

Health and Social Care Scrutiny Commission

Tuesday 22 March 2022

7.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1
2QH

Supplemental Two Agenda

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Date: 21 March 2022



Health and Social Care Scrutiny Commission

MINUTES of the OPEN section of the Health and Social Care Scrutiny Commission held on Wednesday 2 February 2022 at 7.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

PRESENT:

Councillor David Noakes
Councillor Dora Dixon-Fyle MBE
Councillor Maria Linforth-Hall
Councillor Sandra Rhule

OTHER MEMBERS PRESENT:

Cabinet lead, Cllr Evelyn Akoto, Cabinet Member for Health & Wellbeing.
Councillor Leanne Werner; Deputy Cabinet Member for Domestic Abuse

OFFICER SUPPORT:

David Quirke-Thornton, Strategic Director, Children's & Adults Services
Sharon Ogden, Safer Communities Team Manager
Jenny Brennan, Assistant Director Family Early Help & Youth Justice
Julie Timbrell, Scrutiny Project Manager

1. APOLOGIES

Apologies were received from Councillors Victoria Olisa and Bill Williams.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There were none.

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Cllr Martha Linforth - Hall, said she would be giving a report on her work as Director of Su Mano Amiga for the item on Domestic Abuse in Families.

4. MINUTES

The minutes of the meeting held on 17 November 2021 were agreed as an accurate record.

5. INTERVIEW WITH THE INDEPENDENT SAFEGUARDING CHAIR

The Independent Safeguarding Board Chair, Anna Berry, of Southwark Safeguarding Children Partnership (SSCP) and Southwark Safeguarding Adults Board (SSAB) introduced the work of the partnership boards.

The chair then invited questions and the Independent Chair addressed these with support from the Safeguarding Executive:

- David Quirke-Thornton - Strategic Director of Children's and Adults Services, Southwark Council
- Clair Kelland - D/Supt, Public Protection, MPS
- Sam Hepplewhite - Place-Based Director (Southwark), NHS SEL CCG

Commission members then asked the following questions:

- **What has been the impact on mental health of children during the pandemic?**

The risks to children have changed. The partnership have learnt about risks outside of the home, and how important it is to consider and engage with schools, families and the community. There is a need for good connectivity. Extra familiar harm is an important feature of last 18 months. There is an adolescent sub group to look at themes of exploitation including CSE, serious youth violence, as well as the intersection with Domestic Abuse. This also includes looking at Peer on Peer abuse. The 'Everyone invited' website had a significant number of hits, many from independent schools in Southwark, so our work includes linking with these schools.

The Strategic Director added that hospital staff in A & E and other front line partners have highlighted the intensity and fragility of some relationships during lockdown. Keeping schools open became become very important. Southwark had already opened the NEST – and there was outreach to schools and the council provided some open access services. In some cases we were reminded how resilient our children were. The laptops the council provided enabled many children to engage with learning. There were also children in Barry House (asylum seekers) who accessed school which really helped. Lockdown impacted in different ways as not all people started from the same place, and poverty added to existing strains.

- **Members asked about bullying, grooming, radicalisation and forced marriages which do occur in Southwark and asked how this is being addressed through training, particularly given the strain on staff through the pandemic.**

The Independent Chair said there is training and with an evaluation of the impact. The 'learning hub' addresses training, as well as more broadly communicating and effectiveness. Rather than looking at issues and data in isolation the Safeguarding Partnership conduct deep dives, and look at interrelated issues and arrangements and how these work for people.

- **The Commission asked about Safeguarding of children during the pandemic and elder abuse.**

Member were told that alerts were as high, if not higher , for elder abuse which was reassuring in a way as it indicated that abuse was not were not hidden.

There are a 100 more child protection plans in place, which is indicative of pandemic pressures , including schools raising matters.

- **Members asked about FGM; commenting that this is still being perpetrated in Africa and unfortunately even in Southwark. She asked about training generally and if there more councillors can do on this, particularly thinking about the new cohort to be elected and training opportunities?**

The Place-Based Director NHS SEL CCG responded that training was kept up to date during the pandemic and some extra opportunities provided on FGM. There has been a big push to raise awareness of FGM as health professionals are at the front line. Health workers see people for often other issues but then it can become clear there are other issues and potentially FGM. The training was for broad range of staff including auxiliary, along with the cascading of information on how to act. It was agreed that training for the new cohort of councillors is an opportunity and members said that previous training has been very useful in alerting councillors to FGM.

- **The Commission asked if such as large boards works.**

Members were assured that there is active contributions from everybody. There are sub groups and task and finish groups. People are also very engaged. There is a strong focus on learning, in particular, and looking at themes through a variety of means especially places and issues where the partnership can make a difference.

- **The Safeguarding Board representatives were asked about the conversion rate to investigation.**

The Strategic Director said there is a conversation with people about outcomes, based on the 'making safeguarding personal' approach. Sometimes a mediation approach is better than intervention and protection – while sometimes accusations call for an investigation.

6. DOMESTIC ABUSE IN THE FAMILY

The following contributed to the session:

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| Community Safety officers who lead and commission Domestic Abuse services | Sharon Ogden, Safer Communities Team Manager |
| Children's Services (Family / Early Help) | Jenny Brennan, Assistant Director Family Early Help & Youth Justice |
| YUVA Project (Delivered by DVIP), commissioned by the council to work with young people (age 11 – 18) who have been abusive to their parents/carers and in their close relationships. They help young people to look at their abusive behaviour and find safe, non-abusive alternatives. | Catarina Sousa, Area Manager (South), Domestic Abuse services, DVIP, a division of Richmond Fellowship Michelle Ellingham, Yuva service manager |
| Probation Service, specifically the in-house programme for offenders who perpetrators 5 minute presentation on the work done by Probation for perpetrators of Domestic Abuse. Chantal Foster. Head of Probation Delivery Unit (Southwark) | Chantal Foster, Head of Probation Delivery Unit (Southwark) |
| Police, providing briefing and attending, including specialised services for DA. | Clair Kelland - D/Supt, Public Protection, MPS |
| Solace | Gabriella Bogdan - Solace Advocacy & Support Service (SASS) Colin Fitzgerald – Solace perpetrator work |
| Cabinet leads for Community Safety and Domestic Abuse. | Cabinet lead, Cllr Evelyn Akoto, Cabinet Member for Health & Wellbeing. Councillor Leanne Werner; Deputy Cabinet Member for Domestic Abuse |
| Bede House StarFish Domestic Abuse Project | Nicole Hooper (Deputy manager) |
| Su Mano Amiga | Cllr Martha Linforth –Hall, Director of Su Mano Amiga and member of the commission |

The chair invited participants to give an overview of their role and also to put forward recommendations for Southwark to improve our practice in tackling Domestic Abuse in Families.

Sharon Ogden, Safer Communities Team Manager, gave a brief overview of her report circulated with the agenda. She suggested more early intervention, as services tend to work at crisis point, and also more work with perpetrators - again using an early intervention model.

Jenny Brennan, Assistant Director Family Early Help & Youth Justice gave an overview of her report. In terms of further work she spoke about the challenge of finding a model to work with fathers which enables them to stay engaged as parents while keep children and families safe. This includes work to support people to manage conflict better, rather than causing harm. The service want fathers to parent their children, however the Assistant Director said there is a need to for behaviour change and to provide effective support for fathers who are not suitable for the DVIP programme either owing to lack of acceptance of domestic abuse behaviour, or who are unable to engage with the 26 weeks programme. She suggested a targeted engagement programme could build on the work currently undertaken by the fathers group work programme.

In addition there are Mental Health issues and potential cycles of abuse, where teenagers can trigger mothers and act out poor conflict behaviour, which are also a challenge.

She would like to see increased engagement of schools with Project Encompass and promotion as part of the Team around the Schools approach.

Catarina Sousa, YUVA Area Manager and Michelle Ellingham, Yuva service manager explained that YUVA work with young people aged 11 – 18, or up to 25 years old if special needs. They work with children and young people who act out to attempt to prevent further perpetrator behaviour later down the line. There is a 10 week programme for young people, and an 8 week programme for parents. The families are often complex, with children with special needs including Autistic Spectrum Disorder. The service finds it tougher to engage with fathers, and often it is mothers who are most involved.

YUVA would like to extend their service and days worked in the borough, and also have more extensive involvement with partners on the ground. Regular conversations would be good, not just family specific discussions.

Chantal Foster, Head of Probation Delivery Unit (Southwark) gave a presentation published in the agenda. She spoke about the Probation service's Building Better Relationships which looks at how to manage feelings and behaviour. It is a training programme delivered over 5 and a half months. The course is aimed at adult male perpetrators convicted of an Intimate Partner Violence (IPV) related offence against a female partner, who present with a moderate or high risk of committing future IPV offences. There is also partner link workers who provide support and look at the risk

to people in a relationship with participants.

In terms of recommendations she said she would like to be able to put plans in place to do a handover to community groups of participants who have completed the programme so that support remains in place once people have exited the programme.

Clair Kelland - D/Supt, Public Protection, Police, provided a presentation, published with the agenda. This show the increases in Domestic Abuse during the pandemic, including a rise in parents and sons, with a significant 50 % increase in sons. She outlined how the police, including specialised services, respond to Domestic Abuse in families, including when young people may be perpetrating. The definition of Domestic Abuse excludes perpetrators under the age of 16.

The police would like to see more work with under 16s and YUVA working more than the present 2 days a week in Southwark. She undertook to involve YUVA more in partnership work.

Gabriella Bogdan - Solace Advocacy & Support Service (SASS), outlined the work of Solace in Southwark, who are commissioned by the council to provide:

- Survivor advocacy and support
- Sanctuary scheme,
- 26 week Perpetrator Programme,
- Child therapy,
- Counselling,
- Survivor group work programme,
- Community training and awareness raising.

She recommended increased therapeutic support for children and also parents as the present provision is not sufficient.

Colin Fitzgerald spoke about Solace's perpetrator work. He noted that 78% of perpetrators come from postcodes SE1, SE15, SE16, and SE17. Solace deliver a structured perpetrator programme for 24 weeks.

He echoed comments by YUVA and the Probation Service on the importance of connectivity and locating Perpetrator programmes in the community, with these being one aspect of a community response. A research project with three boroughs had found connectivity to be crucial. Informal conversations are not happening enough with the pandemic so that is something that ought to be restarted.

He emphasised the importance of Trauma Informed response and the negative impact a lack of safety has on children. The commission's attention was drawn to the importance of Early Family Help and the [First 1000 Days](#) recommendations, a report by the Health & Social Care Select Committee, which addresses interventions to address the crucially important time period in a child life, from conception through to age 2.

The work of Dr Carlene Firmin, on contextual safeguarding, and particularly the importance of keeping teenagers safe between 3 – 6pm , and the work of Dr David Mandel , Safe and Together , work with fathers was referenced

He strongly recommend that the system makes the same demands of mothers as we make of fathers , as currently this is not symmetrical in social services . This would increase the accountability of fathers and signal to fathers their importance.

Nicole Hooper, Deputy Manager, Bede House spoke about their work. This focuses on small project work with families. There is a 12 week programme, as well as longer term work.

She agreed that there ought to be more partnership work and that there was not an equal level of accountability for male perpetrators and fathers, commenting that mothers get monitored and flagged if a father attends , but there is little consequence of men. She felt the emphasise ought to be ‘safe mother, safe children’.

The Bede House Deputy Manger referred to a service in Lewisham which works in primary schools.

She also endorsed Early Intervention and Trauma Informed responses

She recommended encouraging agency in women when they devise safety plans, as women will often act compliant to service providers.

Cllr Martha Linforth –Hall, Director of Su Mano Amiga and member of the commission spoke about Su Mano Amiga work with the Latin American community and Domestic Abuse. She said the community is often traumatised from conflict in the country of origin. During the first lockdown in March 2020 the phones calls went up significantly to about 24 – 26 a day, during a time when they could not deliver face to face work. Calls are now back down to 2/3 a day. She voiced concern about children who were stuck in situations where parents are fighting. Su Mano Amiga’s interventions have particularly focused on children’s wellbeing.

Councillor Leanne Werner; Deputy Cabinet Member for Domestic Abuse spoke about the new Domestic Abuse Bill that focus on breaking the cycle of violence and recognition that children need to be seen as victims not just witness .

She highlighted the work of a previous scrutiny review on Violence against Women and Girls and the importance that young people had given to relationship work in schools.

Cabinet lead, Cllr Evelyn Akoto, Cabinet Member for Health & Wellbeing said the Domestic Abuse needs to be challenged this at a society level. She highlighted

the importance of London wide work with domestic abuse survivors as people are often mobile across boroughs.

The chair then invited comments from members and the following points were made regarding recommendations the commission could make:

- Informing people about abuse and educating people what the many forms of abuse can look like - e.g. coercive control is important. The council could look more at relationship coaching, conflict resolution training, as well as the wider culture and opportunities to raise awareness of the consequences of abuse.
- A focus on engagement with fathers, and raising expectations around parenting
- Tackling unequal expectations and accountability for fathers
- Early intervention work in schools, including good practice in Lewisham
- Improving connectivity in the wider partnership
- Developing handover plans
- Increase support for teenagers and the presence of YUVA
- A Trauma informed approach.

7. WORK PROGRAMME

An additional meeting will be added, if possible, to consider evidence from unions for the workforce review.

The chair and the vice chair are in correspondence with officers regarding a letter from South London Refugee Association to the commission members regarding care leavers and work with trafficked children.

Domestic Abuse in Families – draft
Health and Social Care Scrutiny Commission
April 2022

DRAFT

Introduction

Definition of Domestic Abuse

Domestic Abuse (DA) is defined as any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members, regardless of sex, gender or sexual orientation. The abuse can include, but is not limited to psychological, physical, sexual, financial, and emotional.

Background

In August Health and Social Care Commission completed a review, spanning two years, on 'Mental Health Inequalities of Black, Asian and Minority Ethnic Children and Young People'. This highlighted that Domestic Abuse had risen during the pandemic and was a significant risk factor for poor mental health in children and young people. As a result the commission decided to delve further and particularly hear from partners and community groups during the remainder of the administrative year, in order to undertake a mini review focused on Domestic Abuse in families.

Review aims

Southwark has above average levels of DA offences (police recorded) when compared to overall levels in London. Since the start of the pandemic there has been a significant increase in demand for Domestic Abuse services and an increase in Domestic Abuse reports to the police. The commission set out to look at responses from the Council, community partners and national government to the rise in Domestic Abuse during Covid-19 lockdowns, and what steps could be taken to reduce and mitigate demand.

The commission decided to look further at children acting out as a report from Oxford and Manchester Universities, received while conducting the previous review, suggested that child to parent violence had also significantly increased during lockdown. This found that the number of child to parent violent episodes increased by 70%, and that 69% of practitioners surveyed said they had seen an increase in referrals for child to parent violence. The Commission set out to understand how the police, including specialised services, are responding holistically to children, young people and families where violence is occurring.

There has been a renewed emphasis on work with Perpetrators of Domestic Abuse, with central government undertaking to publish a perpetrator strategy, as part the wider domestic abuse strategy, within 12 months of Royal Assent of the Domestic Abuse Act 2021. The Commission decided to understand how the council and partners are working with Perpetrators of Domestic Violence locally.

Lastly the commission undertook to examine and improve how partners are working together to assist and protect victims and reduce offending.

Approach

Scrutiny has a unique convening power, and this was used to good effect through bringing partners together for roundtable discussion at the Commission meeting on 2 February 2022. Evidence received from this session, both written and verbal, forms the basis of this report.

Themes

Domestic abuse in Families and preventative work with children and young people

The police told the Commission that around 24% of Domestic Abuse offending is Familial.

Since the start of the pandemic in 2020 there has been increase in abuse by parents and a 50% increase of abuse by sons:



The council commissions YUVA, a service for young people using or experiencing violence in close relationships. YUVA told the commission that they work with young people aged 11 – 18 years old, or up to 25 if special needs are present, to support families and attempt to prevent further perpetrator behaviour later down the line. There is a 10 week programme for young people, and an 8 week programme for parents. They told the commission that the families they work with are often complex, with children with special needs including Autistic Spectrum Disorder. The service finds it tougher to engage with fathers, and often it is mothers who are most involved.

Presently YUVA work in Southwark two days a week. They would like to increase this and to be more connected to the wider partnership. Other partners endorsed the benefit of more work with children and young people in Southwark.

The commission heard that sons acting out can trigger mothers, where Domestic Abuse is present, and this is an area that needs focus.

Recommendations

Extend work with young people and families, including those who acting out under 16, and ensure this includes time and capacity to engage with partners.

Early focus on preventative work to prevent cycles of abuse, protect children and support mothers

The partners who gave evidence all emphasised the negative impact Domestic Abuse has children, and how the children's sense of safety is profoundly impacted by Domestic Abuse and that a Trauma Informed response is needed.

Being a victim or witnessing Domestic Abuse is an Adverse Childhood Experience that has the potential to negatively impact on children's mental and physical health throughout their life course.

The Commission's attention was drawn to the importance of Early Family Help and the [First 1000 Days](#) recommendations, a report by the Health & Social Care Select Committee, which addresses interventions to address this crucially important time period in a child's life; from conception through to age 2.

Early Intervention was mentioned by all the partners, with a general view that services tended to respond to crisis rather than sufficiently focus on prevention.

Solace provide therapeutic support for children and victims / survivors, but think that more ought to be offered.

Councillor Martha Linforth –Hall, Director of Su Mano Amiga, and member of the commission spoke about Su Mano Amiga's work with the Latin American community and Domestic Abuse. She said the community is often traumatised from conflict in the country of origin. During the first lockdown phones calls went up dramatically, however calls are now back down to the former rate. She voiced concern about children who were stuck in situations where parents are fighting, and the interventions the organisation deliver are particularly focused on children's wellbeing.

Councillor Leanne Werner; Deputy Cabinet Member for Domestic Abuse, spoke about how the new Domestic Abuse Bill is focused on breaking the cycle of violence and recognition that children need to be seen as victims not just witness .

She highlighted the work of a previous scrutiny review on Violence Against Women and Girls and the importance that young people had given to relationship skills education. Young people said that they highly valued well delivered relationship

programmes in schools, which developed emotional and social literacy, better conflict resolution skills, and the ability for girls and women to identify and address abuse and harmful behaviours and keep themselves safe. Most young people wanted more of this by trained practitioners.

There is good practice in specialist providers of these courses in schools, as well as the youth service and family support work that could be built upon, as well as content in courses deliver by Solace and the Probation services.

Recommendations

Invest in Early Help, focusing on the first 1000 days in particular, to work to protect children at this developmental important moment

Extend therapeutic support for children and adult victims/survivors

Support schools and the youth service to develop programmes that help young people to develop positive relationship skills and identify harmful behaviour, in order to keep themselves and others safe.

Work with Perpetrators and fathers

The Probation Service and Solace gave an overview of their structured programmes with Perpetrators. These work with Perpetrators to find better ways of dealing with conflict and difficult emotions, and are effective, for those who are willing to engage. The Building Better Relationships course delivered by the Probation Service looks at how to manage feelings and behaviour. It is a training programme over 5 and a half months. The course is aimed at adult male perpetrators convicted of an Intimate Partner Violence (IPV) related offence against a female partner, who present with a moderate or high risk of committing future IPV offences. There is also partner link workers who support and to look at the risk to the partners in a relationship with Perpetrator participants on the programme. Solace deliver a similar programme.

Solace and the Probation Service both emphasised the importance of these Perpetrator programmes being located in the community. A recent three borough research programme, that Solace has been engaged with, had found that connectivity between services was very important for effectiveness.

Colin Fitzgerald, who leads on Solace perpetrator programme, emphasised that the system needs to make the same demands of mothers as we make of fathers, as currently this is not symmetrical in social services. Changing this would increase the accountability of fathers and also signal to fathers their importance. He said that often fathers do not appreciate the negative impact their abuse of the mother has on their children, and that understanding this can be a trigger for change. He referenced the work of Dr David Mandel, and his 'Safe and Together' approach. Dr Mandel stresses the importance of higher expectations of men as parents.

This theme was echoed by Nicole Hooper, Deputy Manager, Bede House who agreed there was not an equal level of accountability for male perpetrators and fathers, commenting that mothers get monitored and flagged if a father attends, but there is little consequence of men. She felt the emphasis ought to be 'safe mother, safe children'.

Bede House also added that services ought to encourage more autonomy and agency in women when they devise safety plans, as women will often act compliant to service providers.

Dr Mantel has written:

Adult domestic violence survivors, instead of being treated with compassion and support, consistent with their situation, are met with blame and a "failure to protect" mentality. Domestic violence perpetrators as parents are all but ignored by systems. Responses to these families are not always child-centered, which means child safety, stability, nurturance and healing from trauma would be the guiding principles of our interventions.

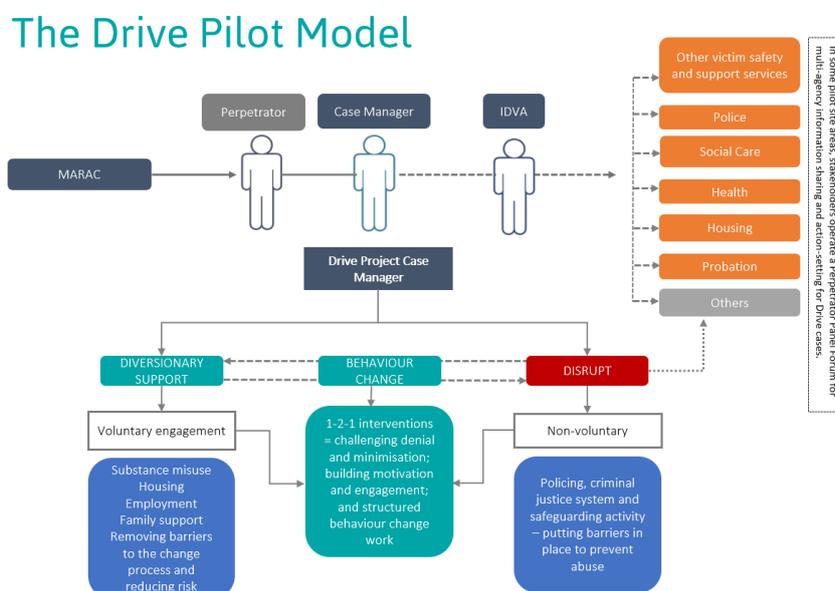
What is the result of all this? Children are being removed unnecessarily. Adult domestic violence survivors are fearful to reach out for assistance for fear of being blamed as mothers. Domestic violence perpetrators are able take advantage of gaps in the system to increase their power over their partner and children.

The current "failure to protect" paradigm is not working. But Safe & Together works. By applying a perpetrator pattern-based approach, Safe & Together changes every aspect of child welfare domestic violence policy and practice.

Our work is grounded in the idea that, latent in child welfare systems, is the potential to be a powerful ally to adults and children harmed by a domestic violence perpetrator's behaviors. Systems are most effective when they say to the adult survivor, "We want to help you and your children be safer and healthier. Tell us what we can do to help."

Jenny Brennan, Assistant Director Family Early Help & Youth Justice spoke about the challenge of finding a model to work with fathers which enables them to stay engaged as parents while keep children and families safe. The service want fathers to parent their children, however the Assistant Director said there is a need to engage fathers and get them to change their behaviours, and provide effective support for fathers who are not suitable for the DVIP programme either owing to lack of acceptance of domestic abuse behaviour, or who are unable to engage with the 26 weeks. She suggested a targeted engagement programme could build on the work currently undertaken by the fathers group work programme.

The Commission considered a report from DRIVE, which has as its strapline 'We need to stop asking why she doesn't leave and start asking why he doesn't stop'. Their work with Perpetrators combines behaviour change programme, diversionary support, and disruption (if perpetrators do not engage), as well as ongoing support for survivors / victims.



The Drive Project launched in April 2016 and was piloted in three areas across England and Wales (Essex, South Wales and West Sussex) from 2016-2019. During this time it underwent a three-year independent evaluation conducted by the University of Bristol. The University of Bristol concluded that Drive reduces abuse and the risk Perpetrators pose.

The Commission discussed the value of the council providing relationship coaching, conflict resolution training, as well as the wider opportunities to raise awareness of consequences of abuse in society to change the culture.

Recommendation

Council:

Ensure that statutory services have the same expectations of fathers as mothers and they are held to the same standard of accountability

Provide more support to women to develop autonomy and agency over safety.

Commission courses and soft engagement programmes aimed at boys, men and fathers in particular, which promotes the importance of being a father, creating a safe environment for mothers and children, and which enables better conflict resolution and relationship skills. To enable maximum reach the Commission recommends that these are rolled out in Universal services as well as targeted services.

Consider Implementing the DRIVE programme locally.

Safeguarding Board:

Domestic Abuse is a joint priority across the Southwark Safeguarding Children Partnership (SSCP) and Southwark Safeguarding Adult Board (SSAB) and a task and finish group has been established.

Increase opportunities for partnership communication between stakeholders to promote connectivity of services,

Pay special attention in the partnership to the development of preventative work and follow up community work with perpetrators

DRAFT

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