

Natalie Layton
020 8489 2919
020 8881 5216
natalie.layton @haringey.gov.uk

19 February 2015

To: All Members of the Overview and Scrutiny Committee

Dear Member,

Special Overview and Scrutiny Committee – Call-In - Friday, 20th February,
2015

I attach a copy of the following reports for the above-mentioned meeting which were not available at the time of collation of the agenda:

- 6. CALL IN OF CAB809 - CORPORATE PLANNING (PAGES 1 - 16)**
 - a) Report of the Monitoring Officer (TO FOLLOW)
 - b) Report of the Interim Director of Adult Social Services (TO FOLLOW)
 - c) Report of the Assistant Director Quality Assurance, Early Help and Prevention (TO FOLLOW)

Yours sincerely

Natalie Layton
Principal Committee Co-Ordinator

This page is intentionally left blank



Haringey Council

Report for:	Special Overview & Scrutiny Committee	Item number	
	20 February 2015		

Title:	Monitoring Officer's Report on the Call-In of a Decision taken by the Cabinet on 10 February 2015 relating to the Corporate Planning (Budget) Report
---------------	---

Report authorised by :	The Monitoring Officer and Head of Legal Services
-------------------------------	---

Lead Officer:	Bernie Ryan, Monitoring Officer and Head of Legal Services
----------------------	--

Ward(s) affected: All	Report for Key/Non Key Decision: N/A
---------------------------------	--

1. Describe the issue under consideration

1.1 To advise the Overview and Scrutiny Committee whether or not the decision, taken by the Cabinet on 10 February 2015 on a report entitled "**Corporate Planning 2015-18**" falls inside the Council's policy and budget framework.

2. Cabinet Member Introduction

2.1 N/A

3. Recommendations

3.1 That Members note the advice of the Monitoring Officer and Chief Financial Officer that the decision taken by the Cabinet was inside the Council's policy and budget framework.

4. Other options considered

4.1 N/A



Haringey Council

5. Background information

- 5.1 The Call-In Procedure Rules, set out in Part 4, Section H of the Council's Constitution, provide that any 5 Members may request a Call-In even though they do not claim that the original decision was in any way outside the Council's budget/policy framework. Members requesting a Call-In must give reasons for it and outline an alternative course of action. However it is not necessary for a valid Call-In request to claim that The Cabinet, Leader or Cabinet Member acted outside its powers.
- 5.2 The Call-In Procedure Rules require the Monitoring Officer to rule on the validity of the request at the outset. The Monitoring Officer has ruled that this Call-In request complies with all the 6 essential criteria for validity.
- 5.3 The Monitoring Officer must also submit a report to Overview and Scrutiny Committee (OSC) advising whether each decision of the Executive, subject to Call-In, was inside or outside the Council's policy framework (budget framework advice, when this is relevant, is provided by the Chief Financial Officer). This is still a requirement even when those Members requesting the Call-In do not allege that the Cabinet decision was outside the policy framework. While OSC Members should have regard to the Monitoring Officer's advice, it is a matter for Members' to decide whether the Cabinet decision was inside the policy framework or not.
- 5.4 This decision should be the subject of a separate specific vote and it should be expressly minuted.
- 5.5 It is not every Council policy that forms part of the "Budget & Policy Framework". This framework is set out at Part 3 Section B of the Constitution. It contains the most important over-arching strategies and major service plans. There would have to be a clear contravention or inconsistency with such a Plan before an Executive decision could be ruled to be outside the policy framework.

Details of the Call-In and the Monitoring Officer's Response

- 5.6 The Call-In request form states, under the first heading, that the Cabinet decision "is not claimed to be outside the policy and budget framework".
- 5.7 The Monitoring Officer agrees that this decision falls within the policy framework. The main recommendations on the budget are for approval by full Council following submission of the proposals by the Cabinet to full Council, having taken into account the views of the OSC. This is compliant with the Council's Budget and Policy Framework as set out in Part Four Section E of the Constitution. Any final decisions taken by Cabinet in this report are within its powers and terms of reference.



Haringey Council

Call-In Procedure Rules

5.10 Once a Call-In request has been validated and notified to the Chair of OSC, the Committee must meet within the next 10 working days to decide what action to take. In the meantime, all action to implement the original decision is suspended.

5.11 If OSC Members determine that the original decision was within the policy/budget framework, the Committee has three options:

- (i) not to take any further action, in which case the original decision is implemented immediately.
- (ii) to refer the original decision back to Cabinet as the original decision taker. If this option is followed, the Cabinet must, within the next 5 working days, reconsider their decision in the light of the views expressed by OSC.
- (iii) to refer the original decision on to full Council. If this option is followed, full Council must meet within the next 10 working days to consider the decision. Full Council must either decide, itself, to take no further action and allow the decision to be implemented immediately or it must refer the decision back to The Cabinet for reconsideration.

5.12 If OSC Members determine that the original decision was outside the policy framework, the Committee must refer the matter back to the Cabinet with a request to reconsider it on the grounds that it is incompatible with the policy/budgetary framework.

5.13 In that event, the Cabinet would have two options:

- (i) to amend the decision in line with OSC's determination, in which case the amended decision is implemented immediately.
- (ii) to re-affirm the original decision in which case the matter is referred to a meeting of full Council within the next 10 working days.

6. Comments of the Chief Financial Officer and Financial Implications

6.1 The call in request states that this decision is not claimed to be outside the budget framework. The Assistant Director of Finance, in his capacity as Chief Financial Officer, agrees with this view on the basis that recommendations in the report are in line with the Council's Budgetary & Policy Framework Procedure Rules set out in Part 4 Section E of the Council's Constitution.



Haringey Council

7. Comments of Assistant Director of Corporate Governance and Legal Implications

7.1 As outlined above.

8. Use of Appendices
N/A



Haringey Council

Report for:	Special Overview and Scrutiny Committee on 20th February 2015	Item Number:	
--------------------	---	---------------------	--

Title:	Further information in response to “Call In” of decision of Cabinet of 10th February 2015
---------------	---

Report Authorised by:	Beverley Tarka, Interim Director of Adult Social Services
------------------------------	--

Lead Officer:	Beverley Tarka, Interim Director of Adult Social Services
----------------------	--

Ward(s) affected: All	Report for Non Key Decision
------------------------------	------------------------------------

1. Describe the issue under consideration

- 1.1 The purpose of this report is to provide further information to support the Committee’s scrutiny of the issues raised in the “Call In” of the Cabinet decision of 10th February 2015 in respect of Corporate Planning (Budget).

2. Cabinet Member introduction

- 2.1 The Adult Social Care proposals contained in Priority 2 of the Medium Term Financial Plan have previously been considered by the Adult and Health Scrutiny Panels on 11th December 2014 and 22nd January 2015. They have also been considered by Overview and Scrutiny Committee on 26th January 2015.
- 2.2 There was robust, but fair, challenge to the budget proposals and the subsequent discussions were both informative and constructive.
- 2.3 It still remains the case that the budget proposals are high level proposals and, if agreed at Full Council on 23rd February 2015, further work will take place to develop detailed plans. Prior to Full Council’s decision, officers may not yet be in a position to provide detailed responses to the questions raised.
- 2.4 It is important for Committee members to note that the Council has a duty to meet an assessed need. This applies currently under NHS and Community Care Act



Haringey Council

1990 Section 47 and from April 2015 will apply under Part 1 Section 9 of the Care Act 2014. Therefore, for any individual who is assessed as having a need, that need must be met by the Council, irrespective of whether there are building based services in place.

3. Recommendations

3.1 That the report be noted.

4. Alternative options considered

4.1 None.

5. Further information on reason for “Call in”

5.1 **“Learning disabilities day care centres should not close, in particular the Roundway, as they deliver a high level of specialist care to people who have very high needs”.**

In respect of Day Services for Learning Disability, the proposal is to close three out of four centres with service users accessing community activities. It is recognised, however, that there are those with complex needs who will still need a particular specialist service and, for that reason, the proposal is that a service will operate from Ermine Road.

In the latter part of last year a feasibility study was conducted on the Roundway in terms of works required to bring the site to an acceptable standard. The outcome of this study will inform the detailed plans that will be developed and consulted on in the near future. The cost, however, involved in making the building fit for purpose, is estimated at £250-300k.

It is therefore proposed that specific autistic provision and provision for complex needs is developed on the Ermine Road site. It is envisaged that the business model will offer a mix of mainstream and centre based activities which is able to support individual need. Each individual will receive a personal budget based on their assessed needs, from which they can purchase the activity/session of their choice.

There is investment in advocacy of £20,000 to provide appropriate engagement of users of these, and other, services in consultation and co-design of alternative delivery models.

Alternative models of service delivery would be explored, and include having staff in place who are knowledgeable and understand the complexity of needs of the service user group.



Haringey Council

- 5.2 **“In adult care the proposed cuts include closing the Haven. We believe closing the centre could lead to increased spending on care packages for people who would have been at the Haven. Closing the Haven is dependent on the Neighbourhoods Connect service working but there has only been a pilot run so far, it is not a proven service for this kind of care”.**

Currently the Haven provides a service to 48 Haringey residents. At 31st January 2015 there were 2,011 people in Haringey over 65 in receipt of a service from adult social care.

The majority of older people who receive day care services already receive additional care services. Addressing social isolation is an important element of day care and keeping people at home, but there are models, including Neighbourhoods Connect, which address social isolation without being buildings based, and is a service that would be offered to more than those who attend the Haven.

Neighbourhoods Connect is a community based service that is focused on improving outcomes relating to health, wellbeing and community participation. In Haringey the initiative has evolved from a pilot delivered by Age UK Haringey in west and south east ‘collaboratives’, from October 2013 to March 2014. The service has a particular focus on adult population groups who are at increased risk of social isolation, including:

- people with long-term physical and mental health conditions;
- unpaid carers;
- people who are housebound;
- people with dementia and their carers; and
- older people living alone or with an unpaid carer.

The pilot was designed, together with ‘Living Under One Sun’ (a local voluntary sector group), to deliver a range of interventions aimed at reducing social isolation and loneliness in line with the National Institute of Social Care Excellence guidelines. It supported residents in making positive choices about their wellbeing and increased use of activities and services currently available. The project also assisted local health and social care providers (e.g. reablement services and care agencies etc) to increase links with local community organisations that focus on the population of over 50s.

It is now proposed to build on the success of the pilot and to work across the borough of Haringey. Four Neighbourhoods Connect Services will be commissioned. There will be one service for each GP collaborative network. The four GP collaborative areas are:

- West Haringey;
- Central Haringey;
- North East Haringey; and



Haringey Council

- South East Haringey.

Each service has aims and objectives for people with all tiers of need and, again, the model is for an individual to receive a Personal Budget which is based on assessed need and for the individual to have choice in what they do.

It is envisaged that Neighbourhoods Connect would be responsible for signposting, connecting, organising/activities, and identifying venues as necessary. Sessions such as art therapy, music sessions, and bingo would be available for individuals to use their personal budgets. It is proposed, for example, that community venues such as communal areas in sheltered housing could be used to host such activities.

Personal Budgets are based on an individual's assessed need and cover a range of complexity and disability. It therefore follows that people with a complex needs assessment will attract a higher Personal Budget as compared to an individual whose needs largely require preventive solution (e.g. reducing social isolation).

6. Variation of Action Proposed

- 6.1 **“We also believe the Haven should remain open for at least a year whilst proper independent study is undertaken to ensure Neighbourhoods Connect is capable of delivering the service that has been commissioned for and that people with high care needs who would have used the Haven are now confident that NC delivers these outcomes instead”.**

The Neighbourhoods Connect specification has been successfully tendered. This has been a parallel activity which is not dependent on the outcome of the consultation. It has always been envisaged that, if the Medium Term Financial Plan proposal, which includes closure of the Haven, is approved, there would be further detailed project design and implementation plans which involve a transition period. This would enable the necessary arrangements to be made with people who currently attend the Haven.

Any decision taken forward will require Cabinet approval.

- 6.2 **“The council should at least undertake an independent study to show that there are other appropriate settings in the community that people with autism with high level needs can access safely and that expert staff are present in these other community settings before any day centres close”.**

It is proposed that autistic specific provision is incorporated into the future development of the offer from the Ermine site, as above.

- 6.3 **“The social enterprise model should be up and running with an assessed appropriateness for people with Autism and high level learning disabilities prior to any council day care closures. This will ensure the most vulnerable**



Haringey Council

people in our communities and carers are not left without a “safe outside home” provision”.

A social enterprise model would usually involve the transfer of the service, including the possibility of TUPE transfer for staff. It would therefore not be possible to keep the two options running simultaneously. As part of any delivery modelling there would need to be a planned safe transition, and any proposal to transfer the service would also require Cabinet approval.

7. Comments of the Chief Finance Officer and financial implications

- 7.1 This report provides further information in response to specific questions and comments raised by Councillors. It should be read in the context of the Corporate Plan and Medium Term Financial Planning report to Cabinet on 10th February – especially the Medium Term Financial Planning section of that report and the earlier reports to Cabinet on 16th December. These reports set out the legal requirement to set a balanced budget, the basis of the budget gap estimates and the principles followed in developing the plan.
- 7.2 The savings proposals approved at Cabinet on 10th February, including the ones discussed in this report, contribute to the balancing of the Council’s Medium Term Financial Strategy over the period to March 2018. Should any of these decisions be overturned, therefore, alternative proposals will need to be identified and implemented to ensure the Council’s budget remains sustainable for the future.

8. Assistant Director of Corporate Governance Comments and legal implications

- 8.1 The Assistant Director, Corporate Governance has been consulted in the preparation of this report, and makes the following comments.
- 8.2 Pursuant to the Council’s Call-In Procedure Rules, the Committee is required to determine whether the call-in decision is “inside or outside the policy / budget framework”. In reaching that judgment, the Committee is required to consider the views of the Monitoring Officer and the Chief Finance Officer. Those views are expressed in a report which forms part of the report pack to this Committee. Both statutory officers agree that the called-in decision is inside the policy / budget framework – see paragraphs 5.7 and 6.1 of the report.
- 8.3. The report of the Monitoring Officer also sets out the options open to the Committee to determine the call-in decision in the event that it resolves that the decision is inside or outside of the policy / budget framework – see paragraphs 5.11-5.13 of the report.

9. Equalities and Community Cohesion Comments



Haringey Council

9.1 Equalities Impact Assessments have been developed on the high level proposals, and will be subject to further development on any proposals that are being taken forward following budget decision.

10. Head of Procurement Comments

10.1 If the Medium Term Financial Plan is agreed, further modelling work will be developed to support the proposals. It is at this stage that Procurement would be engaged.

11. Policy Implication

11.1 If the Medium Term Financial Plan is agreed, further modelling work will be developed to support the proposals. This will include any required changes to policy. These will be subject to further detailed consultation and Member decisions.

12. Reasons for Decision

12.1 The purpose of this report is for information.

13. Use of Appendices

13.1 None.

14. Local Government (Access to Information) Act 1985

14.1 None of the information in this report is exempt information.



Haringey Council

Report for:	Special Overview and Scrutiny Committee on 20th February 2015	Item Number:	
--------------------	---	---------------------	--

Title:	Special Overview and Scrutiny Committee to consider the Call In of Cabinet Decision CAB809 - Corporate Planning.
---------------	--

Report Authorised by:	Tracie Evans Chief Operating Officer
------------------------------	---

Lead Officer:	Gill Gibson Assistant Director, Quality Assurance, Early Help & Prevention
----------------------	---

Ward(s) affected: ALL	Report Non Key Decision
--	--------------------------------

1. Describe the issue under consideration

The Call In of a decision to approve the Corporate Plan and Medium Term Financial Strategy agreed by Cabinet on 10 February 2015, specifically with regard to proposals on Children's Centres and the Youth Service.

2. Cabinet Member introduction

These matters have already been thoroughly discussed at the Cabinet Meeting on 10 February. The proposals are set in the context of a transformation across all of Children and Young People's Services and in the wider context of re-shaping Early Help with our partners.

As I have already made clear there will be further engagement on the detailed proposals for delivery of the Young People's Strategy and Children's Centres.

3. Recommendations

3.1 That the report be noted.



Haringey Council

4. Alternative options considered

Not applicable.

5. Background information

5.1 The relevant background information is contained in the papers for the Overview and Scrutiny meeting 20 February 2015.

6. Call In Reasons & Responses:

6.1 The stated reason for the Call In is a concern about the proposed cuts to Children's Centres and Youth Services. The specific reasons and responses are provided below in two sections; Children's Centres and Youth Services.

6.2 Call In Reasons: Children's Centres

Children's centres are key to meeting two of Haringey's primary corporate objectives:

1. *Early Intervention*
2. *Giving families the best start in life*

6.2.1 *Children centres provide a vital service and we think early years should not have their budget cut by £1.44m. Many vulnerable families are only picked up in children's centres because staff are able to build a trusting relationship with the family. Centre staff is able to identify vulnerable families and can then provide a programme of support.*

6.2.2 *We also note that the early intervention work done in children's centres reduces costs to the council. If families are not helped early their needs are likely to be more complex and more expensive particularly if they reach a crisis point in their lives.*

6.2.3 *The variation of action proposed is that no cuts should be proposed until the council has undertaken its review and consultation.*

6.3 **Response** - There are three elements to the Early Years £4.1m budget: Children's Centres, Commissioned Services and the central Early Years Team and the proposals to reduce the Early Years budget by £1.44m over the three years of the Medium Term Financial Strategy would have an impact on each of these elements and not on Children's Centres alone.

6.4 Officers are working with a Children's Centres Representative Group which includes governors, head teachers, parents and staff to develop the detailed proposals for re-modelling the Children's Centres and to ensure the re-commissioning of appropriate services to support early years provision in



Haringey Council

Haringey. We are also engaging with a wider range of stakeholders, notably parents, through existing Parents' Forums and are planning a series of locality events.

- 6.5 Any proposals developed will be subject to statutory consultation for a minimum of 90 days after which Cabinet would be asked to make a decision based on the outcome of the consultation. Should the Medium Term Financial Strategy be agreed, it is proposed that Cabinet be asked to give permission for the statutory consultation to start in June 2015, running through to the beginning of October 2015 to ensure the impact of the summer holiday period is minimised.
- 6.6 As the Early Help model for Children and Young People's Services across the borough is further developed, it is timely to consider how locality based services can strengthen the work of the Children's Centres and ensure a family focus which will help to build resilience and offer effective early intervention and support to all families. By centring more services around Children's Centres, the offer to families can be enhanced and there will be greater opportunities for peer support and a more coherent parenting programme across the borough.
- 6.7 There are clear opportunities also in the transfer of commissioning responsibility for conception to 5 public health services from NHS England to the local authority in September 2015. For the first time for a significant period, a Universal Healthy Child Programme will be commissioned and in place in the borough, offering a platform for engagement with all families with young children in the borough and delivering developmental checks and reviews for all children up to the age of 5.
- 6.8 The Council is required to set its budget. The formal consultation process for any proposed changes to Children's Centres will take place in the context of the available budget.
- 6.9 Call In Reasons - Youth Services**
- 6.9.1 *Youth Services provide an important service to the borough's young people. We are concerned that the proposed savings are reliant on a youth trust. We are also concerned that by merging the youth offending service with youth service that youth services are likely to be left with few resources.*
- 6.10 **Response** - At the request of a Member, officers were asked to consider whether a youth trust might be an option for the future. Work is in progress to explore this, but there are no specific proposals or decisions relating to a youth trust at this time. The proposed savings are not reliant on a youth trust.
- 6.11 We recognise the value of skilled youth workers in supporting young people as part of early help and that is why a new operating model for this service is being developed alongside the whole of Children and Young People's Services. There has already been engagement with young people and this will continue as we



Haringey Council

confirm the priorities and develop detailed delivery plans under the Young People's Strategy.

7. Comments of the Chief Finance Officer and financial implications

- 7.1 This report provides further information in response to specific questions and comments raised by Councillors. It should be read in the context of the Corporate Plan and Medium Term Financial Plan report to Cabinet on 10th February – especially the Medium Term Financial Planning section of that report and the earlier reports to Cabinet on 16th December. These reports set out the legal requirement to set a balanced budget, the basis of the budget gap estimates and the principles followed in developing the plan.
- 7.2 The savings proposals approved at Cabinet on 10th February, including the ones discussed in this report, contribute to the balancing of the Council's Medium Term Financial Strategy over the period to March 2018. Should any of these decisions be overturned, therefore, alternative proposals will need to be identified and implemented to ensure the Council's budget remains sustainable for the future

8. Comments of the Assistant Director of Corporate Governance and legal implications

- 8.1 The Assistant Director, Corporate Governance has been consulted in the preparation of this report, and makes the following comments.
- 8.2 Pursuant to the Council's Call-In Procedure Rules, the Committee is required to determine whether the call-in decision is "inside or outside the policy / budget framework". In reaching that judgment, the Committee is required to consider the views of the Monitoring Officer and the Chief Finance Officer. Those views are expressed in a report which forms part of the report pack to this Committee. Both statutory officers agree that the called-in decision is inside the policy / budget framework. (See paragraphs 5.7 and 6.1 of the Report).
- 8.3 The report of the Monitoring Officer also sets out the options open to the Committee to determine the Call In decision in the event that it resolves that the decision is inside or outside of the policy/budget framework. (See paragraphs 5.11 – 5.13 of the Report).

9. Equalities and Community Cohesion Comments

Equalities Impact Assessments have been developed on the high level proposals and will be subject to further development on any proposals that are being taken forward following budget decision.

10. Head of Procurement Comments



Haringey Council

If the Medium Term Financial Plan is agreed, further modelling work will be developed to support the proposals. It is at this stage that Procurement would be engaged.

11. Policy Implication

If the Medium Term Financial Plan is agreed, further modelling work will be developed to support proposals. This will include any required changes to policy. These will be subject to further detailed consultation with Member decisions.

12. Reasons for Decision

The purpose of this report is for information.

13. Use of Appendices

Not applicable.

14. Local Government (Access to Information) Act 1985

Not applicable.

This page is intentionally left blank