



External Scrutiny Partner

SCRUTINY REPORT ON CONSULTATION DESIGN

FUTURE GRENFELL SUPPORT



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1. INTRODUCTION

1.1 Background

This report shares the independent scrutiny carried out by the External Scrutiny Team, on the process of a consultation conducted by the Royal Borough of Kensington and Chelsea Council (referred to here as the Council).

The focus of this report is on our scrutiny of the Council's consultation design. As the consultation progresses, we will add chapters on scrutiny of delivery, the analysis process and how recommendations are formed.

The consultation is being led by the Council's Grenfell Partnerships Team. It is about the development of a new future support programme for Grenfell, being designed from 2023 onwards and delivered from 2024 to 2028.

The funding for this programme has been set out as part of the Global Settlement Agreement, which requires a fund of money to be spent to benefit the bereaved, survivors, and immediate local community impacted by the Grenfell tragedy.

There are three themes: *support for bereaved and survivors, support for the local community close to the tower, and education and training (for bereaved, survivors and the local community)*.

However, the agreement doesn't go into details on exactly what this support should be, or how spending the money should be decided. It gives the Council the responsibility of consulting and designing something that works - and appoints the External Scrutiny Team to provide an independent voice to help ensure this happens.

The External Scrutiny Team is a not-for-profit partnership, independent and external to the Council. We are made up of [Collaborate CIC](#) and [Involve](#) - organisations with expertise engaging and working with communities, citizens and councils, to improve public services and democracy. Our role is to ensure the voices of the bereaved, survivors, and local community impacted by the Grenfell tragedy are heard throughout the planned consultation.

You can find out more about how and why we were appointed as the External Scrutiny team in [Appendix 1](#). You can also see further information on the External Scrutiny Team's approach and agreed ways of working, principles and commitments in [Appendix 2](#).

1.2 The aims and objectives of the scrutiny process

As an External Scrutiny Team, we have two areas of responsibility, which are as follows:

Phase One: Scrutinise the process of consultation

Phase Two: Involve bereaved, survivors and the immediate local community in developing and establishing arrangements for the ongoing monitoring and scrutiny of the future support.

This report relates to our first area of responsibility, in Phase One. The objectives of this phase are to:

1. **Establish a best practice framework of principles for effective consultation.**
2. **Test and scrutinise the Council's consultation design** against this framework.
3. **Audit the Council's consultation against the agreed framework**, at each stage of design, delivery, analysis and recommendation forming.

Please get in touch if you'd like to learn more about and get involved in the other strand of our work - developing long term scrutiny arrangements.

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1.3 The journey so far

We started our work as the External Scrutiny Team in June 2023.

This report summarises the work we have done so far to scrutinise the overall approach to the consultation, and the design stage in particular.

The diagram below sets out the stages the Council has planned for designing and delivering the consultation. It also shows key stages of the scrutiny work, as well as the points we will be publishing reports on this work, alongside report summaries we will be sharing with bereaved, survivors and the local community.

The work we have done so far includes	
1.	<p>Responding to the Council's initial draft consultation document We provided our first wave of feedback to the Council on its overall proposed approach to the consultation.</p>
2.	<p>Attending bereaved, survivor and local community joint meetings Throughout the summer, we hosted meetings with bereaved, survivors and local community groups to explain our role and purpose. Council representatives from the Grenfell Partnerships Team introduced the scope of the consultation. We then held a closed session in each meeting, where we spoke privately with each group. In these meetings we heard what matters most to people (see section 1.4 below). This feedback helped us design the consultation framework and also give some early feedback to the Council about their approach to the consultation.</p>
3.	<p>Preparing for communication and feedback To inform bereaved, survivors and the local community who we are and how to reach us. We distributed physical and electronic forms of flyers to communicate our work, and established communications channels (a dedicated email and phone number) for people to contact us directly and have made our work available via linktree.</p>
4.	<p>Circulating summary feedback to all stakeholder groups To provide an update on our work to date, and invite any feedback.</p>
5.	<p>Creating a best practice consultation framework Based on key thinking and practice from the world of participation and engagement and - most importantly - what bereaved, survivors and local community groups said is really important to them.</p>

6.	<p>Using the consultation framework to review the Council's consultation design - as a basis to provide iterative feedback and recommendations.</p> <p>a. This included reviewing the Council's two sets of draft questions for the consultation (one relating to support for bereaved and survivors, one for the immediate local community), the vision and commitments set for the consultation, the consultation plan, and their overall approach to design across the consultation process.</p> <p>b. Alongside this, we attended some of the meetings the Council held to get feedback from bereaved, survivors and local community groups on the consultation approach and draft questionnaires. We observed how the Council presented the information and how well they took on board people's comments and suggestions on what they think is important in the consultation approach.</p>
7.	<p>Continuing to hold the Council to account in an iterative way.</p> <p>The Council responded to our feedback in the design stage, confirming in writing how they were addressing this. We documented the Council's written assurances to our feedback, and responded to them with further suggestions of what to focus on. We have also been holding weekly meetings with the Council to discuss progress and keep the work on track. The Council has committed to adapt their approach to the consultation, taking into account the feedback they have received, both from us and directly from stakeholder groups.</p>

As the journey continues, we will move on to scrutinise the next stages of delivery and analysis, and publish additional chapters in this report about those phases.

1.4 Listening to and learning from the people of Grenfell

A key part of the scrutiny so far has been listening to bereaved, survivors and immediate local community groups, as well as people who have worked closely with these communities.

We have held 'joint meetings' with:

- The Dedicated Service Steering Group
- Henry Dickens Residents Association
- Grenfell Next of Kin
- Grenfell Tower Trust (postponed - to be rescheduled)
- Grenfell United
- Grenfell Walk Residents Association
- Lancaster West Residents Association
- Lancaster West Voices
- Notting Dale Residents Advisory Board
- Notting Dale Ward Councillors
- Our Power Hub CIC

We have also observed Council meetings with the same stakeholders groups, and had follow up conversations with some of these groups as part of the Council's question design meetings.

HOW TO READ THIS REPORT

For readers outside the Council's Grenfell Partnerships Team

This report describes our methods and the **scrutiny framework** in [Chapter 2: Best Practice Framework](#).

We then describe how we **scrutinised the design phase** in [Chapter 3: Scrutiny of Design Phase](#). This chapter is our audit of the design phase.

Throughout, the report refers to other relevant documents, including the resources we used and the documented detail of our scrutiny and analysis at every stage.

For the Council as they go forward through their consultation

1. Read through the principles, including trauma-informed and restorative principles, and discuss how these already feature in the current approach to the consultation



If they do not, make plans to include them.

2. Review the consultation framework tables. Look at what 'good' looks like and the scrutiny questions we will use to see what progress is made at each stage of the consultation



Ask the questions of your design and note any areas changes need to be made.

3. Review our conclusions on the design phase so far. This chapter provides clear next steps to take into account



Review and address these in the consultation delivery.

2. BEST PRACTICE FRAMEWORK

2.1 Best practice framework and principles for the consultation

To plan the framework, we started with a synthesis of resources for best practice in public consultation and engagement. The resources form sound bases for principles. However, they are overly general and, on their own, are not specific enough to the Grenfell context to provide an appropriate framework for this particular consultation.

The most important thing about this framework - and the principles within it - is that it is guided by, and tailored to the lived experience and expertise of the bereaved, survivors, and the immediate local community. Some of this experience has been shared in meetings we and the Council have held with people from these community groups. Some has also been shared with the Council over the years since the Grenfell tragedy and is in the public domain.

It is important to apply best practice principles to the Grenfell context, putting bereaved survivors, and the immediate local community at the centre (while being mindful that the lived experiences of these various groups, and their needs, differ).

No framework can fully account for the depth of this lived experience. However this work aims to honour the experience of the people impacted by Grenfell by placing their perspective at the centre.

The diagram below highlights how the Grenfell context is critical to the way in which the principles are expressed.

Best Practice Framework for Grenfell Consultation¹



1. Alt-text: four principles Integrity, Transparency, Accountability and Fairness surround a circle which shows the Grenfell Community at the centre, with a context of Grenfell around them. Four arrows link the Grenfell Community to the principles, going through the context specific to Grenfell. This includes bereaved, survivors and the immediate local community.

Our framework identifies **four principles for good consultation:**

- Integrity
- Transparency
- Fairness
- Accountability

The four principles are relevant to any consultation. In this analysis, however, each of the four principles has a definition which relates specifically to the Grenfell context.

The principles and their application provide a set of standards to guide and inform the Council throughout the consultation and allow in depth questioning of all elements of the consultation.

2.2 Analysing the best practice resources in context of trauma-informed practice and restorative practice

The Grenfell tragedy was a significant traumatic event, with profound and long-lasting effects. It took place within a background of a complex history with the Council, and that history has continued since the tragedy. Any consultation with the Grenfell Community must take into account their past relationship with the Council, and the range of voices reflecting the different experiences across bereaved, survivors and immediate local community groups.

We recognise, therefore, that the Council's consultation needs to be conducted in a way which takes into account the wider historical, intergenerational, institutional context in which the Grenfell fire happened.

Therefore, in addition to being led by lived experience, the framework aims to ground our work within this context, by drawing on guidance for restorative and trauma-informed practice.

As part of our review, we wrote a detailed description of trauma-informed and restorative practice and how it can be applied to the consultation in the Grenfell context. This was shared with the Council. The purpose was to encourage the Council to consider how to understand the specific needs and experiences across bereaved, survivors and the immediate local community, without causing further stress and trauma.

A restorative approach within the consultation will consider the need to prioritise: fair process, voice, accountability, working 'with' and restorative questions. Working in this way acknowledges the harm that those impacted have experienced and works to actively centre relationships, respect, responsibility, repair and reintegration throughout.

These trauma-informed and restorative approaches are equally as important as the four principles to create an effective consultation.

2.3 Applying this to the consultation

We started our journey with an awareness that this consultation process would be complex. This is because the consultation aims to reach a wide variety of audiences and ask them about a range of different needs.

We recognised at the outset how the Grenfell context, and the lived experience of the people being consulted, would require a nuanced consultation, with the Council communicating differently with different groups of people.

There has been a significant amount of previous consultation with bereaved, survivors and immediate local community groups. Our key learning from these communities is that any new work must build on existing knowledge, and not ask people to invest more emotional labour in explaining views and experiences they have already explained many times.

We noted that different members across bereaved, survivors and the immediate local community group meetings expressed appreciation and degrees of respect and trust in the working relationships with the Grenfell Partnerships Team. This is an important foundation for the consultation work.

While this shows progress, we heard that trust does not extend to the wider Council. In fact, lack of trust was loudly voiced across the majority of the groups that we met. Application of the framework principles may help to address this challenge of building trust, although we realise that there are no quick fixes here.

After hearing what mattered to people in initial meetings held with bereaved and survivors and immediate local community groups, we thought carefully about how each consultation principle should be applied to this specific context.

We reviewed in detail everything we learned across these meetings, to ensure this best practice framework embeds the Grenfell context with the voices and lived experience of bereaved, survivors and the immediate local community across each stage of the consultation.

These stages are:

- Foundational (preparing the consultation)
- Design (shaping the consultation)
- Delivery (getting everyone involved in the consultation)
- Analysis and Recommendations (understanding what people said and scrutinising final decisions before the models for consideration are arrived at.)

As a result of identifying these principles, then hearing how bereaved, survivors and the immediate local community expressed their specific perspectives in our first meetings, we developed an underlying matrix of questions that we can use to scrutinise the Council, and will enable the Council itself to explore and scrutinise its own work.

3. SCRUTINY OF THE CONSULTATION DESIGN

3.1 Carrying out effective scrutiny from a restorative place

Our role as an External Scrutiny Team has been iterative and in line with our own restorative practice. The definition of scrutiny implies a close supervision, and a power relationship where the body carrying out the scrutiny can be directive and work as an “opponent”, even if this is as a critical friend.

We have worked hard to ensure that our scrutiny practice reflects the restorative approach we are recommending to the Council. This means working with and listening to stakeholders from bereaved and survivor groups, as well as groups reflecting the immediate local community. It also means working constructively with the Council.

We gave feedback to the Council on the consultation questions, engaging with their responses and fine-tuning our recommendations accordingly. In our weekly meetings with the Grenfell Partnerships Team, we have discussed and monitored their progress in adapting the consultation questions. We also held collaborative discussions with the Council about their overall approach and the potential of this consultation to focus on increasing empowerment of bereaved, survivors and the immediate local community in the next phases of recovery.

This chapter draws on our iterative feedback to the Council and summarises the main points.

Here is a list of all detailed feedback documents which sit behind the summary. We can provide further details on request.

Feedback log		Description	Date submitted
1.	First feedback on draft consultation approach	A report on our initial response to the Council’s plans for the consultation approach, with a series of recommendations.	19.07.23
2.	Feedback after initial joint meetings with bereaved and survivors groups, immediate local community groups, the External Scrutiny Team, and the Council.	Powerpoint slides describing our approach to scrutiny, our views on the timeline and our feedback/advice based on what we heard in the joint meetings.	02.08.23
3.	Platform for ongoing feedback and communication	A platform that hosts our introductory flyer, data access request process, complaints process and Frequently Asked Questions.	24.08.23
4.	Summary of feedback to bereaved, survivors and immediate local community stakeholder groups	Powerpoint slides that share progress so far, and outline next steps.	31.08.23

5.	Best practice principles for consultation	A report detailing how we designed the scrutiny framework for the consultation. This is based on key principles, consultation best practice, and the Grenfell context.	05.09.23
6.	Trauma-informed and restorative practices	A document which captures our thinking on how to apply trauma-informed and restorative practices to the consultation approach.	05.09.23
7.	Principles matrix	An Excel spreadsheet of key principles to apply at different stages of the consultation.	05.09.23
8.	Reading and resources list	Links to further reading and resources on consultation best practice, restorative practice and trauma-informed research.	05.09.23
9.	External Scrutiny Team recommendations tracker	A table summarising our initial recommendations, with a response from the Council on how it has actioned changes. The Council also set up a question tracker to map their evolving questions, which we had sight of.	05.09.23
10.	Question design - Part 1	A document of initial feedback on the first draft questionnaires, with suggestions for change.	05.09.23
11.	Question design - Part 2	A document requested by the Council to help them understand how to build in restorative and trauma-informed approaches to the consultation and questions.	14.09.23
12.	Observations from bereaved and survivors, and immediate local community groups - question shaping sessions	"A follow up document, with insight from our observations of question shaping sessions with bereaved and survivors groups, and immediate local community groups. Our recommendations at this stage were mainly informed by things that people said were important to them.	21.09.23

3.2 Key findings in our scrutiny of design

In this section of the report, we consider the Council's approach to the design phase as a whole. We report back on how we advised the Council as they designed and amended their consultation plans and questions. This section describes the main themes that emerged during our scrutiny of the consultation.

Theme 1: Use an "appreciative" starting point in line with restorative and trauma-informed practice

A more restorative approach to the Council's consultation plan starts by assuming that people and communities have some of the resources they need already - and starting here rather than assuming the need for new services.

This is about moving away from a narrow service delivery approach, to creating the conditions for people to access their own capability to thrive, as described [in this case study](#) from the Changing Futures programme in the North East.

We recommended the Council start by finding out what people have and value in their community, what they feel their own strengths are, and what matters most to them. While this is hard to do in a questionnaire, it would give respondents greater agency to express what matters to them for the future and how their own strengths, and strengths in their community, could contribute to recovery.

This method starts a process of understanding what really matters to people, rather than extracting information from them. Within this, we acknowledge the need to be respectful and sensitive to different groups as we understand the nuance and distinction between them. For instance, asking questions such as:-

- What are your needs?
- What has worked for you that can be built on to be developed further?
- How do you want to be in charge of this process of developing the future support?

Advice for questionnaire	Council's response
<p>Do not open with demographic information but with open, free text questions, which prompt people to think about their strengths and broader need</p>	<p>This has been changed in both questionnaires, which are now all free text questions rather than tick-box options.</p> <p>New section headings focus on understanding peoples' experience and needs.</p> <p>People are now asked to tell their stories and to focus on the future.</p>
<p>Do ask what outcomes people want, in a transparent and engaging way.</p>	<p>Section 2 in both questionnaires now clearly outlines that no decisions have been made yet about future support.</p> <p>Free text options have been positioned at the start of this section to draw out outcomes in relation to peoples' needs.</p> <p>A tick-box table of support follows, for people to grade the type of support they would find helpful.</p>

Theme 2: Show awareness that the consultation happens in a context where people's immediate needs are not being met

Though pain and trauma are very current for people, we observed some good relationships during the joint meetings with the Grenfell Partnerships Team. Bereaved and survivor groups, and immediate local community groups recognised the hard work of the Grenfell Partnerships Team and their positive approach to the new consultation. Some people in the joint meetings were able to entertain the idea of opening up the discussion, which opens the door to a restorative approach.

However, we also heard from bereaved and survivors, as well as immediate local community groups that the context is very fragile and that the willingness to talk could easily be drawn back. People are not only waiting for the publication of the Grenfell Tower Inquiry and the next stages of legal proceedings, but experiencing a patchy service provision from the NHS and others, including Council departments (environment and housing in particular) which continue to create further harms and divisions between groups.

We heard that for many, future support is secondary to resolving their immediate needs - for instance, health and housing. The consultation, and the Council more broadly, should not ignore

Advice for questionnaire	Council's response
<p>Do use a restorative approach by asking about the impact of what has happened, and why that impact matters, before seeking preferences on solutions.</p>	<p>More open-ended, free text options have been introduced throughout both questionnaires. These allow for a wide range of responses and feelings to be expressed.</p> <p>Questions that ask specifically about impact are now referenced multiple times.</p> <p>Explanations for why questions are being asked have been included/added, at the start of each section.</p> <p>Language is now relational and accountable, with use of 'we' in each section overview.</p>
<p>Do not use the questionnaire as a tool to ask questions which could lead to division, for example on eligibility. These are better approached through facilitated group work and we strongly recommend that other methods should not be forgotten in the work to get the questionnaire right.</p>	<p>Eligibility questions have been removed or replaced with open ended free-text options, ready for people to comment on suggested approaches, give thoughts on types of support needed and how that support should be delivered.</p>

<p>Do ensure that the questionnaire shows “working with” rather than “doing to” throughout.</p>	<p>In the introduction section of each questionnaire, commitment to collaborative working is now strongly emphasised. Reference is made to “working with” throughout each questionnaire.</p> <p>Peoples’ views, needs, ideas and experiences are now sought via free-text options, rather than a long list of closed questions.</p>
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Theme 3: Do no harm - don't create further trauma

We, along with people across bereaved, survivors, and immediate local community groups, flagged several points in the draft questionnaire as having potential to cause additional harm.

The initial questionnaire for bereaved and survivors asked people to categorise themselves both at the start and the end - once for the Council to understand varying support needs, and again at the end in the demographic ‘About you’ section. This duplication in the design could be triggering for people and contribute to further harm.

In the questionnaire for the immediate local community, people were asked to tick options for how they have been impacted by the Grenfell tragedy. We recommended that it would be less potentially triggering to give a free text option here, for respondents to write what they want and avoid causing any further harm.

We understand the Council needs to have a nuanced conversation about the different support that people need and how proximity to the tower might imply different needs today. However, we highlighted that this should not be preempted by asking people to define themselves by a set measurement in metres of distance, as this could create a sense of scarcity and division.

The first draft of the consultation sought views on the potential impact of other decisions relating to the tragedy. This included decisions about the tower, memorial plans, publication of the final Grenfell Tower Inquiry, the criminal investigation, and change at both Council and National level.

This question, based on the future and the potential importance of these events in peoples’ broader journey, was critiqued in questions shaping sessions by bereaved and survivors and immediate local community groups.

Bereaved, survivors and immediate local community groups challenged the question as inappropriate within this consultation. Reasons given included that it seemed ‘out of place’ in the flow of questions and could also be triggering. Many were concerned that it gave the impression that the Council was responsible for these things or was asking for people’s opinion about them.

The Council explained that this question was originally designed to try and understand what support, if any, people felt they might need through these events and community feedback was clear that the questions should be more specifically focused on support.

Advice for questionnaire	Council's response
<p>Do ask any categorising questions at the end rather than “putting people into boxes” at the start.</p> <p>Do not duplicate questions that ask people to categorise themselves.</p>	<p>Categorisation questions have been moved in the immediate community questionnaire to the final section on demographics.</p> <p>The duplication of categorising questions have been removed for the bereaved and survivors questionnaire and moved further towards the end in the section on types of support for different needs.</p>
<p>Do ask what peoples’ needs are in the questionnaire, along with emphasis on giving people more personal choice for their recovery.</p>	<p>Options for choice and control are now included as a specific question in the questionnaire for bereaved and survivors.</p> <p>This is now also reflected in the way questions are presented, asking for feedback on how support should be approached, available, and delivered.</p> <p>The immediate community questionnaire now asks what is valued in the community that can be built on for developing future support.</p>
<p>Do pay careful consideration to how people are asked about the future and the impact of other milestone decisions relating to the tragedy.</p>	<p>The Grenfell milestones question has moved from a scoring/grading option. It has been condensed and gives options to share feedback, with prompts on how people feel and what they think would help when they think about milestones.</p>
<p>Do split questions out, to probe more deeply into specific support needs.</p>	<p>Questions on support have been reduced and have been adapted into free-text options, which encourage people to describe their support needs rather than via tick boxes.</p>

<p>Do not focus on proximity to the tower as a leading factor for the new support programme, without explaining why and giving context. This could lead to over-categorisation and cause further division.</p>	<p>In the bereaved and survivors questionnaire, the Council has left in a question on proximity, but has added an accompanying explanation to the questions explaining why it is there. The text explains the Public Health data link suggesting different experiences related to proximity to the tower as the reason for including these questions.</p> <p>The Council has also explained that the 500m radius approach is one of the things under discussion, and now include questions inviting people to share their thoughts on the 500 metre radius approach itself, and how best to focus support to those within this radius.</p>
<p>Do not categorise people by the impacts they have suffered in a multiple choice questionnaire.</p>	<p>Questions have been changed to ask people to define their needs and experiences in free-text rather than multiple choice.</p>

Theme 4: show integrity by defining how people will be involved in shaping design and delivery

In the question design sessions with bereaved, survivors and immediate local community groups, the Grenfell Partnerships Team reiterated that insight from these conversations would be used to refine the questions.

However, we pointed out that the vision statement in each questionnaire also needed to be clear in setting out how people will be involved in shaping the design and delivery, as confusion was voiced in some of the question design sessions about the proposed structure and purpose of the new programme.

The Grenfell Partnerships Team demonstrated power sharing by listening to peoples' views and suggestions during the question shaping sessions. How this translates into fair and transparent decision-making processes will be tracked during the next phases.

On our recommendation, the Council have used learning from previous Council-led engagement, on what has worked well already and can be built upon going forward, to inform the consultation plan. This includes examples of materials and approaches that have worked well in the past. It also includes a 'Lessons Learned' document of reflections from the Grenfell Partnerships Team.

Autonomy and personal choice were themes that featured highly in question-shaping sessions. People spoke about wanting to be able to choose the support and services they need and come up with the answers to their own challenges. We heard about the need for future support to be holistic, sensitive, understanding and valuable - and for this to be adopted as a Council-wide approach.

There was a common direction of travel in everything we heard towards a consultation which would pave the way for bespoke, personalised services.

Advice for questionnaire	Council's response
<p>Do create a vision and commitments statement to go ahead of questionnaires, which explains what all the different elements of the consultation will do, and how different pieces of data will be used. This should be different for bereaved and survivors, and for the immediate local community.</p>	<p>Vision statements and commitments have been created for each of the questionnaires.</p> <p>Both questionnaires now set out the purpose, timetable and different elements of the consultation.</p>
<p>Do reference strengths and assets in the vision and commitments statement.</p>	<p>Generally, the focus is less on what is missing or lacking, and questions are framed around the wider needs across bereaved, survivors and the immediate local community, instead of service provision.</p> <p>Building on the strengths of bereaved and survivors and the immediate local community is now an explicit commitment in the vision statement for the community version of the consultation.</p> <p>The Council has committed to including a vision and commitment statement in the questionnaire. They will also create a document with a more detailed consultation plan for internal use, which will outline their core principles, as well as their approach, methods and timeline.</p>
<p>Do offer a number of ways for people to share feedback.</p>	<p>Further information and support to complete the questionnaires are now clearly signposted.</p> <p>Different options for giving feedback are listed, including phone, email and taking part in events.</p>

Theme 5: show transparency by explaining how views will be used, analysed and balanced in decision-making

People taking part in bereaved and survivors and the immediate local community group meetings were unclear about the stages of the consultation, its purpose and their routes to access it. We heard comments on the need for greater clarity on the role of compensation and justice in the consultation, and making the scope of the future programme really explicit.

Throughout the question-shaping sessions, we heard openness from The Grenfell Partnerships Team about the tensions and trade-offs within the process.

In the initial question design sessions, concern was expressed by each of the bereaved, survivors and immediate local community groups over how the views of respondents from different groups would be weighted to create a fair result. Here, the Grenfell Partnership Team explained that there are two separate consultations - one for bereaved and survivors and one for the immediate local community.

Other feedback was on clarity in relation to trade-offs. For example, the potential benefits and difficulties associated with different outcomes. More clarity was sought on the overall consultation process and aims. This includes being more explicit that there are two separate questionnaires, with transparency of what each of them entail.

Advice for questionnaire	Council's response
<p>Do make it clear what the trade-offs will be, either in the vision and commitments documentation or the questionnaire itself. Or describe when trade-offs will be explored within the consultation.</p>	<p>The introductions in both questionnaires now outline the timeline for looking at different options and decisions in relation to the new support programme, and that this will be done collaboratively with bereaved and survivors and the immediate local community.</p> <p>It is now also clear that no decisions have been made about the shape of future support in both questionnaires. The questions aim to gather insight on areas that people want support in, as a starting point.</p> <p>In the vision and commitment documents for each consultation (for bereaved and survivors and for the immediate local community) - there is now a clear commitment to listening to what people agree or disagree on in the trade-offs process.</p>
<p>Do find additional ways to explore views on eligibility and explain that the questionnaire is not the only place to do this.</p>	<p>Eligibility has been framed in a more explorative way, by asking people to focus on specific support rather than labelling.</p> <p>There are also questions included on how to make sure support reaches people who need it now.</p> <p>The questionnaires invite people to stay involved in the conversation, with options for involvement.</p>
<p>Do split questions on education and training as they are confusing.</p>	<p>Questions on education and training are more exploratory, asking for views and ideas on types of support, who this should be for and how it should be delivered.</p>

<p>Do explain any differences in how the views of respondents from different groups will be weighted.</p>	<p>The Council has shared a commitment to reflect on this feedback and to consider and report all views openly and transparently on the first page of the questionnaire.</p> <p>It has also agreed to more explicitly consider questions about weighting of different views (especially on funding) more explicitly in phase two.</p>
<p>Do consider asking specific questions about dedicated support workers or outcomes people want (if it looks like this is going to be people's chance to say what they would want).</p>	<p>The opening section of the bereaved and survivor questionnaire, labelled "Your needs" now starts with open, appreciative questions and goes on to ask specific questions about the Dedicated Service.</p>

Theme 6: show transparency and fairness of access by making questionnaires as short and simple as they can be

Bereaved and survivors and immediate local community groups pointed to many examples of questions that they thought were inappropriate, poorly worded, or could feature in a different order.

Clarity is key for transparency and questions should be framed more clearly.

In terms of transparency, both draft questionnaires felt long, and highly detailed. Bereaved and survivors and immediate local community Groups advised on improvements to the overall flow of questions, in a way that would make better sense to them. We heard comments that the language throughout needs to change, with a clearer, more succinct use of words: "simple and direct."

A practical suggestion from bereaved and survivors and immediate local community groups was to split the questionnaire into themed sections and distribute a short version of it on WhatsApp. There were also offers of help from bereaved and survivors and immediate local community groups to roll out the delivery of the consultation.

Advice for questionnaire	Council's response
<p>Do reduce the length and content of the questionnaires.</p>	<p>The bereaved and survivor questionnaire has reduced from 39 questions to 25, plus an end section on demographics. Word count is similar in the first and second draft however - 2296 words, compared to 2204 words.</p> <p>The immediate community questionnaire has reduced from 48 questions to 20, plus an end section on demographics.</p> <p>Word count has reduced in the second draft - from 3367 to 2344 words.</p>

<p>Do change the flow and order of questions, to be more accessible and engaging.</p>	<p>In both questionnaires, the flow has been reordered to start with understanding people's current needs and experiences.</p> <p>They now ask about future support needs, and type of support. Views on education and training are now sought, followed by thoughts on the programme overall.</p>
<p>Do add themes to sections to make it easier to navigate, starting with peoples' needs and experiences and ending with demographics.</p>	<p>Each section has been labelled and numbered, with a descriptive paragraph explaining what the section is trying to capture.</p> <p>Both questionnaires now conclude with options for staying involved and demographics.</p>

Theme 7: show accountability by actively responding to feedback and committing to actions

In the consultation's vision and commitments statement and scoping documents, the Council has now outlined a commitment to a process that builds on past learnings and focuses better on the different needs and experiences across bereaved, survivors and the immediate local community. These documents aim to make it clearer for people to understand what's on offer, how it all fits together and what's at stake.

When decision-makers commit to actions, timings, or decisions, they must clearly meet their commitments, and justify and explain their actions and decisions. In the consultation, this means actively engaging with feedback, inviting scrutiny and review, and being accountable for acting on feedback. It can also include offering explanations and transparency about how decisions were arrived at.

As a result of feedback from bereaved, survivors and immediate local community groups, the consultation is now referred to as the 'Future Grenfell Support' throughout the Council's external facing documentation and communications.

The vision statements in both questions explain that there is more work to do together ahead - exploring the options that emerge from the first phase and testing ideas. This includes exploring difficult decisions that might have to be made.

Learning from previous consultations has been built into the initial approach and design. However, we heard a comment in one of the question shaping sessions that the questionnaire looked very similar to others.

The consultation plan gives commitment to 'working 'with' bereaved, survivors and people from the immediate local community in multiple places - using active verbs such as shaping, reaching, building, and influencing. This could sit at the heart of the consultation and be further emphasised to show how important it is.

Advice for questionnaire	Council's response
<p>Do explain how learning from previous consultations has been built into the consultation design.</p>	<p>Learning from previous consultations is now referred to in the consultation plan - this learning has informed the way the Council communicates with, reaches and works alongside bereaved, survivors and immediate local community groups.</p>
<p>Do specify how the consultation approach will influence wider systems change and behaviour at the Council.</p>	<p>The consultation plan includes a section - "Where this consultation fits" - that presents information on wider change at the Council.</p> <p>There is commitment in writing to "respond to the challenge from bereaved, survivors and residents to use the learning from the tragedy to change for the better," as part of a programme of work and wider change across the Council.</p>

4. SCRUTINY OF DESIGN: CONCLUSIONS AND NEXT STEPS

Overall assessment

As the External Scrutiny Team, we have seen considerable commitment from the Council to a restorative process which learns the lessons of the past.

In this process, we have seen a commitment from the Council to openness, listening and learning throughout the work to design the consultation and questionnaires.

We thank the bereaved, survivors and immediate local community groups who have shown willingness to engage with this process, despite the trauma they have suffered and continue to suffer.

This is encouraging and creates a strong foundation for how we will work with the Grenfell Partnerships Team and the Council going forwards, and how the Council may be able to work with the people of Grenfell.

We have seen a collaborative and person-centred approach from the Grenfell Partnerships Team to engage across bereaved, survivors and immediate local community groups, and a willingness to take on and act on their feedback.

In particular, we commend that the Council has reflected and made changes to the timing and staging of the consultation programme, based on what they heard from bereaved and survivors and the immediate local community groups.

We are pleased that the Council has reconsidered the consultation approach to avoid reinforcing division and to focus more on understanding needs in Phase One. This means Phase Two can focus on working with people to understand trade-offs and develop models of support for the new programme in 2024.

In adjusting the timeline, Phase Two is pushed to January, to allow more time in Phase One, to discuss feedback and analysis before proceeding to the next stage. This gives more space in Phase Two for discussions about potentially difficult tradeoffs and decisions.

In development of the questionnaires, there has been clear progress to an appreciative, restorative process that seeks to do no harm.

There has been significant improvement to the initial draft documents, with attention focused on embedding a more restorative and trauma-informed approach at the core of the consultation's intention.

Reordering of the questions ensures a better overall structure, whilst the reframing of some questions, particularly around eligibility and categorising groups, has had a positive effect on flow.

Reduction in complexity has made the questions and the process more transparent, but this could go further.

The significant reduction in questions in both questionnaires makes the process more accessible and transparent, and shows a response to feedback from the question-shaping sessions. However, it is important to note here that the questionnaires can be streamlined even further by simplifying each sentence. This would make it easier to navigate.

The consultation delivery must also be a restorative process and the next steps are vital.

This is just the start. It is vital to sustain the same levels of attention and openness throughout the programme of work.

With the design phase now in place, plans are in place for the next two parts of this phase: delivery, then analysis and recommendations. Learning from the delivery and analysis of previous consultations will help, but it is clear that specific challenges are ahead.

As the programme moves into Phase Two, it will be vital to demonstrate transparency, accountability and integrity in the way data is collected and analysed, and in particular how views are weighted.

Involvement of residents in conversations, interpreting the consultation findings and decision making is equally important. In terms of communication, bereaved and survivors and the immediate local community should receive consistent levels of transparency and collaboration demonstrated in the actual delivery of the consultation.

Areas for development and next steps

Community strengths and assets could be brought out more

The Council's Vision, Commitments and Consultation Plan shows an understanding and commitment to working with the community's identified strengths and assets.

However, though there is some evidence of this influence in the latest draft of the questions, it isn't as explicit as it could be.

The Council should do additional work to ensure that there is a clear understanding among bereaved and survivors and the local community that design of support will take into account, and seek to support, the strengths and assets that already exist.

Accessibility and adapting to different environments is needed

The development of a clear vision and plan for consultation is welcome. It signals the Council's commitments and intention and this is linked to the principles of Integrity and Transparency. To improve accessibility to the **Vision and Commitments** and **Consultation Plan**, the Council will need to ensure that the language is clear and easy to understand, and that it is culturally appropriate for a range of audiences.

The plan commits to delivery of the consultation through a range of methods. We would like to understand how the current questionnaire will be adapted to different environments and methods of delivery. For example, what are the core questions that could be used in a WhatsApp format or a small group session? And how will the Grenfell Partnership Team reach unheard or underrepresented voices?

It has been noted that relatively high levels of literacy have been assumed in the development of the questionnaires. This may need revisiting when thinking about fair access and equity.

It is important to understand how well the methodology adapts to different groups and ensure the consultation process supports this.

In addition, it would be helpful to have a clear plan on how the questionnaires will be distributed (involvement of bereaved and survivors and immediate local community groups will be vital in planning this).

Weighting and balancing of different groups and voices will need to be carefully considered and planned

Throughout the question-shaping session, bereaved, survivors and immediate local community groups consistently shared concerns about the extent to which different voices would be able to influence the final outcome of how the support programme looks. This remains a potentially divisive area which will require careful thought to develop a proactive, transparent and fair process.

We strongly recommend that there is more clarity in this area as preparations to deliver the consultation draw to a close.

We recommend that the Council seeks support to deliver restorative practice

In revising the programme and questionnaires the Council has consciously adopted a more restorative approach. There is further to go to apply this to the next consultation phases, through to the new support programme in 2024.

The External Scrutiny Team members have also spent time exploring restorative practice, through training and regular supervision. This has been of real benefit, to help us approach our scrutiny in a restorative way with people that is fair, accountable, and gives them a real voice in the process.

Working in this way acknowledges the harm which those impacted have experienced and works to actively centre relationships, respect, responsibility, repair and reintegration throughout.

This support has enabled the External Scrutiny Team to work more effectively; because restorative practice needs to be embedded in any team seeking to deliver it.

We highlight that if the Council team do not have access to this support, this risks there being a gap in the knowledge and skills needed to deliver a restorative consultation, particularly in Phase Two.

We recommend that the Council team members themselves:

- **Seek support and expertise on restorative practice** - to enable better work through supervision and support for their own learning, and as people working in a space of trauma
- **Plan and map where this first questionnaire stage of the consultation sits in a broader restorative process.** The practice will require different skills, communication and behaviours at different stages of this work.

5. APPENDICES

Appendix 1

How was the External Scrutiny Team appointed?

The External Scrutiny Team, made up of Collaborate CiC and Involve, have been appointed as part of the Global Settlement Agreement.²

The External Scrutiny Team has been appointed to do two things. First, provide independent scrutiny of the consultation process that the Council will lead. Second, work with bereaved, survivors and the immediate local community, to design and set up ongoing scrutiny and monitoring arrangements for the programme.

Although the External Scrutiny Team have been brought in to support all bereaved and survivors and everyone from the immediate local community, they were appointed through the civil claims process, which less people were involved in.

It is recognised that there are difficulties around the civil claims process, regarding who did and did not know how to claim, and that only a limited number of people were able to participate in this process. However, whether you are part of the civil claims process or not, the External Scrutiny Team is in place to make sure that all voices are heard.

People who did claim were involved in the appointment of the External Scrutiny Team. The lawyers acting for the claimants produced a short list of organisations who were interested in undertaking the role. Claimants were then able to vote for which organisation they wanted to undertake the role.

Because the three future funds of money are provided to support bereaved survivors, and the immediate local community, and to support education and training, the External Scrutiny Team will be scrutinising the Council's engagement with all the voices from all groups who should have a say in these three different areas.

2. An agreement was made to settle the majority of the claims made against the Council and other organisations after the Grenfell tragedy.

Appendix 2

Our Ways of Working

Our team is responsible for helping make sure the voices of bereaved and survivors and the local community are heard. We see our role as to hold the Council to account. We bring trauma-informed and restorative practice into our work and are recommending that the Council does too.

We are not here to duplicate or take over the work of any bereaved, survivor or resident led group that is actively involved in currently scrutinising and challenging parts of the existing Recovery services. Our role is to scrutinise the way the consultation is designed, delivered and analysed and help create and set up arrangements relevant to the new programme. This will mean working together with all relevant groups to find out what has and hasn't worked in the past, and how we can build on this.

We recognise that some people will want to play an active role in shaping the scrutiny approach for the new programme, and that some people won't. We will respect this, while at the same time seeking to give as many people as possible the opportunity to be involved if they wish to.

We are thinking carefully about the importance of language, the need to acknowledge and check our own power, to ensure consent, to be transparent and to centre your needs and voice in all our work.

We have been working to educate ourselves as much as we can about what has gone before, so that we don't need you to educate us. Our team members are not experts in the experiences of people impacted by Grenfell. However, much of our work includes bringing together communities who have suffered harm and people who hold power. We are here to put our experience and skills at your service - in engagement, consultation, scrutiny, monitoring and evaluation. We will advocate for what matters to you.

We will share a summary of our scrutiny of the Council's approach at each stage of the consultation: design, delivery, and analysis/development of recommendations.

As part of our work with bereaved and survivors and the local community we will:

- Put your voices and needs at the centre, and recognise your strengths and achievements
- Respect your right to participate, or your choice not to
- Give you the information you need to have control over your involvement, and prioritise your welfare in our work with you
- Welcome your feedback and criticism
- Use our position to advocate for what matters to you

You can find out more about the Global Settlement Agreement, the scope of the future support programme and appointment of an External Scrutiny Team, in the Council's resources [here](#) and [here](#).