

CABINET	DATE 24 July 2024	ITEM NO 9
TITLE Community engagement framework (Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook)	WARD (S) All	
CHIEF OFFICERS Deputy Chief Executive	CABINET MEMBER Leader of the Council	
DECISION CLASSIFICATION <i>Key decision</i> <i>Added to Forward Plan on 31 August 2023</i> <i>Non-exempt Report & Appendices</i>	IS THE FINAL DECISION ON THE RECOMMENDATIONS IN THIS REPORT TO BE MADE AT THIS MEETING? Yes	

I **Decision required**

This report makes the following recommendations to the decision-maker:

- I.1 To adopt the Council’s first **community engagement framework** - now called the **Our Greenwich: Community Engagement Pledge** and the accompanying **Our Greenwich: Community Engagement Handbook** appended to this report as Appendix 1 and Appendix 2 respectively (together, the “Framework”).
- I.2 Agree that the Framework will inform the way in which the Council communicates with its residents and other stakeholders on proposals which involve engagement including consultation.
- I.3 To note that the Framework:
 - I.3.1 is intended to both drive forward and build on the Council’s current examples of good community engagement work and ensure that best practice is rolled out across the entire authority.

- 1.3.2 ensures the Council places residents at the centre of its plans and how they are delivered, with communities enabled to contribute to decision making, and see actions and outcomes from consultation and engagement.
- 1.3.3 has the purpose of enabling the whole Council to:
- provide more opportunities for residents to have their say and broaden the range of activities undertaken to achieve this, including enabling deeper engagement and stronger relationships.
 - encourage more voices to be heard.
 - see more residents and more diverse communities contributing to and participating in community engagement and taking an active role in decision making.
- 1.4 To note that following adoption by the Council the Framework is to be implemented and delivered by officers and elected members and can be used by the Council's partners to guide their community engagement efforts.

2 Links to Our Greenwich missions

- 2.1 This report relates to the Council's agreed missions as follows:

Our Communities Missions

- Mission 15. **Our Council is better at listening to communities, and communities feel they are heard.** Our Greenwich: Community Engagement Pledge will support the development of systems and protocols that will lead to residents being given more frequent and more diverse ranges of activities feeding back to and influencing the Council. Recognition of contributions and outcomes of engagement will be reported and shared with residents leading to communities knowing they are being listened to.
- Mission 16. **We develop networks with communities, key partners and businesses to meet need and address challenges together.** Our Greenwich: Community Engagement Pledge will drive forward relationships between the Council and

strategic and key partners to ensure deeper involvement and participation from the community across all engagement activities.

- **Mission 17. We design our services around the needs of our residents.** Our Greenwich: Community Engagement Pledge will support Council officers to undertake engagement more often, easier and more diversely to be able to look at, review and ensure service delivery and improvements are based on understanding our communities and residents.

2.2 Other Our Greenwich Missions

- **Mission 9. Neighbourhoods are vibrant, safe and attractive with community services that meet the needs of local residents.** Our Greenwich: Community Engagement Pledge will support more active involvement of residents through opportunities such as neighbourhood forums, planning and housing panels.
- **Mission 18. Our Council is an adaptive organisation, enabling it to navigate the increasing number of challenges it faces while remaining financially sustainable.** Corporate Community Engagement will enable the Council to become ever better at delivering services which are effective, efficient and are needed following consistent and in-depth liaising and consulting with residents and communities.
- **Mission 20. Our Council is a great place to work, with a diverse workforce who have the right skills and are motivated and empowered to deliver.** Our Greenwich: Community Engagement Pledge will support staff to understand residents and their needs holistically, leading to a workforce which is committed to making improvements to residents' lives whilst also being a skilled workforce, aided by the growth of community engagement within the organisation. The adoption of this Framework includes a staff support and training programme which contains values and behaviours, equality, diversity, inclusion and equity, plus a handbook of definitions, advice and resources.

3 Purpose of Report and Executive Summary

- 3.1 On 14 December 2022 the Council adopted its ‘Our Greenwich’ Corporate Plan. At its heart are five themes, of which one, ‘Our Communities’, highlights where the Council is committed to improving the way it listens to local residents ensuring that they feel they are heard.
- 3.2 This report recommends that Cabinet agree to the adoption of the community engagement framework, the Our Greenwich: Community Engagement Pledge and its accompanying Handbook. Production of the Framework follows hours of in-depth and broad discussion with council officers, elected members, residents of the borough, council partners and voluntary sector organisations.
- 3.3 The Framework intends to deliver on the corporate plan through the vision for 2030 as follows:

3.3.1 Our Communities Vision for 2030

Residents have a different relationship with the council.

The council is focused on building services that build resilience and independence. When an interaction is needed with the council, people are able to get the right information or service in the most efficient and accessible way possible.

Our communities have a stronger voice and feel heard. This has been achieved through a change in the way that community engagement is carried out, with a focus on going to communities and really listening.

This regular engagement gives us a constant understanding of the challenges, hopes and fears of our communities to make sure we’re addressing the right things. Our shared understanding of our challenges, missions and growth of community networks has led to greater levels of partnership to address challenges.

- 3.4 In order to achieve the vision, the Council has decided to adopt a new approach to Community Engagement as contained within the Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook.
- 3.5 The report seeks approval of the Pledge and Handbook - which will ensure a standardised approach, is adopted to community engagement, and is intended to put residents at the heart of our decision making.
- 3.6 The report shares evidence of the engagement and consultation that took place September 2023 to January 2024 and the analysis of the data received leading to the community engagement framework.

4. Introduction and Background

- 4.1. Our Greenwich as the new corporate plan was based upon extensive consultation with our residents, partners and staff. At the heart of the plan were five themes, one of which is Our Communities, where the Council committed to improving the way it listens to local residents and ensuring that they feel that they are heard.
- 4.2. Following approval of the budget 2023/24 (MTFS), 23 Feb 2023, it was agreed that the Council would establish a centrally accessible, corporate community engagement team to ensure there is a strategic approach to engagement.
- 4.3. The interim team in place has co-ordinated the creation of the Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook, and in so doing has showcased a range of engagement methods to highlight best practice and ensure confidence in the drafting of the Pledge and Handbook.
- 4.4. It was also agreed in the MTFS approved on 23 Feb 2023, that the improvements and changes to community engagement would include a data driven, consistent approach and a set of engagement principles to help grow and develop engagement that facilitates residents' input to

shaping projects and services.

- 4.5. Involve (Involve Foundation <https://involve.org.uk/>) were commissioned by the Council in summer 2023 to work alongside the in-house team and remained in this consultancy role until March 2024.
- 4.6. Involve were commissioned by the council to ensure unbiased, expert and independent support of the processes to involve stakeholders in the development of the community engagement framework.
- 4.7. Involve acted as community engagement sector consultants and subject matter experts and were asked to;
 - 4.7.1. Critical friend and advisor: Act as critical friend to the work, supporting the development of the Framework and expanding details of public decision-making processes, models and opportunities.
 - 4.7.2. Best practices and scope for innovation: Feed in at every opportunity, current sector best practice into the Framework, through consultancy knowledge and expertise and as result of the processes within this work.
 - 4.7.3. Attend when necessary, any project governance and administration meetings.
- 4.8. This report highlights the research undertaken with stakeholders and also confirms the position the council has with specific communities and residents' participation in consultations which has highlighted our areas of improvement;
 - 4.8.1. Age (in comparison to the Office for National Statistics)
 - There is good engagement with middle and older generations being over represented in consultation participation proportionate to the makeup of the borough.
 - Work is still needed to bring younger residents (under 35 years of age) of the borough to engage through consultation processes.
 - 4.9.2. Ethnicities (in comparison to the Office for National Statistics)

- There is a significant over representation from residents who identify as white (85.5% of participants in consultation activities are from white communities when the borough is 54.5% white)
 - This means there is under representation in consultation participation from all non-white communities (less than 15% when 45.5% of the borough residents are from non-white communities).
- 4.9.3 Health, disability and sexual orientation (in comparison to the Office for National Statistics)
- These communities are well represented in consultation participation when compared to the ONS data of the borough.
- 4.9. The four-month long research and discovery period (administered in two phases, see below **consultation results**) which saw hours of engagement around the draft Community Engagement Pledge and Handbook, included numerous workshops, drop-in sessions, face to face meetings, public and community events and online surveying.
- 4.10. Analysis of the hundreds of comments and pieces of feedback received is reflected through the Community Engagement Pledge and handbook and has ensured the voices of stakeholders and the main themes raised, are included as success measures within the action plan contained (see appendix Our Greenwich: Community Engagement Pledge - Look back research and consultation report).
- 4.11. The Our Greenwich: Community Engagement Pledge clarifies the council's approach to engagement with residents, the community and partners through confirmation of our community engagement values, behaviours and principles.
- 4.12. The Our Greenwich: Community Engagement Pledge confirms the overarching, eight outcomes which are expected to result from

implementation of this community engagement framework. These expected outcomes are as follows:

- a. Communities have greater trust in the Council, have a stronger voice and know their voice has been heard through feedback.
- b. Communities are given access to a range of and more opportunities including to co-design the services they receive.
- c. Community engagement is a more visible (and used) part of our decision-making process, with our governance arrangements enabling meaningful and appropriate community engagement and influence.
- d. Our staff exhibit respect and compassion when working with communities and feel motivated and empowered to proactively engage with them.
- e. We have a better understanding of our community networks and assets, and we use these to go to our communities instead of asking them to come to us.
- f. We efficiently and effectively share community engagement data and information across the Council, and with partners, to inform action.
- g. We have improved the quality, diversity and accessibility of community engagement through upskilling staff and partners, and the use of new tools and standards.
- h. Our engagement activity is more joined up and we are taking the most insight we can out of every interaction.

5. **Available Options**

- 5.1. To agree to adopt the community engagement framework (Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook) in the form appended to this report. In doing so, this will allow the Council to deliver on the pledges made in the Communities strand of the Our Greenwich corporate plan.
- 5.2. To defer adoption of the community engagement framework (Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook) pending further work. This will

delay the Council in delivering on the pledges made in the Communities strand of the 'Our Greenwich' Corporate Plan.

- 5.3. To not agree to adopt the community engagement framework (Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook). This would not allow the Council to deliver on the pledges made in the Communities strand of the Our Greenwich corporate plan.

6. **Preferred Option**

- 6.1. To agree to adopt the community engagement framework (Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook).

7. **Reasons for Recommendation(s)**

- 7.1 Use and implementation of Greenwich: Community Engagement Pledge and Handbook leads to delivery of a number of key missions focussing on community engagement found within the Our Greenwich corporate plan. If not agreed, then the Council will not be able to proceed to deliver these missions.

8. **Consultation Results**

- 8.1 The community engagement and consultation activities which took place around the draft community engagement framework were specifically to gather thoughts, suggestions and feedback from residents, staff, communities, partners and elected members around what needed to be included within the engagement framework. This is so that the council can do more to consult and engage with its communities and thereby ensure all diverse groups in the Royal Borough's communities are better able to participate and be heard in the decision making processes which affect them.

8.2 Information gathered during the four months from September 2023 to January 2024 (phase 1 and 2) is encapsulated in Our Greenwich: Community Engagement Pledge so the council can begin to do more frequent, consistent and standardised engagement, and is outlined in detail within the appendix Our Greenwich: Community Engagement Pledge - Look back research and consultation report. Phases 1 and 2 were both part of the research and discovery period to gather feedback, ideas and thoughts from stakeholders on the development of the engagement framework. They were not delivered as two subsequent resulting exercises with one leading to the next in terms of analysis. Each phase delivered sessions and engagement activities built around the specific stakeholder groups being engaged with, building the complete picture of understanding of and content for what is now the Community Engagement Pledge and Handbook.

- 8.3 **Phase I** (04 September to 06 October 2023) comprised the research and discovery period of consultation activity, where the community engagement team liaised with council officers and elected members;
- 33 engagement framework development workshops were delivered
 - Each workshop was the same and focussed on that specific team’s or directorate’s situation regarding community engagement
 - The different teams / directorates participating were as follows (NB: more than one session may have been delivered dependant of the size of the service).

Directorate	Team
Chief Executive’s office	Greenwich Management Team (executive directors) GMT
Children’s Services	Integrated Commissioning
	Quality improvement
Communities Environment & Central	Communications
	Information, Safety and Communities
	Environment and Leisure / Sports

	Corporate Governance
	Electoral Services
	Events
	Waste and Recycling
	Directorate away day (all directorate teams)
	Environment and Leisure / Parks and open spaces
Department Directors / Departmental Leadership Teams	Communities, Environment & Central DMT
	Children's Services DMT
	Finance & Legal Services GMT
	Health & Adult Services
	Regeneration, Enterprise & Skills GMT
Elected members	Labour Group workshop/s
Finance and Legal Services	Advice and Benefits
	Digital and Customer Services
Health & Adult Services	Adult Social Care (Families)
	Public Health
Housing and Safer Communities	Environmental Health
	Housing Services / Tenancy support and engagement
	Enforcement
	Community Safety
Regeneration, Enterprise and Skills	Business Employment and Skills
	Planning and Building Control

- 237 Council participants attending and contributing through the above engagement framework development workshops
- 50+ hours of Council research delivered
- The above included activities at Woolwich Town Hall, Birchmere and Oxleas centres with the same questions posed to prompt debate and conversation.

8.4 Phase I engagement yielded several main themes and key messages from the exercises which are now reflected in the community engagement framework (Pledge and Handbook);

- **Benefit from current position and utilise strengths**
 - Drawing on the skills, experience and information of others
 - Consider the timing - connected to the above (i.e. early planning and avoiding clashes)
 - Clarity, consistency and capacity

- **Enact suggestions on how engagement should work**
 - Implement a range of engagement approaches and opportunities
 - Emphasise willingness to listen and to share power
 - Develop reciprocity, relationships and network building

- **Highlight changes that come from engagement activity**
 - Act on engagement findings and communicating that back
 - Use data collected actively and collaboratively

8.6 **Phase 2** (18 November to 26 January 24) of engagement and consultation, involved residents, partners and voluntary and community sector groups and organisations in a variety of activities to enable different groups, residents and stakeholders to participate in ways which suited them and at a level of contribution which could be responded to;

8.6.1 Public events with engagement framework survey content and engagement framework workshops

- 26 events / workshops attended or co-ordinated by the engagement team
- 69 hours of engagement activity delivered
- 281 face to face individuals engaged with (residents and groups) at the 23 events / workshops

- 13 (of 23) wards visited
- Phase 2 engagement activity delivered by type of conversation depth (table below)

Engagement type	What	Where	No of events	Participant number
Preparation	Questions development session	Woolwich Front Room	N/A	N/A
Wide engagement (General contribution or feedback)	Consultation survey	Online you-make-greenwich.commonplace.is/.	N/A	See below point 8.6.3
		Face-to-face survey completion through council events like Sparkle in the Park and Eltham Christmas lights switch on events. (officers supporting)		As part of the survey events (below)
		Printed surveys available at community sites, leisure centres and libraries.	N/A	See below point 8.6.2
		Support sessions at council advice hubs and welcome spaces. (officers supporting)	1	4
Moderate methods (More depth to the participation and involvement Fewer contributing to more specific debate)	Consultation survey event	Longer conversations with residents at council events Sparkle in the Park and Eltham Christmas lights switch on events etc. (officers supporting)	9	125
	Consultation survey workshop session	Deeper discussions held at advice hubs and other council activities	5	42
	In-depth community conversations	Libraries and community centres. (officers supporting)	6	43

Deep engagement (Quality in-depth very subject focussed discussions)	Sector discussions	Organisation sessions and workshops such as liaising with VCS and faith groups individually.	4	34
	Statutory and Voluntary Sector Workshop	Workshop with voluntary and community sector organisations.	1	33

8.6.2 Printed paper surveys

- 18 (of 23) wards with community spaces distributed with printed surveys available for residents to complete
- 45 'You Make Greenwich, your voice matters' surveys completed

8.6.3 Online consultation (www.you-make-greenwich.commonplace.is)

- 2876 unique visitors to the online consultation site
- 283 respondents (unique individuals completing the survey)

8.7 The report appendix 'Research and discovery analysis lookback report', provides a more detailed analysis of how phase 2 and the resident and community consultation activities have influenced the draft Community Engagement Pledge and Handbook.

8.8 The purpose of this phase (phase 2) of engagement was to

- Ask what is the relationship like currently between the council and residents
- Find out from residents if they would be interested in community engagement and decision making
- Research what kind of activities would they take part in
- Gather what suggestions they might have for community engagement activity
- Feedback on potential engagement framework content

8.9 Within the phase 2 twelve question survey, questions **6 and 7, 9 to 11** had direct influence upon the framework development and content, and their results (below) with actions, are taken to contribute to the Community Engagement Pledge and Community Engagement Framework.

Survey Q6 – asked residents for ideas about how local residents could play a bigger role in Council decisions that affect them? (161 resident responses).

The main suggestions were

- To hold accessible public and/or council meetings
- To publicise engagement and consultation activity
- To improve website information about decisions

Note: These suggestions are within the Our Greenwich: Community Engagement Pledge action plan.

Survey Q7 – asked residents if they would be interested in sharing views and ideas with the council around meetings, panels and forums etc? (161 resident responses).

The responses highlighted there is general interest in participating in focus groups, planning forums, panel and other methods of decision making.

Note: Based on these responses the Community engagement Pledge implementation will support more opportunities for residents to get involved in more decision-making processes.

Residents also commented and highlighted that:

- The Council needs to actively listen to residents
- The Council needs to remove barriers to resident participation

Survey Q9 – asked residents to look at possible engagement framework content “Regarding refreshed and new approaches to engaging” (267 resident responses).

- 51% of residents taking part, agreed with this possible framework content.
- 49% of residents taking part either disagreed, strongly disagreed or had no opinion on this possible framework content.

Note: The suggested 'approaches' to community engagement have been omitted from the framework as the opinion to use, equalled 138 of the 267 responses and therefore not a confident margin by which to include within the framework.

Residents also commented and highlighted again that;

- The Council needs to be more inclusive
- The Council needs to listen to the community
- The Council needs to improve communications around engagement

Note: These suggestions are now written into the Community Engagement Pledge.

Survey Q10 – asked residents to look at possible engagement framework content “Regarding a new set of Council principles to engaging with you and communities” (264 resident responses).

- 63% of residents taking part agreed with the possible content into the framework.
- 22% of residents neither agreed nor disagreed.

Note: The suggested 'principles' to community engagement are now within the Community Engagement Pledge.

Residents also commented and highlighted;

- The Council needs to do more varied community engagement
- The Council needs to be clear/transparent about decision making
- The Council needs to build communities' trust

Note: These suggestions above are now written into the Community Engagement Pledge.

Survey Q11 – asked residents to look at possible engagement framework content “Regarding a new set of Council consultations pillars” (256 resident responses).

- 65% of residents taking part, agreed with the possible content into the framework.
- 13% of residents disagreed.

Note: The suggested ‘consultation pillars’ to community engagement are now within the Community Engagement Pledge. However, the use of the terminology here, has changed and is included as *consultation practice* following further feedback from residents.

Residents also commented and highlighted that the engagement framework cannot remain a static document and Council strategy; it must be delivered.

9. **Cross-Cutting Issues and Implications**

Issue	Implications	Sign-off
<p>Legal including Human Rights Act</p>	<p>The Council is empowered to establish its Community Engagement Framework under section 111 of the Local Government 1972, which gives a local authority powers to do “any thing ...which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions”. Whilst there is no statutory duty requiring local authorities to adopt an over-arching community engagement policy, local government legislation such as the Local Government Act 1999 and the Localism Act 2011 has introduced measures aimed at empowering and involving the communities served by local</p>	<p>Eleanor Penn, Assistant Head of Legal Services (Planning & Procurement), 15th July 2024. Ref: 96577</p>

	<p>authorities in the decision-making and policy processes which affect them. This report identifies how the community engagement framework would assist the Council in engaging and consulting with its local communities across the full range of its statutory functions.</p> <p>In many of its statutory functions, the Council's consultation processes are prescribed by law and/or by the Council's Constitution, such as when formulating new or revised service delivery policies. Whenever the Council carries out a consultation, it will always be necessary to ensure that:</p> <ul style="list-style-type: none">• the proposals and the reasons for the consultation are clearly communicated• that all those affected by the proposals are included in the consultation,• that the consultation is undertaken sufficiently early in the process when the proposals are still at a formative stage• and with sufficient time allowed for consultation responses• which must then be taken into account in any decision. <p>There is no statutory duty for the Council to consult on the proposed community engagement framework; however this report identifies how</p>	
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	<p>the Council has taken account of the views of residents and other community stakeholders in formulating the community engagement framework.</p> <p>The adoption of the community engagement framework is an executive function reserved to the Council's Cabinet under Part 3 of the Council's Constitution, to agree new policies and strategies which would result in a key decision being taken following consultation.</p>	
<p>Finance and other resources</p>	<p>This report makes the following recommendations to the decision-maker:</p> <ul style="list-style-type: none"> • To note the contents of the report which provides an update on the Council's first community engagement framework - now called the Our Greenwich: Community Engagement Pledge and the accompanying Our Greenwich: Community Engagement Handbook. • To agree the Our Greenwich: Community Engagement Pledge and Our Greenwich: Community Engagement Handbook and all its contents. This will mean that 	<p>Joanne Stark Head of Accounting & Business Change 9th April 2024</p>

	<p>it is adopted by the Council (with subsequent implementation and delivery by officers and elected members) and can be used by our partners to guide their community engagement efforts.</p> <p>There are no direct financial implications arising from the recommendations in this report. Any future decisions taken would be subject to separate reporting.</p>	
<p>Equalities</p>	<p>In making this decision the Cabinet is reminded of the requirement under the Public Sector Equality Duty (s149 of the Equality Act 2010) to have due regard to (i) eliminate unlawful discrimination, harassment, victimisation and other conduct prohibited by the Act, (ii) advance equality of opportunity between people from different groups, and (iii) foster good relations between people from different groups.</p> <p>Paragraph 4.9 of this report highlights some the areas of improvement needed in respect of carrying out equalities impact assessments when implementing the Framework through engagement and consultation.</p>	<p>Jeannette Brooks Interim Engagement and Participation Manager 10 April 2024</p>

	<p>The Community Engagement Pledge requires council engagement and consultation activity to have a considered approach to equality, diversity, inclusion and equity and underlines the importance of representation.</p> <p>It requires officers to complete an equalities impact assessment where necessary or appropriate.</p> <p>The Community Engagement Pledge and Handbook support the Council's Equality and Equity Charter and the Council's Equality Objectives 2020-2024 in particular by reference to the following:</p> <p>Equality and Equity Charter commitments</p> <ul style="list-style-type: none">▪ Inspiring trust and confidence in all the borough has to offer▪ Recognising, valuing and celebrating diversity▪ Listening to and understanding the diverse needs of all people▪ Creating a fairer borough through promoting inclusion, participation and equal access <p>As an Equality and Equity Charter organisation</p> <ul style="list-style-type: none">▪ Actively promote equality▪ Work with partners and the community to make our	
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	<p>information, services and products more accessible and inclusive</p> <ul style="list-style-type: none"> ▪ Share good equality practice with our partners ▪ Measure and share our progress and success <p>Equality objectives 2020 to 2024</p> <ul style="list-style-type: none"> ▪ Ensuring that equalities policies and procedures are applied consistently and sensitively across the Council ▪ Encouraging knowledge and resource sharing by removing silos within the organisation and supporting our staff and most vulnerable residents to achieve their best ▪ Improving and developing our services through feedback, to make sure residents' needs are better met, with a focus on those with protected characteristics 	
<p>Carbon Neutral Plan</p>	<p>This report has no impact on the Council's Carbon Neutral Plan as agreed by Cabinet on 18th November 2020.</p>	<p>Jeannette Brooks Interim Engagement and Participation Manager 10 April 2024</p>

10 Report Appendices

10.1 Draft Our Greenwich: Community Engagement Pledge

10.2 Draft Our Greenwich: Community Engagement Pledge, Handbook for Community Engagement

11 Background Papers

11.1 Research and discovery analysis lookback report

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