th June for endorsement.

Phase 3 plans for education and training consultation

- 4.17 As set out earlier, the education and training consultation is running on a different timescale. Here, Phase 3 will commence on the 8th May and will consist of a range of workshops with both (1) bereaved and survivor adults and children and (2) adults and children from the immediate community.

- 4.18 This is because the £14m available for this theme is to cover both the bereaved and survivors and the immediate community. The education and training offer also has to cover both adults and children.
- 4.19 In Phase 3 we will be testing out how the funding should be split across these various cohorts, reflecting on the key findings on this theme from Phase 1 and Phase 2 and think about what types of interventions might be most impactful for each cohort. We will be working with workshop attendees to consider the trade offs and options, think about how to avoid duplication, and to ensure that people who need the support most can benefit effectively.
- 4.20 Once these trade-offs have been considered and agreement reached on the proportions, we anticipate that a full model will be presented to bereaved and survivors and the immediate community in Phase 4 which clearly sets out the components of what would be on offer for feedback.

5 NEXT STEPS

- 5.1 Once the consultation process begins to conclude and decisions start being taken in June, a further update on this work will be brought to the Committee in Summer to: review plans for the implementation of the bereaved and survivor and immediate community consultations; and provide an overview of the education and training consultation.
- 5.2 Subject to Leadership Team approval and positive feedback from the EST regarding the process, implementation of the new models will then begin in earnest. The first parts of the new services will aim to go live in Autumn 2024, although some aspects of the future models may take longer to implement. Once all service offers are live, a clear map of what is available will be produced to help ensure people know what is available so those who need support can access it.
- 5.3 The EST will also be continuing their work to design the future scrutiny system for the programme, which is likely to give more power and control to residents. Work began in February on this, but the bulk of the work is not expected to happen until the shape of the future services is known.
- 5.4 When the consultation process was first designed in mid-2023, it was originally hoped that implementation would begin in January/ February to allow for some services to commence from April 2024. This was driven by the timetable for the ending of the current Grenfell Recovery Programme, which was due to start finishing from the end of March 2023. It became clear in 2023 that this timeline would not be able to be met, so in July 2023 the Leadership Team agreed extensions for various parts of the Recovery Programme to ensure all services would extend until Autumn 2024.
- 5.5 While there is uncertainty still remaining on exactly what the future models of support will look like, voluntary and community sector partners funded from the current Grenfell Recovery programme have been asked to prepare full transition and exit plans to ensure there are safe and managed arrangements

for residents should these services not be able to secure equivalent funding from the new model of support or other funding sources.

- 5.6 The risk of existing providers not being able to secure replacement funding from the new model of support has increased since the March update. While the consultation is not finished and so there remains ambiguity, we heard in Phase 3 of the immediate community consultation (as well as throughout the process) that people want to see less money invested in the voluntary and community sector going forward. In Phase 4 we have therefore proposed a significantly smaller port of funding for investment in the voluntary and community sector than we invest under the current Grenfell Recovery strategy.
- 5.7 All transition plans were received by the end of March 2024, and close attention is being paid to the interface between these transition plans and the implementation of the new model of support to ensure resident disruption is reduced wherever possible by avoiding unnecessary gaps in service provision. We are also working with the NHS and government funders to try and leverage funding for some of these services that are at risk as they remain well-utilised and impactful despite the outcome of the consultation.
- 5.8 In the meantime, we would welcome suggestions from the Committee for other information we can provide in any of these areas.

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Background Papers used in the preparation of this report: None

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