

## NOTICE OF MEETING

# CABINET

**Tuesday, 14th March, 2017, 6.30 pm - Civic Centre, High Road,  
Wood Green, N22 8LE**

**Members:** Councillors Claire Kober (Chair), Peray Ahmet, Jason Arthur, Eugene Ayisi, Ali Demirci, Joe Goldberg, Alan Strickland, Bernice Vanier and Elin Weston

Quorum: 4

### **1. FILMING AT MEETINGS**

Please note that this meeting may be filmed or recorded by the Council for live or subsequent broadcast via the Council's internet site or by anyone attending the meeting using any communication method. Although we ask members of the public recording, filming or reporting on the meeting not to include the public seating areas, members of the public attending the meeting should be aware that we cannot guarantee that they will not be filmed or recorded by others attending the meeting. Members of the public participating in the meeting (e.g. making deputations, asking questions, making oral protests) should be aware that they are likely to be filmed, recorded or reported on.

By entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings.

The chair of the meeting has the discretion to terminate or suspend filming or recording, if in his or her opinion continuation of the filming, recording or reporting would disrupt or prejudice the proceedings, infringe the rights of any individual or may lead to the breach of a legal obligation by the Council.

### **2. APOLOGIES**

To receive any apologies for absence.

### **3. URGENT BUSINESS**

The Chair will consider the admission of any late items of Urgent Business. (Late items of Urgent Business will be considered under the agenda item where they appear. New items of Urgent Business will be dealt with under Item 20 below. New items of exempt business will be dealt with at Item 23 below).

### **4. DECLARATIONS OF INTEREST**

A Member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

- (i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and
- (ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A Member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Register of Members' Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interests are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct.

**5. NOTICE OF INTENTION TO CONDUCT BUSINESS IN PRIVATE, ANY REPRESENTATIONS RECEIVED AND THE RESPONSE TO ANY SUCH REPRESENTATIONS**

On occasions part of the Cabinet meeting will be held in private and will not be open to the public if an item is being considered that is likely to lead to the disclosure of exempt or confidential information. In accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 (the "Regulations"), members of the public can make representations about why that part of the meeting should be open to the public.

This agenda contains exempt items as set out at **Item [21]: Exclusion of the Press and Public**. No representations with regard to these have been received.

This is the formal 5 clear day notice under the Regulations to confirm that this Cabinet meeting will be partly held in private for the reasons set out in this Agenda.

**6. MINUTES (PAGES 1 - 34)**

To confirm and sign the minutes of the meeting held on 14<sup>th</sup> February 2017 as a correct record.

**7. MATTERS REFERRED TO CABINET BY THE OVERVIEW AND SCRUTINY COMMITTEE**

There are no matters due to be considered.

**8. DEPUTATIONS/PETITIONS/QUESTIONS**

To consider any requests received in accordance with Standing Orders.

**9. AGREEMENT TO ENTER INTO PARTNERSHIP WITH ONSIDE, ALONG WITH AN IN PRINCIPLE DECISION ON A YOUTH ZONE SITE (PAGES 35 - 50)**

[Report of the Director for Children's Services. To be introduced by the Cabinet Member for Communities] The report will seek approval of a partnership between Haringey and OnSide . It will also seek approval for consultation to be undertaken on development of youth facilities on a potential area of council owned land, prior to a request for land transfer via a long-term lease, in order to secure inward investment in youth provision.

**10. HOUSING SUPPORT TRANSFORMATION FRAMEWORK (PAGES 51 - 180)**

[Report of the Assistant Director for Planning Regeneration, and Development. To be introduced by the Cabinet Member for Housing, Regeneration and Planning.] Report setting out recommendations for change to supported housing and housing support based on the findings of the Supported Housing Review.

Appendix 1 – Working Group Introduction is marked to follow.

**11. APPROVAL OF THE HARINGEY TRAVEL POLICY PROMOTING INDEPENDENCE, ENABLING MOBILITY. (PAGES 181 - 246)**

[Report of the Director for Children's Services. To be introduced by the Cabinet Member for Children and Families] Following consultation with a wide range of stakeholders, this paper presents the Travel Policy (the Policy, a copy of which is attached as Appendix 1) to Cabinet for approval. The Policy sets out the basis on which Council funded travel will be provided. The Policy is set out in two main sections: Children and Young people (0 to 18 years)- including continuing learners who started their programme of learning before their 19<sup>th</sup> birthday- and Adults with Learning Disabilities and Disabilities (18+).

**12. NORTH TOTTENHAM TOWNSCAPE HERITAGE INITIATIVE - APPOINTMENT OF PRINCIPAL CONTRACTOR FOR PHASE 1 WORKS (PAGES 247 - 268)**

[Report of the Tottenham Director. To be introduced by the Cabinet Member for Housing, Regeneration and Planning. ] Report seeking approval to enter into contract with the preferred bidder for the conservation works to the facades of nine buildings along the High Road and White Hart Lane.

**13. INVESTING IN THE REAL LETTINGS SCHEME TO ACQUIRE PROPERTIES FOR USE TO DISCHARGE HOMELESSNESS DUTY TO THE PRIVATE RENTED SECTOR (PAGES 269 - 288)**

[Report of the Assistant Director for Regeneration. To be introduced by the Cabinet Member for Housing, Regeneration and Planning.] Report to agree and investment in the Real Lettings Scheme, run by St Mungo's, alongside other Local Authorities and the GLA. The fund acquires existing market properties that investors can use to discharge homelessness. At the end of the scheme the homes are sold and each investor receives it's initial investment plus any capital appreciation, in addition to an annual dividend on the cash yield on investment.

**14. REGULATION OF INVESTIGATORY POWERS ACT (RIPA) 2000: USE WITHIN THE COUNCIL 2016/17 AND UPDATES TO THE COUNCIL'S POLICY (PAGES 289 - 302)**

[Report of the Assistant Director for Corporate Governance. To be introduced by the Cabinet Member for Corporate Resources.] The report will set out the issues relevant to the use the regulation of investigatory powers and provide an updated policy for approval.

**15. EXTENSION AND VARIATION OF WHITTINGTON HEALTH SCHOOL NURSING CONTRACT (PAGES 303 - 308)**

[Report of the Director for Public Health. To be introduced by the Cabinet Member for Finance and Health.] To seek approval to extend and vary the Whittington Health contract for one year from 1 April 2017.

**16. EXTENSION AND VARIATION OF THE 0-5 (HEALTH VISITING AND FAMILY NURSE PARTNERSHIP) CONTRACT (PAGES 309 - 316)**

[Report of the Director for Public Health. To be introduced by the Cabinet Member for Finance and Health.] To seek approval to extend and vary the contract from 1 April 2017 for one year.

**17. COMMUNITY EQUIPMENT FRAMEWORK (PAGES 317 - 320)**

[Report of the Director for Adult Social Care Services. To be introduced by the Cabinet Member for Finance and Health.] Community Equipment Framework provided through the London Consortium.

**18. MINUTES OF OTHER BODIES (PAGES 321 - 332)**

To note the minutes of the following:

Corporate Parenting Advisory Committee 6<sup>th</sup> of February 2017  
Leader's signing on 14<sup>th</sup> of February 2017



**19. SIGNIFICANT AND DELEGATED ACTIONS (PAGES 333 - 338)**

To consider significant and delegated actions taken by directors in February 2017.

**20. NEW ITEMS OF URGENT BUSINESS**

To consider any items admitted at Item 3 above.

**21. EXCLUSION OF THE PRESS AND PUBLIC**

Note from the Democratic Services & Scrutiny Manager

Items allow for the consideration of exempt information in relation to items and 22, and 23.

**RESOLVED:**

That the press and public be excluded from the remainder of the meeting as the items below contain exempt information, as defined under paragraph, 3 and 5 , Part 1, schedule 12A of the Local Government Act 1972.

**22. EXEMPT CABINET MINUTES (PAGES 339 - 340)**

To confirm and sign the exempt Cabinet minutes of the meeting on the 14 February 2017.

**23. NEW ITEMS OF EXEMPT URGENT BUSINESS**

To consider any items admitted at Item 3 above.

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Published Monday 6<sup>th</sup> of March 2017

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## **MINUTES OF THE MEETING OF THE CABINET HELD ON TUESDAY, 14TH FEBRUARY, 2017, 6.30pm**

### **PRESENT:**

**Councillors: Claire Kober (Chair), Peray Ahmet, Jason Arthur, Eugene Ayisi, Ali Demirci, Joe Goldberg, Alan Strickland, Bernice Vanier and Elin Weston**

**Also Present Councillors: Engert, Newton, Connor, Ibrahim, Brabazon, Ejiofor, Berryman, Diakides, Bevan, Tucker, M Blake, McNamara, Carter, Stennett, Carroll, Adje, Mitchell.**

### **175. FILMING AT MEETINGS**

The Leader referred to agenda item 1, as shown on the agenda in respect of filming at this meeting and Members noted this information.

### **176. APOLOGIES**

There were no apologies for absence received.

### **177. URGENT BUSINESS**

There were no items of urgent business to consider.

### **178. DECLARATIONS OF INTEREST**

There were no declarations of interest put forward.

### **179. NOTICE OF INTENTION TO CONDUCT BUSINESS IN PRIVATE, ANY REPRESENTATIONS RECEIVED AND THE RESPONSE TO ANY SUCH REPRESENTATIONS**

The Cabinet had received one representation from a member of the public, objecting to any part of the meeting being held in private on the basis that Council-tax payers should have full access to all aspects of the preferred bidder for the proposed Haringey Development Vehicle (item 23).

Cabinet noted that the material in item 23 contained information relating to the financial or business affairs of any particular person (including the authority holding that information) and also that it contains information in respect of which a claim to legal professional privilege could be maintained in legal proceedings and that the public interest in maintaining the exemption outweighed the public interest in disclosing the exempt information.

On considering this objection, the Cabinet agreed that the exempt information in item 23 complied with paragraph, 3 and 5 , Part 1, schedule 12A of the Local Government Act 1972, as outlined by the clerk, and that the public interest in maintaining the exemption outweighed the public interest in disclosing the exempt information.

**180. MINUTES**

The minutes of the Cabinet meeting held on the 24<sup>th</sup> January 2017 were agreed as an accurate record of the meeting.

The Leader agreed to ensure that Councillor Newton was provided with the cost of staff redundancies as a result of the closure of current Council provision at Wolves Lane Centre and transfer of site to OrganicLea.

**181. MATTERS REFERRED TO CABINET BY THE OVERVIEW AND SCRUTINY COMMITTEE**

The Leader advised the meeting, that given the connection between agenda items 8 and 10 and the deputation received in relation to item 10; it was appropriate to vary the agenda to consider the deputation first and proceed to consider items 8 and 10 thereafter. The Cabinet had also received a deputation from the Friends of Reading and Education group in relation to the Medium Term Financial Strategy report at item 11 and would consider this deputation before considering item 11, but after considering the open sections of the Haringey Development Vehicle report.

The Leader advised members of the public, who had not attended a Cabinet meeting before, that the open part of the report on approval of a preferred bidder for the Haringey Development Vehicle would be considered at item 10, with questions taken on the open part of the report.

Cabinet would then continue to consider the remaining reports on the agenda, as the usual procedure followed at Cabinet meetings, before proceeding into the private session at item 22, to consider the exempt information on approval of a preferred bidder for the Haringey Development Vehicle and also the insurance arrangements for Leasehold Right to Buy properties in order to consider the recommendations of these reports. The decisions from the meeting will be published on the Council website as usual.

**182. DEPUTATIONS/PETITIONS/QUESTIONS**

**Deputation 1 - Item 10 – Appointment of a preferred bidder for the Haringey Development Vehicle.**

The Leader invited Paul Burnham, representing Defend Council Housing, to put forward his deputation to Cabinet. The representations were concerning the decision at item 10, appointment of a preferred bidder for the Haringey Development Vehicle.

Mr Burnham began his deputation by asking Cabinet to not set aside the Scrutiny Panel review and recommendations and to not appoint a preferred bidder for the

Haringey Development Vehicle. The deputation party felt that this was a privatisation scheme and highlighted the following concerns:

- No adequate risk assessment had been made available to provide residents with any assurances about this joint venture scheme
- Potential Council loss of control over the company
- The lack of guarantees for the local authority in this type of arrangement
- The potential to demolish Council and Housing Association homes and replace them with profitable housing
- The lack of guarantees for council tenants and the terms and conditions that they can return to their homes on
- Apparent democratic deficit with no consultation with residents and no potential decision at full Council
- Some residents did not want re – development of their estates and wanted retention of good council housing
- Questioned the appropriateness of the preferred bidder and their effects on the social environment

The Cabinet Member for Housing, Regeneration and Planning responded to the deputation's concerns and highlighted the significant work undertaken by procurement, legal and finance professionals to assess the risk in taking forward this joint venture scheme. The Cabinet Member stressed, that it was not the case that the Council's land would automatically be passed over to the developer on the first day of the partnership. Decision making on land transfer would be on a phase by phase basis with these decisions taken by the Cabinet. The Cabinet Member provided assurance that there had been significant discussion on this issue.

The Cabinet Member emphasised, that it was not the case that Council homes would be demolished by the vehicle and replaced with profitable homes. The Council did not have the capacity and expertise to deliver the regeneration plans on its own and were seeking a partner to deliver the much needed homes and regeneration for the borough. Any future decisions on demolition would be consulted upon and made by the Council.

The Cabinet Member advised, the Haringey Development Vehicle would provide clear guarantees for tenants, more affordable housing and there was no race for profit being pursued by this model.

In relation to the concerns raised on the democratic deficit, there had been significant consultation and this was still ongoing in Northumberland Park and on Broadwater Farm. This consultation had included the site allocations Development Plan Documents, the Tottenham Area Action Plan and in relation to Northumberland Park, the development plans had been agreed with residents.

The Cabinet Member advised that the referenced practices of the subsidiary company had already ceased when the preferred bidder had taken control. The preferred bidder had a strong record of working in the public sector and had contracts with the BBC, Parliament and in Liverpool where they had two trade union academies.

In reference to the relationship between Southwark Council and the preferred bidder, the Cabinet Member stressed the difference in approach and financial arrangements being taken forward by the Council. Notwithstanding this, the Council would still take lessons from this previous arrangement.

**Deputation 2 - item 11 - Medium Term Financial Strategy 2017/18 – 21/22 – proposal to reduce Library Opening Hours.**

The Leader invited David Bennie of the Friends of Reading and Education Group to put forward their representations to the Cabinet meeting.

The group were pleased to note acceptance of Scrutiny recommendations, at appendix 7 section 6.6, to not proceed with the cuts to Library opening hours and would not be putting forward arguments for this change. Instead, the FORE group were seeking understanding on how this proposal had been made and to avoid this type of proposal coming forward in the future. Mr Bennie pointed to the important role of Libraries in the community and the false economy in making cuts to Libraries. Mr Bennie further expressed surprise, on behalf of the group, in the consultation of this saving being taken forward and referred to recent lack of contact with the FORE group as a possible indication of the reason for this.

The deputation suggested improved communication routes with meetings between Councillors and the FORE group to try to ensure they work together to manage issues on Library provision in the future.

The deputation highlighted recent resource issues experienced in Libraries with newspapers not supplied, and no functioning printers in some smaller Libraries.

The deputation felt it was essential to ensure Libraries were supported and provided for as they made valuable contributions to the community.

In response, the Leader explained that a Council wide internal stop on spending had impacted on ordering of newspapers but this has now been rectified.

The Deputy Leader thanked for deputation for putting forward their representations. The proposal to reduce the Library hours was put forward in an effort to ensure Libraries remain open in the future. Haringey was one of a few boroughs to invest in Libraries, in a time when other boroughs had been closing Libraries. The Council would continue to invest in Libraries and invest in increasing books and CD's.

The Deputy Leader was happy to meet with the group and their comments had been noted.

**183. DEVELOPMENT VEHICLE - SCRUTINY REVIEW AND CABINET RESPONSE TO RECOMMENDATIONS**

The Chair of the Housing and Regeneration Scrutiny Panel, introduced the review of the Haringey Development Vehicle governance arrangements by setting out the context, origins and scope of the review which had been tasked with adding value to the organisation by providing recommendations on the Haringey Development Vehicle

governance arrangement.

During the process, the Scrutiny Panel had felt that they could not make recommendations about the governance structure of the proposal without addressing the overarching question marks which were coming forward on the risks of embarking on the development vehicle scheme which was of a significant scale with uncertainties around the financial arrangements.

The Panel felt that to ignore the potential risks of a scheme that the governance arrangements were intended to mitigate, felt eventually to be counter intuitive.

This was particularly pertinent for a Panel whose role was primarily to carry out oversight and to present critical thorough constructive challenge to decision makers.

The Panel felt that tight governance could mitigate against risks for the public sector, however in a partnership which was equal, such as the Haringey Development Vehicle, there were concerns about how to enforce these, simply because the Council would be in a position of negotiation rather than having an ultimate decision making role.

The overarching questions that remained did not deter the panel making recommendations on the governance of the Haringey Development Vehicle.

The Panel Chair strongly believed that the critique of the proposed Haringey Development Vehicle rests largely on risk and mitigation, and it would have been irresponsible of the Panel not to recommend protections, if the proposal went ahead.

The Panel would be continuing their work on the Haringey Development Vehicle, and had agreed the parameters both at the Panel meeting and the main Overview and Scrutiny meeting.

The Panel Chair felt that that many of the answers to the questions posed to officers and other authorities came back with answers that simply left the Council with more and new questions.

Questions had arisen around certainties, guarantees and commitments that the Council could deliver at this stage. Ultimately the Panel felt that what it needed to always consider the Council's primary function and aim and purpose as a local authority. This was mainly about providing certainty and security to vulnerable families who had faced years of temporary accommodation and uncertainty.

The Panel and the main Scrutiny Committee were unanimous in its view that the prudent course of action was for the Haringey Development Vehicle process to be stopped allowing for further necessary scrutiny.

Councillor Strickland thanked the Scrutiny Panel for their work on Haringey Development Vehicle, governance process and addressed the issue of enforcement of the Haringey Development Vehicle objectives which was a cultural question and further provided assurance, that although this was an equal joint partnership, decisions by the Haringey Development Vehicle board would only be taken forward if

reached by a consensus. The Council would have a powerful blocking vote if proposals were not acceptable to them.

The Cabinet were accepting 11 of the recommendations and part accepting 4 but could not accept delaying preparations for the establishment of the Haringey Development Vehicle which was expected to come forward, for decision by Cabinet, in the summer. During the intervening period of 5 months, there would be a good opportunity for Council with the preferred bidder to resolve the details on governance and the function of the Board. Both Councillors and residents would be able to discuss and tackle the concerns regarding the governance process.

If the process was stopped then this would also prevent answers to the issues raised coming forward and it would then be difficult to restart the process in a time where new homes and affordable housing was greatly needed.

In terms of housing for existing tenants, the Council would be striving, with the development partner, to reach a good deal for tenants. The task for the next 5 months was to secure this as Cabinet recognised that Councillors and residents need to get assurances before a decision is made on the Haringey Development Vehicle.

In relation to the role of Councillors on the Haringey Development Vehicle Board and potential conflicts of interest, there were already examples of Councillors sitting on various Boards such as the Alexandra Park and Palace Board where they were acting as trustees and considering a range of complex issues.

It was emphasised that Council-nominated Members of the board would be acting within the parameters of the Cabinet agreed business plan so there was significant democratic control. If there was any change to the agreed business plan, then this would need to come back to the Cabinet for agreement.

Councillor Strickland thanked the Panel Chair and provided assurance that the 5 month delay in establishing the Haringey Development Vehicle would provide the opportunity to address the concerns highlighted in the presentation.

The Leader invited questions from non Cabinet Members and there were issues raised in relation to:

- Consultation with tenants, businesses and leaseholders,
- The commercial portfolio handover, evidence of consultation with businesses
- Full Council vote on the Haringey Development Vehicle.
- Providing the Housing and Regeneration Scrutiny Panel with the comprehensive Haringey Development Vehicle risk assessment which works back from the worst eventualities as the Haringey Development Vehicle is the underpinning solution for housing and there would also be far reaching financial implications for the Council if this venture was not successful.
- Whether Cabinet can make a decision on the preferred bidder following the pre-action letter to the Monitoring Officer, calling for the Haringey Development Vehicle plans to be immediately halted.
- Halting the Haringey Development Vehicle process until risk assessments were considered.
- More of a capital risk to the Council finances than the developer.



- Position on negotiation.

In response to these questions, the following information was noted:

- The Cabinet Member for Housing, Regeneration and Planning confirmed that the tenants and business affected by phase 1 had been written to and the Council had been transparent about plans, but there had been few responses and no concerns raised by businesses. Notwithstanding this, businesses and tenants in Northumberland Park had further been informed by the Tottenham regeneration team, via literature provided to residents on the regeneration decisions coming forward, on how they would be affected.
- The Cabinet Member stressed nothing changes for Council commercial portfolio tenants apart from their landlord's name.
- Housing rents would not be increased and any rent policy would need to be agreed by the Haringey Development Vehicle board which the Council would be a part of. Council rents would be reviewed in the normal way when up for renewal.
- The arrangement did not include community buildings which there was strong protection for with the Council involved in the Haringey Development Vehicle Board. Industrial estates would be included as their modernisation would provide more jobs.
- At this stage the Council were selecting a preferred bidder to enable the further discussion to set up the Haringey Development Vehicle so no full Council decision was required.
- The Cabinet Member emphasised that the Council were fully aware of the importance of this decision in respect of housing and the budget. This was a long and thorough process which would lead to the Council having, by the summer, considered 5 reports on the Haringey Development Vehicle. The business case, for the Haringey Development Vehicle, considered by Cabinet in November 2015, had 6 options for increasing housing and regeneration and had contained details of the assessments around financial legal and procurement risks, including detailed scenario planning for events such as dealing with property market changes and if there are issues with the partnership arrangements.
- The Assistant Director for Regeneration further explained that the risk assessments had formed the legal basis of the procurement and this was not available, currently, as it would jeopardise the procurement process but the Council had been open to discussing the risks with Scrutiny Panel and how they would be dealing with them. When the recommendation for the Haringey Development Vehicle comes forward, approval of the final legal agreements would be part of the decisions being made.

- The Monitoring Officer confirmed that a pre – action protocol letter had been received and would be responded to but there was no reason why the decision on the preferred bidder could not be taken at this evening’s meeting.
- Although the risk assessments were commercially confidential at this stage, a summary document on the risks would be published at the right time.
- Noted that the capital being added by the partner was equal to the value of commercial portfolio.
- In relation to the Housing estates, the Future Housing review sets out the negative financial value of the estates which is also the case across London. It was evident that the borough’s large estates needed work and regeneration and were not worth large amounts of money and so by not transferring other higher valued land, the developer would not be able to match the contribution to regeneration of the estates.
- The equity in the partnership, put forward from the developer, would be equal to that of the Council as this was a fundamental principle of the agreement.
- The valuations of the housing sites would be completed at the time of the transfer and it was not possible to predict their values at this stage

Further to considering the summary of the scrutiny review, the Cabinet Members response and responses to member questions, Cabinet

### **RESOLVED**

1. To note the Overview and Scrutiny Report on Governance arrangements for Haringey Development Vehicle (attached as Appendix 1).
2. To agree the responses to the Overview and Scrutiny report recommendations (attached as Appendix 2).

### **Reasons for decision**

On 17 January 2017, Overview and Scrutiny Committee approved the report of the Housing and Regeneration Scrutiny Panel (HRSP) on the governance arrangements for the proposed Haringey Development Vehicle (HDV), a joint venture between the Council and a private partner to support local housing and regeneration ambitions.

In developing its report, the HRSP held a number of evidence gathering sessions and taken evidence from local stakeholders including Council officers, community group representatives, other local authorities, Investment Partners in other joint ventures and expert independent opinion via the Chartered Institute of Housing. The HRSP then made a number of recommendations.

### **Alternative options considered**

As set out in the HRSP's report, in view of the Panel's objection to the Haringey Development Vehicle it could have chosen not to make any recommendations about the governance arrangements for the Haringey Development Vehicle. If it was not to make any recommendations however, the Panel felt it may miss the opportunity to influence ongoing procurement discussions with the preferred bidder and so decided to make recommendations.

**184. APPROVAL OF PREFERRED BIDDER FOR THE HARINGEY DEVELOPMENT VEHICLE**

The Cabinet Member for Housing, Regeneration and Planning introduced the report which set out the outcome of the Competitive Dialogue procurement process under the Public Contracts Regulations 2015 to procure an investment and development partner with which to establish the Haringey Development Vehicle ('HDV').

The Cabinet Member provided some context to this procurement decision which was the desperate need for housing both locally and nationally. He further highlighted the strategic analysis demonstrating the need for different types of housing to deal with the housing crisis. The Cabinet was committed to not managing decline and was not simply going to accept the effects of the housing crisis but wanted to build new homes and also improve existing Council housing together with providing good employment opportunities for residents.

It was also important to consider the financial ability of the Council to build the large number of homes needed given the government had withdrawn £160 million from the Council and restricted how the Council spends housing money. It was evident, when considering all other London boroughs positions, that there was not any money for Councils to build a significant number of homes without support.

Members and officers had worked hard, through the Future Housing Review to bring forward options, for increasing housing in the borough. This group had considered a range of working models to increase the availability of housing such as wholly owned Council companies which were actually building fewer homes. They also considered other standard models but as the Council owned land on the housing sites, the Haringey Development Vehicle option offered the better option for the development. This model also ensured the Council could have a share of the profits and be able to reinvest this in community facilities and existing housing whilst maintaining control over the development.

Cabinet's consideration of the Haringey Development Vehicle had started in February 2015 and the procurement process instigated by Cabinet in November 2015. The Cabinet Member felt that this had been a good thorough process, resulting in a strong preferred bidder coming forward.

If the bidder was approved, there would follow a five month process to finalise the final agreement on the terms of the Haringey Development Vehicle. The Cabinet Member reiterated that he would be working hard to get a good deal for residents during this 5 month period.

The Leader invited questions from Members and the following issues were raised:

- Assurance that Council rented homes would not decrease in favour of shared ownership properties,
- Would the construction exclusivity agreement with Lendlease incentivise them to act in a beneficial manner with Council?
- Charge from Lendlease for their expertise?
- Halting the procurement process.
- Independent tenants and leaseholders survey which indicates that there is little knowledge of the Haringey Development Vehicle
- Providing tenants in the housing estates, potentially affected by demolition and decanting, with new homes on the new estate and with a secure tenancy at target rent.
- Whether it was made clear to Lendlease, during the procurement process, that they will re-provide Council homes, following demolition, at full right of return, at target rents, and on secure tenancies?
- Exclusivity and development of other sites and the role of Lendlease?
- Right of return for leaseholders - enough money given to buy a home on the existing estate?
- The construction exclusivity agreements and the Lendlease benefit from this, with assurances sought that they guarantee to fully declare profit to enable this is shared fairly with the Council.
- Profits from capital and expertise from the partner.
- Were Lendlease matching their equity stake with cash, or loan notes?
- Minutes of the future Haringey Development Vehicle Board available to the public.
- Southwark model with Lendlease.
- Croydon Council experiences in development.
- The lessons learned from experiences of other authorities.
- Dual role on boards.
- Liabilities and gearing.

The following information was provided in response by the Cabinet Member for Housing, Regeneration and Planning:

- The Cabinet Member for Housing, Regeneration and Planning provided assurance that the Council tenanted homes would be fully re-provided where the housing was rebuilt through the Haringey Development Vehicle and tenants would have lifetime tenancies on similar terms as current tenancies. Also there were benefits to having the HDV Company as a landlord, incurring limited interference from wider tenant government policies.
- In terms of the Planning target for 40% of affordable housing, this would be applied to the estates proposed for re-development. Development would also be subject to consultation with residents and master planning. There would be an overall increase in the number and types of homes available, improvements to existing housing and affordable housing added to sites in the vehicle which currently did not have any housing.
- The Cabinet were not obliged to choose a partner, if they were not happy with the process and outcome and there would not be a direct cost if the Council did

not proceed to a final decision. However, there would be a reputational risk of taking forward a lengthy procurement exercise and not making a final decision.

- In relation to the construction exclusivity agreement, the precise financial details were subject to the procurement so these were not in public domain. The Assistant Director for Regeneration advised that in relation to the principles of the construction exclusivity agreement, construction contracts would be subject to approval by the Haringey Development Vehicle Board. Also the figures for construction would be benchmarked against the market to ensure the construction costs meets good value in the construction market.
- Fees agreed and paid as per a normal development agreement.

There were 13 items put forward for negotiation with the preferred partner, prior to establishment of the Haringey Development Vehicle, by Councillor Bevan, and the Cabinet Member for Housing, Regeneration and Planning agreed to take the following issues forward :

- Clear commitment to Council tenants on rent rates, ensuring the rents on the new estates match rents for equivalent Council homes.
- Council tenanted homes built through the Haringey Development Vehicle, would not be available through Right to Buy scheme.
- Strong safeguards in place to protect vulnerable tenants from eviction.
- Replacement properties will need to meet the needs of the overcrowded families.
- Adoption of a resident's charter by Cabinet - this will be a document setting out expectation of Northumberland Park residents which is compiled by the residents, themselves, allowing them to set out their ambitions.
- 40% of affordable housing must be provided and Haringey Development Vehicle, profits used to boost affordable housing numbers where possible.
- A support package for leaseholders so they do not lose out when their property is subject to CPO.
- Further consultation with residents guaranteed, prior to a housing site's transfer to Haringey Development Vehicle, and demolition allowed once full resident consultation has taken place.
- No scheme land transfer takes place without Cabinet approving the business plan which will set out expectations on: the number and type of housing, employment spaces, job numbers, and employment, inclusion of open space and community facilities.
- The timetable of decisions for the developments and assessment of key risks be available for discussion with Councillors and be set out in the Council Forward Plan.
- Regular reports to Cabinet on the performance of the Haringey Development Vehicle, with performance indicators included.
- The Haringey Development Vehicle, corporate business plan scrutinised by the Overview and Scrutiny on an annual basis with senior Haringey Development Vehicle, officials available to answer questions as required.
- A consultative structure established with ward Councillors aware and able to inform the decision making process on site decant and demolitions.

- An update on governance discussions, and detailed risk assessment be brought back to Councillors.

The Cabinet Member for Housing, Regeneration and Planning continued to respond to the questions as follows:

- The Cabinet Member contested the view provided that only 4% of residents in Northumberland Park knew anything about the regeneration. It was reported that 4% knew a lot and then 70% advised they knew about the regeneration. Although, there was still a lot of work to be done with residents and further consultation undertaken to ensure all residents affected were reached. Agreeing a master plan for these areas, would take time and during this period the Council would be making sure all affected residents, including socially excluded tenants, were fully consulted. There would also be opportunities established for local residents to communicate their views directly to senior staff.
- The Southwark judgement had been explored and the Council were committed to a fair deal for leaseholders. The Cabinet Member referred to the Love Lane Estate solution which was providing leaseholders shared equity in their new home.
- Apart from the category 1 sites, there was no restriction on the Council continuing wider development and building their own affordable housing.
- There were clear commitments provided on tenancies for rehoused tenants and these would be life time tenancies and tenants would have a lifetime security. At this stage of the process, the preferred bidder was being decided and not the details of the tenancy agreements which would be discussed further in the next 5 months.
- Confirmation was provided, that re-provision of all affected Council housing was included in the financial modelling considered in the procurement process for the Haringey Development Vehicle, partner.
- There was no in house construction staff to build houses, hence the further reason for the Haringey Development Vehicle, model being taken forward.
- The Cabinet Member confirmed that the Haringey Development Vehicle, financial arrangements were far removed from the type of PFI deal described in the question from Cllr Tucker. The Cabinet Member acknowledged that there would be risk by working with a private partner, but this arrangement would be subject to best value considerations and fixed financial discussions so the Council was continually assured that its duty on best value was being met. The contractors would be agreed by the board which the Council would be part of so there would be transparency on this. These were valid questions to be included in the discussions on the Haringey Development Vehicle.
- As part of the first stage of procurement, prospective bidders filled in pre-qualification questionnaires, which set out clear thresholds to meet and the

financial capacity needed to commit to the scheme in order to give confidence that able to commit to the scheme. Bidders progressing to the long list and shortlist would need to have demonstrated this financial capacity.

- The Haringey Development Vehicle partner was not expected to write a cheque on the day that land transfers to the Haringey Development Vehicle, but commit cash or make a binding guarantee to commit the cash when the vehicle needs it.
- In a meeting with Lendlease, officers clarified that they had previously acquired a company with historical black listing involvement and this had all ceased by the time Lendlease acquired the company and they had also settled any historical claims. Lendlease was highlighted as good practice case by UCATT for their implementation of two construction union training centres in Liverpool.
- The Cabinet Member clarified that Heygate estate in Southwark was very different and was done via a development agreement. This had involved sale to the developer. Southwark Council was maximising sales in zone 1 to use profits to build more affordable housing in the surrounding areas. The Council would have a different relationship with Lendlease with significant financial controls.
- The Cabinet Member made clear that Cabinet Members were not involved in the procurement selection processes and it was at the end of an objective process that Cabinet Members are advised of the outcome. Cabinet's role is to ensure the process has produced a good bid.
- Not got to the level of detail on availability of minutes of LLP board meetings. There would be wider discussion on how Councillors were more widely involved in the vehicle and on regeneration planning.
- Many Councillors were already used to having dual role on boards and meeting their Council duties. This was part of an established conflict of interest which Councillors can get legal advice on.
- The future Housing Review Members had travelled around the country to see and experience the range of different Housing development models. This had included development vehicles with an entire day at Sunderland Council where there was solid questioning of officers and the Council exploring the detail of their development vehicle arrangements.
- The business case for the development vehicle, considered by Cabinet in November 15, contained 6 housing development options with independent analysis. Croydon had participated in a small scheme for Council offices; the proposed development scheme for Haringey would include a varied portfolio such as homes, commercial buildings and offices, providing a better prospect of generating profit. The Croydon Leader had assured the Leader of the differences in the two schemes. The Cabinet Member accepted that there were

risks but a significant amount of work on these risks had been completed and would also continue to be worked on in the next 5 months.

- In relation to the liabilities and gearing, the higher risks connected with higher borrowing, the Chief Operating Officer clarified that the Council would need to abide by prudential code and this required looking at affordability. This was done in every annual Council meeting and calculations completed on what the Council could afford. The code allowed borrowing as much as needed, with the caveat that it is affordable within the Council's income levels.

The Leader invited Cabinet Members asked to put forward their questions.

A question was raised in relation to the involvement of the trade union in the process. The Cabinet Member advised that trade unions would be engaged in the next 5 months where the Council would be clearer on the TUPE position. However, the anticipated number posts likely to be transferred would be low.

The Cabinet Member for Communities discussed meeting the aspirations of families and the people part of the regeneration. The Cabinet Member for Housing, Regeneration and Planning, advised that given the press coverage and mis - information, it was important to be honest with residents on Council estates and realise that the decent homes impact was minimal and did not solve the type of long term construction problems of some estates. It was evident that a solution was needed to satisfy ambitions of local people including: providing new homes and jobs, a firm commitment on skills, apprenticeships, increase of GP surgeries, more community facilities. Also, through master planning, providing more green and play space, and children centres. Schools would continue to be engaged with about the Haringey Development Vehicle, also offered the opportunity to build a new school in Northumberland Park.

Cabinet agreed families need more facilities and better homes and would work hard with Councillors and residents on examining what people want in their areas and what the Haringey Development Vehicle should be considering.

The Cabinet Member for Economic Development, Social Inclusion and Sustainability enquired about: the potential homes to be built by the Haringey Development Vehicle, the criteria included for social dividend, as the place where people live was important to them, in terms of having an opportunity to work. In response, it was noted that a minimum of 6000 homes could be provided by the Haringey Development Vehicle, but the hope was to increase this number when looking in further detail at sites.

Unless the Council worked with partners then they would only be able to build a small number of homes when thousands were needed. So without a partner the process would be slower with no control on what happened and not a share of profits. The Council would remain guardians of land setting out the clear dividend to be achieved to invest in housing and social schemes.

The criteria for the procurement had also included social economic scoring which was equally weighted with the other regeneration priorities. Therefore, it was clear to the bidders that social economic criteria would need to be worked to and the Council had been clear on this.



The Cabinet Member for Finance and Health referred to the concerns raised on the financial risks of the Haringey Development Vehicle, and spoke about considering the future financial sustainability of the Council given the overspend and government grants currently being phased out. Councillor Arthur highlighted the increased risk of not having a clear way of delivering new homes. There currently was no risk free way to build homes, and it was not financially prudent for the Council to take a housing development venture forward alone.

The proposed decision would in future bring financial sustainability for the Council with increased business tax revenue and additional Council tax income to deliver the services needed across the borough. The Council would be eligible for 50% of the profits, allowing them to recycle this income into housing or back into the Council for investment in services.

The Leader concluded the discussion by speaking about the importance of providing a sense of certainty to people in the borough with no security of homes and to those who do not live in Council homes. There were only 1300 Council homes built in the whole country, in the last year, and the Council would need to be bold whilst taking proportionate risks to increase housing.

Cabinet considered the outcome of the Competitive Dialogue Procedure under the Public Contracts Regulations 2015 as outlined in the report.

Cabinet unanimously **RESOLVED:**

1. To agree to the selection of Lendlease as preferred bidder with whom the Council will establish the joint venture HDV.
2. To agree to the selection of a reserve bidder as set out in the exempt part of this report.
3. To agree to proceed to the Preferred Bidder Stage ('PB Stage') so the preferred bidder's proposal can be refined and optimised, in particular to formalise the structure of the vehicle, finalise legal documents and further develop site and portfolio business plans, as required to establish the HDV; and gives Delegated Authority to the Director of Regeneration, Planning and Development after consultation with the Leader of the Council to agree any further documentation as is required at the PB Stage.
4. To note the emerging arrangements for governance of the vehicle and its likely shadow implementation, and emerging issues informing the management of the Council's relationship with the vehicle.
5. To agree to receive a further report recommending approval of the final documentation to support the establishment of the Haringey Development Vehicle, and agreement of the relevant business plans, following further refinement at preferred bidder stage.

**Reasons for decision**

### The case for growth

The Council's corporate plan makes a strong commitment to growth. Specifically, it identifies the need for new homes to meet significant housing demand which is making decent housing unaffordable for increasing numbers of Haringey residents, and causing more and more families to be homeless. It also identifies the need for more and better jobs, to revitalise Haringey's town centres, increase household income for Haringey residents and give all residents the opportunity to take advantage of London's economic success. This commitment to growth is further reflected and developed in the Council's Housing Strategy and Economic Development & Growth Strategy.

Growth is also essential to the future sustainability of the Council itself. With Government grant dwindling, local authorities are increasingly dependent on income from Council tax and – in light of recent reforms – business rates. Without growing the Council tax and business rate base, the Council will increasingly struggle to fund the services on which its residents depend. Improvement in the living conditions, incomes, opportunities and wellbeing of Haringey residents will also not only improve their quality of life, but also reduce demand for Council and other public services.

The risks of failing to secure growth in homes and jobs – or of securing growth at low quantities, quality and/or pace – are significant:

Failure to meet housing demand will lead to more and more families unable to afford a home in the borough, either to rent or buy, deepening the already stark housing crisis.

Failure to meet housing demand will also drive up levels of homelessness, not only leading to more households finding themselves in crisis, but also increasing the already significant pressure on the Council budget through increased temporary accommodation costs.

Failure to increase the number of jobs in the borough will lead to fewer opportunities for Haringey residents to boost their incomes and job prospects, less vibrant and successful town centres with less activity and spending during the working day, and increased risk of 'dormitory borough' status as working residents leave the borough to work elsewhere.

Insufficient or poor quality housing, low employment and poor quality urban environments are all linked to poor public health outcomes which in turn place a burden on Council and other public services; improved outcomes for residents also create reductions in demand-driven public sector costs.

Low levels of development reduce the Council's receipts in s106 funding and Community Infrastructure Levy, in turn reducing the Council's ability to invest in improved facilities and infrastructure (like schools, health centres, open spaces and transport) and in wider social and economic programmes such as those aimed at improving skills and employability.

Failure to grow the Council tax and business rate base will increasingly lead to a major risk of financial instability for the Council, and to further, deeper cuts in Council budgets and hence to Council services as Government grants dwindle to zero over the coming years.

### Options for driving growth on Council land

The Council cannot achieve its growth targets without realising the potential of unused and under-used Council-owned land. Accordingly, in autumn 2014 the Council commissioned work from Turnberry Real Estate into the options for delivering these growth objectives, either on its own or in partnership with the private sector. Turnberry also examined the market appetite for partnership with the Council to deliver new housing and economic growth.

In February 2015 Cabinet, on the basis of this work, agreed to commission a more detailed business case to explore options for delivery. At the same time, the Member-led Future of Housing Review concluded (as set out in its report to Cabinet in September 2015) that a development vehicle was 'likely to be the most appropriate option' for driving estate renewal and other development on Council land.

The business case developed following Cabinet's February 2015 decision compared a number of options for achieving the Council's objectives, and ultimately recommended that the Council should seek through open procurement a private sector partner with whom to deliver its objectives in an overarching joint venture development vehicle. This business case, and the commencement of a procurement process, was agreed by Cabinet on 10 November 2015.

### The joint venture development vehicle model

The joint venture model approved by Cabinet on 10 November 2015 is based on bringing together the Council's land with investment and skills from a private partner, and on the sharing of risk and reward between the Council and partner. The Council accepts a degree of risk in that it will commit its commercial portfolio to the vehicle, and will (subject to the satisfaction of relevant pre-conditions) also commit other property, as its equity stake in the vehicle. It has also to bear the costs of the procurement and establishment of the vehicle, and a share of development risk. However, in return, the contribution to its Corporate Plan objectives, including high quality new jobs, new homes including affordable homes and economic and social benefits, would be at a scale and pace that would otherwise be unachievable. The Council will also receive a financial return, principally through a share of profits that it can reinvest in the fulfilment of its wider strategic aims as set out in the Corporate Plan.

Under this model, the development partner matches the Council's equity stake, taking a 50% share of the vehicle and hence a 50% share of funding and development risk. In return, and by maintaining strong relationships and delivery momentum, they obtain a long term pipeline of development work in an area of London with rising land values, and with a stable partner.

### The preferred bidder decision

As well as approving the business case for establishing the Haringey Development Vehicle, at its meeting on 10 November 2015 Cabinet also resolved to commence a Competitive Dialogue Procedure under the Public Contracts Regulations 2015 to procure an investment and development partner with which to establish the Haringey Development Vehicle. Following a compliant procurement process, the preferred bidder is recommended in this report.

By approving the final stage of work with a single preferred bidder, paving the way for a final agreement and establishment of the vehicle later in 2017, Cabinet will be taking the next vital step in unlocking the considerable growth potential of the Council's own land and meeting a number of core Council ambitions.

### **Alternative options considered**

In November 2015, Cabinet considered and approved a business case for establishing an overarching joint venture vehicle to drive housing and job growth on Council land. That business case identified and assessed a number of alternative options for achieving the Council's objectives, and found that the overarching joint venture vehicle would be the most effective mechanism of achieving those goals.

The Council has reserved its position to not appoint any of the bidders in the event of the bids not being satisfactory, or otherwise not wishing to proceed. The report outlines the benefits and projected outcomes that will arise from the appointment of the proposed preferred bidder, and how they meet the Council's objectives and aspirations as set out in the November 2015 report to Cabinet. If the Cabinet chooses not to appoint any bidder, it will not obtain these likely benefits.

Notwithstanding the above, choosing a preferred bidder does not at this stage commit the Council to enter into an agreement or indeed to the establishment of the Haringey Development Vehicle at all. That decision is taken after the close of the preferred bidder stage and will be the subject of a further report to Cabinet.

The Council has within its procurement documentation made clear to bidders that bidders' participation in the process is at their own expense, that the Council will not be responsible for bid costs and that it is not obliged to accept any tender.

## **185. MEDIUM TERM FINANCIAL STRATEGY 2017/18-2021/22**

The Cabinet Member for Finance and Health introduced the report which set out the current Council financial position. The report finalised the Council's General Fund Medium Term Financial Strategy (MTFS) for the period 2017/18 to 2021/22 and proposed approval of the constituent elements of the strategy to Council on 27<sup>th</sup> February 2017 together with the Council's revenue and capital budgets for 2017/18.

The Cabinet Member spoke of the rapid increases in demand for Children services, Adults Social Care and Temporary Accommodation combined with significant difference in funding for the Council and wider financial strains in the public sector.

Despite this, £50m of savings had been made but there was a gap of £45m, over the next 5 years, so the challenge faced was stark.

It was noted that the Adults Social Care Precept, at the time consultation of the budget was taken forward in December, was proposed at 2% for each proceeding three financial years. However, the Council could now levy 3 % in each of the next two financial years, a total of 6% over three financial years. Therefore, the report was recommending a 3% pre-cept in 2017/18/19 whilst continuing to freeze Council tax base rate. This was important as the Council were expecting growth in GLA precept rate of 1.5 %.

In relation to the risks in the MTFs savings proposed that were marked red or amber, these were around 65% of the savings and it was important to be clear that the Council would be consistently monitoring these savings and working with partners and residents to meet these savings requirements which would mean changing the way the Council works, whilst also delivering on the agreed Corporate Plan.

The Cabinet Member thanked participants in the consultation and thanked the Overview and Scrutiny Committee for their recommendations. There were two key changes recommended that were accepted. These were the removal of the proposal for Library reduced hours and target operating model for parking. The Council would revisit how the Parking service works and re-asses best value for money in relation to this service.

Councillor Connor, Vice Chair of Overview and Scrutiny, introduced the Scrutiny recommendations on the budget which were a result of individual panel work which was collated and discussed at the main Committee meeting. Cllr Connor drew attention to the financial risk outlined in the report and requested that Scrutiny receive, as part of their usual information about the budget, more details on the risk assessment of the savings proposals and mitigations.

Councillor Connor was pleased that the Libraries proposal had been withdrawn and mentioned the disability expenditure proposal. There had been debate at Scrutiny on the individual assessment tasks, involved in making this saving, and whether this would reduce the savings. Therefore, a request was made not to proceed with this saving and that further consideration be given to the financial cost around doing this.

In relation to the Daycare Opportunities proposal, which had been deferred for a further financial year , it was hoped that with further assessment of this saving ,and the views of users considered, this saving would not proceed in the future.

In response to Councillor Engert questions, the following was noted:

- With regard to the use of reserves, the Council had to be clear on risks faced, and some savings were rag rated, as red or amber, because more work was needed to flesh out the proposals. The example of Osborne Grove was given because the extent of this saving depends on an options appraisal and choices that Cabinet will make which will have an impact on the MTFs. Some savings would require working in a new way and in some case with other authorities.

- The Cabinet Member was clear that officers and Cabinet were working diligently on achieving the savings but it was important to note that the Council were operating with the public sector in a difficult financial context and therefore challenging to have definitive proposals that will guarantee each saving being made. The financial prudence of the Council, in previous years, meant that the Council had reserves in place to mitigate these risks.
- The Cabinet Member agreed that the Council cannot rely on reserves indefinitely, so he was clear that there must be focus on growth and this was why the Haringey Development Vehicle, was critical and the previously agreed Housing and Growth strategies important to make the Council sustainable. Proposals also on investments, particularly, on the capital side, were important for the future of the borough.
- With regard to the borrowing decisions, it was clear the Council was shrinking in size and there was a need to utilise Council space better. At the moment the Council were not acting efficiently in this respect and needed to release office locations in Wood Green to make homes, improve retail offer and increase jobs.
- There was clear commitment to keep Libraries open and maintain Libraries open as they are. The Cabinet were investing significantly in Libraries including expenditure on refurbishment and IT expenditure.
- The Cabinet Member committed to maintain the opening hours of Libraries for the next 5 years.

## **RESOLVED**

1. To propose approval to the Council of the General Fund Medium Term Financial Strategy (MTFS) 2017-2022 as set out in Appendix 1;
2. To propose approval to the Council of the 2017/18 General Fund revenue budget as set out in Appendix 1, including specifically a General Fund budget requirement of £255.7m but subject to the final decisions of the levying and precepting bodies and the final local government finance settlement;
3. To note the Council tax base of the London Borough of Haringey, as agreed by the Section 151 Officer, as 75,365 for the year 2017/18;
4. To propose approval to the Council, subject to any agreed amendments, of the budget proposals for 2017/18 as set out in this report at Appendix 6, including the 3% precept on Council Tax towards funding Adult Social Care pressures;
5. To propose approval to the Council that the overall Council tax to be set by London Borough of Haringey for 2017/18 will be £1,243.54 per Band D

- property, which represents a freezing of the 2016/17 rate but with an additional 3% for the adult social care precept;
6. To note that Fees and Charges in respect of executive functions will be considered under a separate agenda item but that any impact on the 17/18 budget proposals is outlined within this report;
  7. To propose to the Council that, following a review of reserves, £25.1 million is transferred from earmarked reserves to the General Fund non-earmarked reserve;
  8. To propose approval to the Council of the 2017/18 Housing Revenue Account budget as set out in Appendix 2;
  9. To propose approval to the Council of the 2017/18 General Fund capital programme detailed in Appendix 3;
  10. To propose approval to the Council of the 2017/18 Housing Revenue Account (HRA) capital programme detailed in Appendix 4;
  11. To approve the changes to the rent levels for General Needs Homes for Council tenants reflecting the regulations requiring a 1% rent reduction in 2017/18 and each of the following two years. This will reduce the average weekly rent from £104.88 to £103.76 as set out in paragraph 9.7 and Table 9.1;
  12. To approve the changes to service charges for leaseholders set out in Table 9.2
  13. To propose to the Council the Dedicated Schools Budget (DSB) allocations for 2017/18 of £250.4m as set out in Appendix 5;
  14. To agree the funding to be distributed to Primary and Secondary schools for 2017/18 based on the figures advised to Schools Forum and submitted to the Education Funding Agency in January 2017 set out in section 8;
  15. To agree the central budgets (including the use of brought forward DSG) for the Schools Block, High Needs Block and Early Years Block as per Appendix 5;
  16. To approve the responses made to the Overview and Scrutiny Committee recommendations following their consideration of the draft budget proposals and as set out in Appendix 7;
  17. To note the outcome of budget consultation as set out in Appendix 8;

18. To note that this report will be considered by the Council at its meeting on 27th February 2017 to inform their decisions on the 2017/18 budget and the associated Council Tax for that year;
19. To delegate to the S151 officer, in consultation with the Cabinet Member for Health and Finance, the power to make further changes to the 2017/18 budget proposals consequent on the publication of the final local government finance settlement or other subsequent changes up to a maximum limit of £1.0m;
20. To approve the application of a charge for bulky waste removal as set out in Priority 3 savings proposals in Appendix 10 Annex 3;
21. To approve the application of a charge for replacement wheeled bins as set out in Priority 3 savings proposals in Appendix 10 Annex 3;
22. To approve the application of a charge for recycling bins and residual bins for registered social landlords (RSLs) as set out in Priority 3 savings proposals in Appendix 10 Annex 3;
23. To approve the cessation of sacks for residual and recycling waste and replacement of them with free collection of sacks from libraries and customer service centres as set out in Priority 3 savings proposals in Appendix 10 Annex 3.

### **Reasons for decision**

In February 2015, and following extensive consultation, the Council approved its Corporate Plan and Medium Term Financial Strategy (MTFS) covering the three-year period 2015-18.

Since then a number of significant national political changes have taken place all of which bring high levels of uncertainty. Although Haringey has accepted the Government's multi-year settlement offer (ending in 2019-20) there are still significant changes that are planned to the way local authorities are funded which means that we will continue to operate in an uncertain and changing environment.

Given the level of change over the last 18 months and in order to continue to deliver the priorities for the borough a new 5-year MTFS is proposed to cover the period from 2017/18 to 2021/22. This includes a refresh of the last year of the previous MTFS.

The Strategy considers the estimated revenue funding, from all sources, and estimated expenditure budgets for each of the five years to 2021/22 together with any net funding shortfall and savings proposals that have been developed by officers taking account of the Council priorities.

The report also considers the Council's capital budget, bringing sources of capital funding together with prioritised projects as approved by Council in July 2016 for both the General Fund and the HRA. Given the level of complexity introduced by the regeneration aspirations of the Council, the capital budget will become an increasingly important component of the Council's overall financial position.



The report is based on the best available information but is still subject to significant uncertainty.

On 13<sup>th</sup> December 2016 Cabinet considered a revised MTFS, which demonstrated a funding shortfall of £42.8m over the five years to 2021/22, and savings proposals of £23.6m. With the gap front loaded to the 2017/18 year (£19m) it was agreed that the strategy would be to smooth the savings over the first two years of the MTFS period through the use of reserves.

Agreement was also given to consult with residents, businesses, partners, staff and other groups as necessary on the draft proposals. This report outlines the outcome of that consultation and sets out our responses to it.

The Council's Overview and Scrutiny Committee has already scrutinised the savings proposals and this report highlights the recommendations made by the Committee and the Cabinet's responses to it.

On 17<sup>th</sup> December the Provisional Local Government Finance settlement was announced which introduced a number of changes to the funding assumptions and these have now been incorporated in the revised MTFS and proposed budget for 2017/18.

The final MTFS shows a revised funding deficit of £45.6m over the five years to 2021/22 and, assuming that all savings proposals are implemented (£23.6m), a residual shortfall of £22m over the MTFS period. For 2017/18, the £8.8m deficit will be funded from the use of reserves in order to set a balanced budget. The MTFS will be refreshed during 2017/18 and options developed to fund later years' residual shortfalls.

The level of reserves available will be dependent on the extent to which we utilise our existing reserves to fund our deficit at year-end. The Chief Finance Officer will be seeking to consolidate the reserves position in order to be able to fund the deficit. This will be considered as part of the Chief Finance Officer's consideration of the adequacy of reserves which will be presented to Council on 27<sup>th</sup> February 2017. The Council will look to recommence building Reserves in the next financial year to provide further future resilience to the Council's financial position.

Taking all relevant factors into account including, in particular, the outcomes from statutory consultation with business rate payers and residents, the recommendations from the Overview and Scrutiny Committee and any other subsequent changes, this report sets out Cabinet's final budget proposals which, if approved, will be sent for consideration at the Full Council budget setting meeting scheduled for 27<sup>th</sup> February 2017.

The final budget report to the Council on 27<sup>th</sup> February will also additionally include a number of requirements consequent on the proposals set out in this report and in particular:

- The formal Budget Resolution required in accordance with the LGFA 1992 as amended by the Localism Act 2011, which sets the Council tax for the forthcoming financial year;
- The Precept of the Greater London Authority (GLA) for 2017/18 in accordance with S40 of the LGFA 1992 which must be added to the Haringey Council element of the Council tax to give a total Council tax for each category (band) of dwelling in the Council's area;

- The formal assessment of the relevant basic amount of Council tax against the principles established by the Secretary of State for the purpose of determining whether any Council tax increase is 'excessive' and therefore is subject to referendum.
- Approval of the Cash Limits for 2017/18;
- The S151 Officers evaluation of the adequacy of the Council's reserves and the robustness of the estimates including the Council's reserves policy;
- Approval of the Treasury Management Strategy Statement (TMSS) which has been formulated by the Corporate Committee and subject to the scrutiny review process.

### **Alternative options considered**

This report recommends that the Cabinet should finalise its budget proposals, to be ultimately agreed at the final budget meeting at full Council on 27th February 2017; which is a statutory requirement. Clearly there are a number of options available to achieve this and proposals in this report take account of the Council's priorities together with feedback from residents and other partners.

A range of options for determining levels of both income and service provision have been considered taking into account the Council's Corporate Plan priorities, the extent of the estimated funding shortfall and the Council's overall financial position.

The proposals in this report rely on the strategic use of reserves over the five year period 2017– 2022. However, there remain significant uncertainties, particularly in the later years of the MTFs and so it is imperative that Members acknowledge and take action to manage identified and emerging risks.

### **186. FEES AND CHARGES 2017-18**

The Cabinet Member for Finance and Health introduced the report which set out the fees and charges that were proposed to be applied to services for the year 2017/18. This report considered the relevant factors affecting the review of fees and charges identified those services where an increase was being proposed and sought approval to increase the fee or charge rate to those services where an increase is proposed in line with inflation. The report sought Member's agreement where an alternative approach is being proposed.

Further to considering the report and appendices as well as Equalities Impact Assessments, Cabinet -

### **RESOLVED**

1. To agree the proposed fees and charges to be levied by the Council with effect from 1 April 2017 (unless otherwise stated) including new fees and charges for street naming and numbering, some services within Registrars and Waste and Parks Services as detailed in the appendices;
2. To agree the revised fees and charges for **Adults' Services** as set out in **Appendix I** with effect from 1 April 2017;

3. To agree the revised fees and charges for **Traffic Management Services** as set out in **Appendix II** with effect from 1 April 2017;
4. To agree the fees and charges for **Libraries Services** as set out in **Appendix IIIa** with effect from 1 April 2017;
5. To agree the revised fees and charges for **Cultural Services** as set out in **Appendix IIIb** with effect from 1 April 2017;
6. To agree the revised fees and charges for **Garage Rents** as set out in **Appendix IV** with effect from 1 April 2017;
7. To agree the revised fees and charges for **Asset Management Services** as set out in **Appendix V** with effect from 1 April 2017;
8. To agree the revised fees and charges for **Court Summons** as set out in **Appendix VI** with effect from 1 April 2017;
9. To agree the revised fees and charges for **Adult Learning (HALS)** as set out in **Appendix VII** with effect from 1 April 2017;
10. To agree the revised fees and charges for **Waste Collection Services (Neighbourhood Action)** as set out in **Appendix VIII** with effect from 1 April 2017;
11. To agree the revised fees and charges for **Parks Services** as set out in **Appendix IXa** with effect from 1 April 2017;
12. To agree the revised fees and charges for **Parks Events Services** as set out in **Appendix IXb** with effect from 1 April 2017;
13. To agree the revised fees and charges for **Registrars** as set out in **Appendix X** with effect from 1 April 2017;
14. To agree the revised fees and charges for **Regulatory Services (excluding Licenses)** as set out in **Appendix XI** with effect from 1 April 2017;
15. To agree the revised fees and charges for **Building Control Services** as set out in **Appendix XII** with effect from 1 April 2017;
16. To agree the fees and charges for **Children's Services** as set out in **Appendix XIII** with effect from 1 April 2017;
17. To note where specific changes in fees and charges form part of savings proposals in the Medium Term Financial Strategy (MTFS) report elsewhere on this agenda;
18. To note the findings of equalities assessments as set out in section 8 of the report and available in full at Appendix A;
19. To note that no increases are being recommended for 2017/18 at this stage for Library services or Children's Centres as separate reviews are underway in these service areas; and
20. To note that the Council's MTFS assumes that the increases set out in this report are agreed.

### **Reasons for Decision**

It is a requirement to review fees and charges annually. The financial position of the Council supports the view that levels of fees and charges should be maximised taking into account all relevant factors including the effect on service users and any consequent demand for services.

### **Alternative options considered**

This report summarises the conclusions after consideration of a range of alternative approaches dependent on particular services and relevant factors. As such a range of alternative options ranging from no increase to differentiated rates of increases have been considered and reflected in this report.

## **187. THE IMPLEMENTATION OF THE NATIONAL EARLY YEARS FUNDING FORMULA IN HARINGEY**

The Cabinet Member for Children and Families introduced the report which set out proposals for a new early years funding formula in Haringey which would ensure that the Council continues to meet its statutory responsibilities in relation to funding the free entitlement for 2, 3 and 4 year olds. The proposals also sought to ensure that the Council were able to implement changes in a fair and transparent way, acknowledging that work would need to continue to manage the impact of the changes on the local childcare market.

The Cabinet Member thanked officers in Commissioning and early years for their hard work in taking forward the consultation on the national funding formula for early years in tight timescales which had been extremely challenging.

### **RESOLVED**

1. To note the outcome of the consultations undertaken with providers of early education and childcare in Haringey, and with the Schools Forum, as set out in the appendices to this report.
2. To agree the introduction of a revised early years funding formula for Haringey from April 2017 which includes:
  - A universal base rate for 3 and 4 year olds in Haringey set at £4.88 per hour, per child
  - Mandatory deprivation supplement funding of £0.30 per hour, per child, derived from the £0.52 per hour per child available for supplements
  - A supplement for quality with an annual budget of £76,000 to facilitate system leadership for providers requiring support
3. To agree that there will be no supplements set for Rurality / Sparsity, Flexibility or English as an Additional Language.
4. To agree to reduce from April 2019 the current local authority funding rate of £6 per hour for providers of the 2 year old free entitlement, to the funding rate (£5.66 per hour) received by the local authority from the DfE.
5. To agree that £0.7m of Dedicated Schools Grant be set aside as transitional funding to subsidise childcare for the period from April to August 2017 prior to the introduction of new fees and the 30 hours funded entitlement for 3 and 4 year olds.
6. To agree to remove the Council's involvement in setting the fees for school-based early years provision, allowing the four maintained school-run settings to set their own fees.

7. To agree to replace the current single fee structure, applied across all four Council-run childcare settings with a new structure where fees differ from setting to setting.
8. To agree to the further exploration of a refreshed, financially viable childcare offer to be in place at the Park Lane setting from as early as September 2017.
9. To agree to increase fees for the four Council-run childcare settings from current levels in order to generate the levels of income required to mitigate the loss of subsidy funding. This change to fees would be implemented from September 2017 and kept under review due to the risk of a negative impact on service take-up and therefore, fee income generation.
10. To agree that, where there may be early years funding remaining, once the early years funding formula and centrally retained items have been taken into account, any available funding is directed towards ensuring access to good quality early education for our most vulnerable children.

### **Reasons for decision**

Local authorities have been advised by the DfE to use the proposals set out in its consultation on an early years national funding formula to develop local funding formula arrangements and to progress local consultation and decision-making in order to meet the April 2017 deadline imposed for the introduction of the national funding formula for the existing universal 15 hours per week entitlement for eligible three and four year olds. The proposals will support the introduction of the 30 hours funded entitlement for the three and four year old children of eligible working parents from September 2017.

The proposals set out under 3.1 will enable the Council to meet its statutory duties from April 2017.

### **Alternative options considered**

Local authorities are required to meet the April 2017 deadline for the introduction of the new national funding formula. Consultation has been carried out to inform the discretionary elements of the formula including the date of introduction of the new universal hourly base rate, whether to introduce supplements for quality and flexibility in addition to the mandatory supplement for deprivation, the level of supplement to be applied within the constraints set out within the formula and the deployment of the centrally retained funding.

In addition, the Council has considered whether to retain its role in setting a fee structure for all maintained settings, including schools. Through officers' engagement with the school-run maintained childcare settings, it has become clear that the schools themselves are best placed to determine the fee level that fits with their developing business models in the context of the national funding formula.

## **188. BUDGET MONITORING 2016/17 QUARTER 3**

The Cabinet Member for Finance and Health introduced the report which provided an update on the projected financial position of the Council for 2016/17 as at Period 9 (December 2016). It covered significant operating and capital revenue variances on a full-year basis.

At the end of Quarter 3 and Period 9 overall the Council was projecting a full-year deficit/overspend of £21.3m for 2016/17. This was a small improvement of £0.7m from the Quarter 2 position of £22.0m reported to Cabinet in October 2016. The Council were still grappling with demand pressures in Adults services, Children's services and in Temporary Accommodation. There was also some further work being completed on improving forecasting for year end.

The Chief Operating Officer was asked to outline the Council's position on reserves, assuming the overspend does not fall significantly by the end of the financial year.

The Cabinet noted that there were two specific categories for reserves, those which were earmarked for specific Council projects and non ear marked reserves for use when unexpectedly needed and looked at for assessing the Council's sustainability. In order to manage and mitigate the overspend, further to checking what the earmarked reserves were allocated for, the Chief Operating Officer had consolidated the earmarked reserves to provide some scope to cover the overspend by the end of the financial year.

#### **RESOLVED**

1. To note the report and the Council's 2016/17 Period 9 financial position in respect of revenue and capital expenditure;
2. To note the risks and mitigating actions, including spend controls identified in this report in the context of the Council's on-going budget management responsibilities;
3. To approve the creation of a contingency budget within the capital programme funded from any net corporate scheme budgets no longer required to fund new schemes (subject to approved business case).
4. To approve the required virements over £0.25m as set out in section 7 of this report.

#### **Reasons for decision**

A strong financial management framework, including oversight by Members and senior management, is an essential part of delivering the Council's priorities and statutory duties.

#### **Alternative options considered**

This is the 2016/17 Quarter 3 Financial Report. As such, there are no alternative options.

#### **189. GENERAL PRACTITIONERS SERVICES FRAMEWORK FOR PREVENTION SERVICES**

The Cabinet Member for Finance and Health introduced the report which sought agreement to establish a Framework for the provision of enhanced services (the

“Framework”) and to award contracts to designated General Practices (GPs) for one or all of the following; health checks: stop smoking service, long acting reversible contraception (LARC) and shared care/opiate substitute prescribing (OSP), GP with special interest for substance misuse (GPSI), GP lead sexual health, GP lead making every contact count (MECC).

## **RESOLVED**

1. That Cabinet agrees to establish the Framework and to award contracts as described in 1.1 above to GPs in accordance with Contract Standing Orders (CSO) 9.07.1(d).
2. That the contracts will be awarded under the Framework for a period of 4 years to the GPs listed in the table in paragraph 6.19.6 of the report.

## **Reasons for decision**

The Council has a statutory responsibility to deliver health checks and sexual and reproductive health services. These and the other services are essential elements in meeting the Council’s health improvement targets.

## **Alternative options considered**

The public health team considered providing these services just through existing providers. However there is evidence regarding the advantage of using GPs: National Institute of Clinical Excellence (NICE) evidence suggests that GPs are positioned to use routine appointments to deliver brief interventions around quitting and practice nurses to providing rapid access to a service.<sup>1</sup> NICE recommends using GPs to deliver OSP service as a way of de stigmatising this service.<sup>2</sup> For LARC the Faculty of Sexual and Reproductive Health recommends increasing the uptake of LARC and use of GPs to achieve this.<sup>3</sup>

It is also more cost effective to use GPs to provide these services i.e. cost per patient per year in a specialist drug service is £1825 compared to £1199 in primary care, LARC in clinic costs £150 and in a GP it costs £82.

## **190. UPDATE OF STATEMENT OF COMMUNITY INVOLVEMENT**

The Cabinet member for Housing, Regeneration and Planning introduced the report which sought agreement to the statement of community involvement which was initially adopted in 2008, updated with minor amendments in 2011 and now required a further update to take account of changes in planning legislation and to reflect current practices in community engagement, including greater use of electronic communications such as email and social media.

## **RESOLVED**

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<sup>1</sup> <https://www.nice.org.uk/guidance/ph1/chapter/1-recommendations>

<sup>2</sup> Drug misuse and dependence: guidelines on clinical management. Department of Health.London:HMSO, 1999.

<sup>3</sup> <http://www.fsrh.org/pdfs/FSRHQualityStandardContraceptiveServices.pdf>

1. To note the outcomes of the consultation of the updated SCI, carried out in 2015;
2. To approve the changes made to the document as a result of the consultation, as well as the factual and legislative changes; and
3. To approve the updated SCI for adoption.

### **Reason for decision**

All local planning authorities are required under section 18(1) of the Planning and Compulsory Purchase Act 2004 to prepare and adopt a Statement of Community Involvement (SCI).

Approval of the SCI will ensure that the Council meets its statutory obligations for engaging with the community and statutory stakeholders in plan making and determining planning applications.

### **Alternative options considered**

The Planning and Compulsory Purchase Act 2004 ("the 2004 Act") requires local planning authorities to prepare and adopt a Statement of Community Involvement. As such the option to do nothing is discounted.

## **191. MINOR VARIATIONS TO LAND TRANSACTIONS AT TOTTENHAM HALE**

The Cabinet Member for Housing, Regeneration and Planning introduced the report which outlined that the development proposed by Argent Related of its scheme, agreed by Cabinet in July 2016, had reached a more advanced design stage and now required a slight variation to the site boundary of Plot 6. There would be no net change to total site area of Plot 6, as compared to that which was reported to Cabinet in July 2016. The land consisting of Plot 6 which was now required to be declared surplus to requirements and be disposed of to Argent Related is shown edged on the plan attached in Appendix D.

### **RESOLVED**

#### **Monument Way**

1. To acquire the land (shown shaded orange on the plan in attached Appendix B) from TfL for no consideration for general fund purposes and that this land be included in the land to be disposed of to Newlon Housing Trust as agreed by Cabinet on 15 March 2016.
2. To declare the additional housing land at the Monument Way site (shown hatched black within the revised site plan in attached Appendix B) surplus to requirements and that this land be included in the land to be disposed of to Newlon Housing Trust as agreed at Cabinet on 15<sup>th</sup> March 2016.

### **Plot 6– Tottenham Hale Strategic Development Partnership**



3. To declare the revised Plot 6 site at Tottenham Hale (shown edged red on the site plan attached as Appendix D) surplus to requirements and to incorporate the revised Plot 6 land as part of the 10 sites to be disposed of to Argent Related, as agreed by Cabinet on 12 July 2016.

### **Reasons for decision**

Cabinet has already decided on 15 March 2016 to dispose of the adjoining site at Monument Way and on 12 July 2016 Cabinet agreed to dispose of the original Plot 6 at Tottenham Hale. Both pieces of land lie within the Tottenham Hale District Centre which is the first phase of the Tottenham Housing Zone and will be key to achieving long term sustainable regeneration in the area.

### **Monument Way**

As Newlon Housing Trust have progressed designs for this site it has become clear that slightly more land is needed in order to achieve planning permission and deliver a viable scheme. The land required is shown hatched black in Appendix B and is held for housing purposes is a grass verge.

The Council are not in a position to undertake the development at Monument Way themselves due to insufficient resources and have been discussing with Newlon Housing Trust, as a preferred partner, the opportunity to take forward the development. The Council has recently acquired land from the adjoining school and is in process of finalising this acquisition with Transport for London in order to own the total site unencumbered.

### **Plot 6**

Plot 6 at Tottenham Hale is within the Strategic Development Partnership Area, which aims to provide new mixed-use development at the heart of the District Centre.

As Argent Related have progressed designs for this site it has become clear that a variation to this plot of land is required, with 245m<sup>2</sup> removed towards the South of the site and 245m<sup>2</sup> added towards the North of the site. The land consisting of Plot 6 is currently held for highway purposes and is part of the Tottenham Hale Bus Station.

### **Alternative options considered**

#### **Monument Way**

The Council could decide not to alter the land to be leased to Newlon at the Monument Way site. However as this additional area is required to achieve an efficient realignment of Fairbanks Road, this would result in the delivery of a sub-optimal scheme and may result in the scheme not being delivered at all.

The preferred option outlined in this Report is to amend the site boundary to include the additional land to facilitate the optimal scheme progressing.

#### **Plot 6**

The Council could decide not to alter Plot 6 and revert to the site boundary previously reported to Cabinet in July 2016. However this would result in the delivery of a sub-optimal scheme.

The preferred option outlined in this Report is to amend the site boundary to the original Plot 6 to facilitate the optimal scheme progressing.

## **192. INSURANCE ARRANGEMENTS FOR LEASEHOLD (RTB) PROPERTIES**

The Cabinet Member for Corporate Resources introduced the report which informed the Cabinet of the procurement process undertaken to appoint a provider for the Leaseholders' Property Insurance Service from 1 April 2017 for 3 years with an option to extend for a further 2 years.

### **RESOLVED**

That in accordance with Contract Standing Order 9.07.1(d) the Cabinet approves the award of the contract for the provision of the Leaseholder Property Insurance Service from 1 April 2017 for a maximum term of 5 years, on a 3 + 2 year basis, to Ocaso S.A. UK Branch.

### **Reasons for decision**

The current insurance contract commenced on 1 April 2014 and was based on a 3 year agreement, with an option to extend by a further 2 years. Due to the substantially deteriorating claims experience over the existing contract period, the current insurers declined to extend the current contract at existing premium rates. It is necessary to ensure that the new contract is in place from 1 April 2017, to avoid any gap in insurance cover for the Council and leaseholders.

### **Alternative options considered**

Haringey, along with eight other London boroughs (Croydon, Camden, Harrow, Islington, Kingston-upon-Thames, Lambeth, Sutton and Tower Hamlets) work as a formal consortium, Insurance London Consortium (ILC), to share best practice in Risk Management and to procure insurance services. In the case of the Leaseholder insurance contracts, these were tendered via the ILC and awarded on 1 April 2014; Haringey were the only authority placed with the current provider, based on price and quality considerations, and the ILC will only re-tender its leaseholder contracts in two years time. It was therefore necessary to undertake a stand alone tender process, outside the ILC, which was managed in-house via the Council's online tender portal, with support from the ILC external insurance advisors.

There is no framework available to use for leaseholder insurance provision. Procurement of stand alone cover for leaseholder insurance, via an OJEU tender, is therefore the only remaining option available to the Council.

## **193. MINUTES OF OTHER BODIES**

### **RESOLVED**

To note the minutes of the following:

Cabinet Member signing on the 23<sup>rd</sup> of January 2017  
Cabinet Member signing on the 24<sup>th</sup> of January 2017

**194. SIGNIFICANT AND DELEGATED ACTIONS**

**RESOLVED**

To note the decisions taken by directors in January.

**195. NEW ITEMS OF URGENT BUSINESS**

None

**196. EXCLUSION OF THE PRESS AND PUBLIC**

**RESOLVED**

That the press and public be excluded from the remainder of the meeting as the items below contain exempt information, as defined under paragraph, 3 and 5 , Part 1, schedule 12A of the Local Government Act 1972.

**197. APPROVAL OF PREFERRED BIDDER FOR THE HARINGEY DEVELOPMENT VEHICLE**

As per 184.

**198. INSURANCE ARRANGEMENTS FOR LEASEHOLD (RTB) PROPERTIES**

As per item 192.

**199. CABINET EXEMPT MINUTES**

**RESOLVED**

To agree the exempt Cabinet minutes of the meeting held on the 24<sup>th</sup> January 2017.

**200. NEW ITEMS OF EXEMPT URGENT BUSINESS**

None

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**Report for:** Cabinet meeting 14<sup>th</sup> March 2017

**Item number:** 9

**Title:** Development of a Partnership between Haringey Council and OnSide, to take forward the proposal to create a Youth Zone facility in Haringey subject to site identification and mutual approval.

**Report authorised by :** Jon Abbey, Director of Children's Service

**Lead Officer:** Gill Gibson Asst. Director Early Help and Prevention  
Gareth Morgan 0208 489 4931, Gareth.morgan@haringey.gov.uk

**Ward(s) affected:** All

**Report for Key decision. Key decision**

### Summary

1. The Cabinet is asked to approve the development of a partnership with the charity OnSide, to take forward their proposal to create a Youth Zone, providing facilities and programmed activities for young people in Haringey. The proposal contributes to the wider vision to improve youth outcomes through participation, health and wellbeing and encouraging greater use for formal and informal recreation. This will provide a fully accessible facility for young people based on the successful Youth Zone model elsewhere in the country.

### 2. Cabinet Member Introduction

2.1 This paper describes a unique opportunity for Haringey council to deliver against our ambitions for the young people of the borough. By supporting this proposal to work in partnership with the OnSide Youth Zone charity, we have the opportunity to leverage private sector funding into Haringey which will massively increase the scale of the available youth offer, expand its reach and scope and make a lasting difference to young people now and for generations to come.

2.2 OnSide Youth Zones is a charitable foundation with a track record of success in developing outstanding facilities and establishing local charitable trusts to deliver 21<sup>st</sup> century youth provision. We must always consider and be responsive to the views and needs of younger residents in our Borough and the commitment from OnSide – borne out through their previous Youth Zone developments – is to fully engage them in all aspects of this project from branding and design to the range of provision which would be accommodated within a new and iconic facility, ensuring that it is relevant accessible and attractive to young people. In delivering this project, the council will significantly enhance Haringey's current range of youth provision with an offer that will appeal to young people across the whole borough, with provision they have determined, ranging from art and crafts to sport and dance, literature to

information technology. It will offer a range of provision far greater than we can deliver alone as well as being more relevant to our young people and their communities which also supports this council's strategic objectives and priority outcomes including health and wellbeing, education and employment and community safety.

- 2.3 In the face of huge financial pressures, Haringey can be proud to have maintained limited universal youth provision in the face of significant budget reductions. However, by working with OnSide, our commitment to ensuring the safety, development and wellbeing of young people will be evident for all to see. Through an initial capital investment - match-funded by OnSide - and medium term revenue contribution equivalent to our current revenue spend on youth provision, the benefits and improved outcomes for Haringey will be many times greater.
- 2.4 I firmly believe that Cabinet should adopt the recommendation below to launch a new era for youth in Haringey, where our ambition meets their uninhibited aspiration and working collaboratively we secure a tangibly brighter future for Haringey communities.

### **3. Recommendations**

The Cabinet is recommended to:

- 3.1 Agree the development of a partnership with OnSide to take forward proposals for a Youth Zone in Haringey, subject to site identification agreeable to both the council and OnSide and subject to planning approval and agreed heads of terms for a lease on a suitable Council site.
- 3.2 Give delegated authority to the Corporate Director of Children Services and Director Regeneration, Planning and Development after consultation with the Cabinet Member for Corporate Resources to approve the final details of the project and the terms in respect of the grant funding agreement, lease, facility mix, and connection to other site specific regeneration proposals and operational detail.
- 3.3 Note that there is a guaranteed revenue funding requirement of £250,000 pa for three years for the Youth Zone.

### **4. Reasons for decision**

- 4.1 The proposed Youth Zone development will engage young people across the Borough in the creation of a unique facility that genuinely responds to their views and provides sustainable, 21<sup>st</sup> century youth provision significantly beyond the scale that the council alone can deliver, which will make a positive difference to the experience of being a young person in Haringey. The proposed council capital contribution of £3m towards the Youth Zone development will lever in a further £3m capital and ongoing revenue investment from the private sector of £750,000 per annum for the first three years of operation.
- 4.2 This project would also make a significant contribution to the Borough's vision – to work with communities to make Haringey an even better place to live through

encouraging investment and creating opportunities for all to share in - a reality. Additionally, it will contribute significantly to each of our five corporate objectives enabling our young people to achieve their aspirations and growing our community assets to further demonstrate our ambition, innovation and collaborative approach.

- 4.3 One of the fundamental principles and attractions of OnSide's operation is the establishment of a standalone, locally reflective, charitable trust within the host borough, which is responsible for the operational delivery and financial viability of the venture. Under the guidance and direction of a high profile chair-person and private-sector, locally-led membership, these boards have the professional and financial connections to attract investment into the 'not for profit' operation and critically, the future of local young people. This model offers a sustainable, long-term funding model and a four-way partnership between the private sector, the authority, young people and the community – cementing future youth provision at a time of diminishing authority resources.
- 4.4 OnSide can evidence clearly the significant social impact that Youth Zones have by addressing disengagement, reducing school exclusions and unhealthy lifestyles and also shows a positive economic benefit for local and national government. On average, Youth Zones generate £2.03 of social value for every £1 spent on running these facilities, or £6.66 for every £1 invested by the local authority. As Haringey has negotiated a lower revenue contribution than other authorities, this return on investment would be closer to £12 for every £1 of Local Authority money spent to achieve a similar level of outcomes.
- 4.5 The benefits of Youth Zone extend beyond the financial and impact positively on education and employment outcomes for young people and improving health and wellbeing. In 2015, 92% of young people who complete the Youth Zone Get a Job programme, which focuses on giving young people the tools, motivation and aspiration to succeed in the future, progressed into paid employment or further study. 79% of parents surveyed reported that their child's involvement in Youth Zone had made family life more positive and 89% of young people reported feeling more self confident as a result of their joining Youth Zones. Communities also benefit from the presence of Youth Zones, such as a reduction in anti-social behaviour since Youth Zones opened – in Manchester this dropped 13% in year 1 and 51% in year 2 of opening and in Oldham police reported a 40% reduction in anti-social behaviour involving young people.

## 5. Introduction and Background

- 5.1 The Council has proactively positioned and promoted itself as 'London's Growth Opportunity' and has a clear message that Haringey is committed to securing inward investment as part of a major regeneration and revitalisation programme. In response to this call, the Council has been approached by OnSide Youth Zones with an investment opportunity to develop a Youth Zone in the Borough, to replicate the success of this model elsewhere in the UK and to be the fourth London Youth Zone.
- 5.2 The OnSide Youth Zones (Company Registration Number [06591785](#)) is a registered charitable foundation established in 2008 (Registered Charity No. 1125893). Its mission is to build state-of-the-art youth centres, modelled on the

success of the nationally-recognised Bolton Lads and Girls Club. To date, OnSide has funded, built and established 8 Youth Zones in the north-west of England (Carlisle, Manchester, Oldham, Blackburn and Wigan, Wolverhampton and the Wirral. Other pipeline projects include developments in Barking & Dagenham, Croyden and Barnet.

- 5.3 OnSide have met with the Leader of the Council, Cabinet Member for Communities and Officers on a number of occasions to discuss the outline of their proposal and to explore site options together to identify a suitable location for this proposed development, as well as the potential benefits, opportunities and risks. However, in order to confirm pledged external support for Haringey, including a time limited opportunity to secure a £1m capital grant from The Queens Fund.

## 6. Proposal Overview

- 6.1 Onside have a strong track record of delivering Youth Zones and making a positive impact on young people and the wider community. To benefit from the Youth Zone development, Haringey will identify a site suitable for the development of a unique, iconic youth facility, co-designed by Haringey young people, which is at the heart of the Youth Zone proposition. An extensive investigation of potential sites across the borough is being conducted to identify a site or sites, which meet the minimum specification as detailed by OnSide and where completion of the project can be achieved within the parameters of the funding offer, and specifically the £1m contribution from The Queens Trust.
- 6.2 If Cabinet agree 'in principle' support for the project, the site(s) identified as being suitable will be subject to final detail and planning approval, and the Council would be announced as part of OnSide's journey to establish 20 Youth Zones by 2020.
- 6.3 Each Youth Zone is an independent, local charitable organisation, established by OnSide for this purpose. OnSide will facilitate the recruitment of a private sector led Board of Trustees who in turn can contribute to the sustainability of the project through fund raising and strategic direction. The Council will have representation on the Board as a strategic partner. It is envisaged that up to two places on the Board will be available for Council representation.
- 6.4 OnSide have projected that a minimum of 1,500 young people will visit a Haringey Youth Zone facility each week, based on the local demographic and experience elsewhere. The scheme will create up to 50 permanent employment opportunities for local people and generate a minimum of 100 volunteering opportunities. As it has done elsewhere, the Youth Zone is committed to working with local partner organisations and stakeholder groups to broaden the offer.
- 6.5 The Council has been approached to provide: □ £3m capital support (50% of scheme cost); □ revenue funding of £250,000 per annum for three years; A long-term lease; □ Commitment to ongoing strategic support on the locally established Youth Zone Board of Trustees.



- 6.6 If Cabinet agree to support the project 'in principle' and commit to the £3m capital grant funding contribution, Officers and OnSide will continue to identify and scope a potential site(s) in order to start detailed planning and local engagement subject to Cabinet site approval, designed to deliver the facility opening in summer 2019.
- 6.7 OnSide has now established a North London office, from where the project will be coordinated and the local community stakeholder engagement process will commence immediately. Consultation will take place with: young people; local residents; statutory agencies and potential partner organisations. Local businesses will have the opportunity to participate in the construction and development phase if planning consent is secured. In tandem, OnSide will start work on a phased recruitment process by appointing a Chief Executive of the Haringey Youth Zone.
- 6.8 OnSide would commit to:
- Release the remaining balance of £3m to the capital construction cost (including £1m grant from The Queens Trust);
  - Alistair King (Alderman of the City of London) to lead the project as inaugural Chair of the Haringey Youth Zone;
  - Source all additional funding required to operate the Haringey Youth Zone for its first 3 years;□
  - Proactively fundraise to ensure project sustainability without additional Council support after Year 3;□
  - Full capital build responsibility including planning applications and community consultation;
  - Creation of the new operating charity for the Haringey Youth Zone;
  - Work alongside a Members Working Group to report on project progress;
  - Engage local young people to help shape their Haringey Youth Zone;
  - Work alongside other local voluntary sector groups in support of young people;
  - Recruit and train a minimum of 100 volunteers;
  - Deliver a comprehensive marketing and communications plan;
  - Recruit and support a local Board of Trustees responsible for strategic vision and long-term sustainability of the charity, including Council representation on the Board.

- 6.9 The Haringey Youth Zone will be open 7 days a week. During term-time, evening session opening hours mirror school timetables, typically opening from 16:00 – 21:00 from Sunday to Thursday, and until 22:00 on Friday and Saturday evenings. At weekends, the Youth Zone will operate family and junior sessions (8-12 year olds) in the morning and afternoon, in advance of the regular evening sessions which begin at 16:00. During school holidays, additional junior sessions will run from 08:00 – 18:00, offering affordable holiday provision for local parents. The Youth Zone may also open on bank holidays, dependent on the local demand for the service and feedback from parents.
- 6.10 The Youth Zone will be open until no later than 22:00 each day. Experience from other Youth Zones indicate that, due to the length of the sessions and programming, members tend to disperse at different times throughout the evening and not en masse when the facility closes. Based on experience elsewhere, it is anticipated that there will be little (if any) issues of concern in reality with regard for the potential for groups of young people congregating around the Youth Zone once the session is finished. OnSide will engage fully with all local residents, communities and stakeholders during the planning and development stages to maintain open and effective dialogue.
- 6.11 The operating model typically includes a small annual membership fee and a small fee per visit. The annual membership fee would be set at £5 and a charge of 50p per visit thereafter. All young people living in Haringey aged 8-19 would be eligible for membership. The age range is extended up to the age of 25 for young people with a disability. Family orientated sessions catering for the 5-8 age groups will also be explored in recognition of the local demographic.
- 6.12 Typically a Youth Zone would offer a minimum of 20 different activities each evening, which are determined through consultation with local young people to ensure they reflect their views. Youth Zones may include the following:
- A 4-court indoor sports hall with climbing wall;
  - A fully equipped fitness gym;
  - Dance studio;
  - Music suites with both instruments and recording equipment;
  - At least one outdoor multi use games area kick-pitch;
  - A specialist arts and crafts area;
  - Break-out rooms to include activities such as employability workshops, general and gender specific health/youth issue topics/projects and youth participation;
  - A large open plan recreation area;
  - A café serving hot nutritious meals for no more than £1;
  - A boxing gym.

Additionally, Onside will provide a targeted outreach programme to engage young people and further refine the local offer in the 9 months leading up to Youth Zone opening. Once operational, Youth Zone will continue to work collaboratively to develop a targeted offer linking outreach and satellite sites to the Youth Zone hub.

## **7. The Youth Zone Operating Model**

- 7.1 Youth Zones elsewhere in the country have created a safe, encouraging and positive environment in which children and young people can spend their leisure time; offering them 'somewhere to go, something to do and someone to talk to'. They are bright, vibrant, iconic buildings that take their inspiration from the original and acclaimed success of the Bolton Lads and Girls Club.
- 7.2 One critical factor in the success of the OnSide Youth Zone model is the voluntary relationship that exists between the Youth Zone and its members. It is important that young people who attend do so because they choose to, not because they are compelled to. This is key to developing positive, healthy relationships between young people, the staff and volunteers; enabling the Youth Zone to deliver high quality, engaging youth work to those that need it most.
- 7.3 It is also vital that the Youth Zone maintains its cover charge of 50p per session. Income from young people only amounts to c.10% of annual turnover; however the fee is important as it creates a sense of value, ownership and equity. Experience from Youth Zones elsewhere have acknowledged that for the most deprived families, even finding the 50p cover charge can be difficult; in these instances the Youth Zone has never turned away young people who genuinely cannot afford the 50p cover charge.
- 7.4 Youth Zones are filled with a wide range of activities, catering for all sporting, creative, artistic and social interests. They are youth-led, responding to the needs of its members and driven by a commitment to help all children and young people, with special emphasis on those from the most disadvantaged backgrounds to help increase their confidence and raise aspirations.
- 7.5 The Youth Zone concept offers a high quality facility and the wide range of activities that represent a commitment to delivering best-in-class youth work. OnSide are experienced in working with diverse communities and dealing with cultural and gender specific issues. Youth Zones offer young people the opportunity to try out activities in which they may otherwise never have the opportunity to participate. The Youth Zone model creates the opportunity for young people to meet new people, make new friends and learn new skills. All of this goes towards building the confidence they need to develop into happy, mature, healthy and successful young adults. OnSide are well experienced with ensuring appropriate high standards of Safeguarding practice is put into place in all its Youth Zone developments.
- 7.6 It will be important for the Youth Zone operating model to be sufficiently flexible to ensure it meets specific local youth needs including a balanced programme that addresses any potential gender and disability inequalities. The proposed Haringey Youth Zone must also have the capability to integrate with other youth provision hubs across the borough to demonstrate an integrated approach to provision and build trust and engagement across all areas and communities within Haringey.

## **8. Strategic Fit and Need**

- 8.1 The Borough has an increasingly young demographic; the 2011 Census showed a rapidly increasing population between the ages of 0-14, with a higher proportion of this age group in the borough when compared to the London average. The rapid increase in young people particularly the 0-4 age band is amongst the highest in London. More recent population projections put the borough's 0-14 population at 26% in 2015, rising to 27% in 2020. This remains above the London average which is projected to have a 0-14 population at 19% in 2015 and 19.4% in 2020. (GLA 2014 Short Term Trend Based); inevitably this will place increasing pressure on youth provision in the borough.
- 8.2 In common with many other services the budget for Youth Services has decreased significantly over recent years due to the broader financial pressures across the public sector. The Council's universal youth provision is delivered as part of the Early Help Service and is limited, with just one dedicated youth centre – Bruce Grove Youth Space and a weekly sport-based session in Hornsey. Bruce Grove activity is supplemented with two sessions of targeted activity for young people with disabilities and young carers, delivered through established third party organisations.
- 8.3 Experience from existing Youth Zones indicates that the vast majority of Youth Zone members are 'new' customers, i.e. they do not already access existing local youth provision. For those young people that do attend other local centres, the Youth Zone is seen to them as an additional offer as opposed to a substitute. Currently in Haringey the offer from BGYS is three open access sessions per week totalling 15 open access hours per week with an average weekly attendance of 115 young people. There are, in addition a range of community youth clubs predominately in the east of the Borough. The Haringey Youth Zone alone will be open for around 48 hours per week, offering specialised tutored activities not available from the Early Help Service; as such the Youth Zone represents a significant increase in choice and availability for local children and young people.
- 8.4 The significance of the proposed investment in young people through the Youth Zone should not be underestimated. It has the potential over the medium to long-term to reduce youth related anti-social behaviour and offending rates and positively enhance the quality of life not only for young people but for all residents. The Youth Zone can also play a key role in reducing the number of young people not in education, employment or training through its engagement and support activities as well as impacting on the wider health and wellbeing agenda through collaborative and integrated community-based provision during daytime hours and also sessional attendance.
- 8.5 In Wigan, local police reported a 77% reduction in anti social behaviour over a 12 month period in the area around the Youth Zone since the facility opened. Recent research undertaken on three established Youth Zones reported a positive impact on young people and the wider community since the establishment of a Youth Zone. Some of its key findings are indicated below:
- Users (Young People) 76% stated that they were getting on better with family since attending the Youth Zone;
  - 72% stated that they are staying out of trouble as a result of attending;

- 60% of respondents believed that the Youth Zone has helped them understand the dangers of smoking, alcohol and drugs;
- 51% said that they were less likely to miss school or college since attending the Youth Zone;
- 89% reported feeling more self-confident as a result of attending the Youth Zone.

Stakeholders reported:

- reduced crime and anti-social behaviour (including youth offending and arson);
- 75% of local businesses commented that the reduced fear of crime was a positive benefit to the area;
- providing valuable support for troubled families;
- improved health and wellbeing;
- improved community cohesion.

- 8.6 The proposed Youth Zone would complement and significantly enhance the offer to Haringey's young people and make a clear statement about the ambition of the council and wider partnership for our young people in this generation and the next. Not only will the age range of the Council's current youth offer be extended, but a Haringey Youth Zone will bring 21st century youth provision to the borough within a high quality bespoke design building, with state-of-the-art equipment and facilities. In addition, and most importantly, the Youth Zone brings the capability of significantly enhancing the lives and future prospects of local young people. Young people will be involved in the design and branding of the Youth Zone ensuring that it is relevant to its target users.
- 8.7 The development of a new Haringey Youth Zone will, given the ambitious delivery timeline, bring an iconic facility to the Borough which will represent our commitment to young people and their success in the future. The Youth Zone would help the Council to secure the promotion or improvement of the economic, social or environmental well-being of its immediate and wider, surrounding area.
- 8.8 The Youth Zone can positively contribute to the borough's strategic priorities:
- Outstanding for all
  - Clean and Safe
  - Sustainable Housing, Growth and Employment.
- 8.9 Youth Zone will also support the identified Youth Council priorities (crime, youth club provision and increased activities for young people) as well as supporting delivery of Haringey's Young People Strategy outcomes.

## 9. Planning

- 9.1 Once a site is identified by the council and agreed by OnSide as suitable for the development of a Youth Zone facility, all relevant planning procedures will be adhered to included consultation as appropriate to the land type of the identified site. Typically, a proposal of this type presents an excellent opportunity to deliver improvements across a locality to re-animate an area and increase its appeal and usage which would capitalise on the draw of the Youth Zone and be the catalyst for greater community involvement and enjoyment of this enhanced space.

### **Terms of disposal – Heads of terms**

- 9.2 Heads of terms will be negotiated with OnSide according to site specific considerations, however indicative draft proposals are attached in **Appendix 1**.

### **Best Consideration**

- 9.3 The Council is under an obligation to achieve best consideration in disposing of land under S123 Local Government Act 1972, and a valuation will be undertaken on behalf of the Council to show the Market Value of the site. A valuation of less than £2m will mean that the Council do not have to ask for consent from the Secretary of State for permission to dispose although justification will need to be set out why the Council is disposing of the site for less than best consideration. The disposal is part of the provision of Youth Services the details of which are set out in this report. Should the value of the proposed long lease be more than £500,000 a further report will need to be taken to Cabinet for approval.

## 10. Options Appraisal

- 10.1 The options in this instance are limited. The Council had not considered developing a major purpose built youth facility in the borough before being approached by OnSide; therefore considering the proposal as presented, the options are limited as indicated below.
- 10.2 **Option 1 - Do nothing.** Reject the proposal and do not offer Council support. The impact of this would result in OnSide withdrawing its £3m investment offer into the borough (Including £1m Queen's Fund) and looking towards an alternative host authority. The opportunity to create sustainable youth provision in the borough would be lost.  
**This option is not recommended.**
- 10.3 **Option 2 - Support the proposal.** Once a site has been identified and agreed by all parties, this would require the scheduled transfer of £3m capital grant from the Council to OnSide (50% of the capital build) as approved by Cabinet in June 2016. A further £250,000 per annum revenue contribution (25% of annual revenue costs) would be required from the council for the first three years of operation. OnSide have committed to deliver 50% of the capital cost and 75% of revenue costs for the first three years.  
**This option is recommended.**
- 10.4 It should be noted that there are considered to be three key risks to the recommended option:



- (i) OnSide decline any site offered and withdraw their capital funding offer to develop the project. This is considered to be a medium risk as OnSide need to calculate that the site being offered represents a realistic opportunity for them to create and establish a sustainable operation within their forecast timescales; should this be realised the Council would withdraw its grant offer.
- (ii) Revenue shortfall in from Year 4. This is considered to be a moderate risk; however the Haringey Youth Zone Board would be charged with securing on-going revenue support exploiting its network of supporters and potential funders.
- (iii) Project Failure. If the project failed at some point in the future and the local Trust dissolved the lease would be nullified and the building would become a Council asset/liability. The success of OnSide's Youth Zones elsewhere in the country suggests this is a low risk.

**11. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

**Financial Implications**

- 11.1 The Council's Capital Strategy includes an agreed £3m Council contribution to an estimated £6m project, subject to a more detailed business case and an identification of sufficient resources within the capital programme. This £3m is on the amber list of potential projects and is not included in the capital programme considered by Cabinet and Council in February 2017. This project will be presented to Capital Board in March 2017, to demonstrate value for money and to ensure that sufficient capital resources can be identified to proceed.
- 11.2 The report identifies that such an initiative would require £1m on-going revenue support each year to operate. The council has committed to contribute £250,000 towards revenue funding for the first three years and OnSide have undertaken to source the remaining funds to cover the first three years of operation, allowing the new local Board to develop long-term plans from a stable base. The Council's £0.250m on-going contribution would use existing budgets in this service to leverage additional third-party contributions.
- 11.3 The project is at an early stage, but the capital and revenue funding will need to be confirmed before the Council can commit itself contractually to this partnership.

**Procurement**

- 11.4 Strategic Procurement notes the recommendations made in this report and comments as follows:
  - Officers have considered the issues of awarding direct without having gone to the open market; whilst it is theoretically possible that another organisation could offer £3m match funding, ongoing revenue investment of £750k from private sector for three years and establish and successfully deliver a 21<sup>st</sup> century inclusive youth provision, in all likelihood the probability of this is remote.

- OnSide have been able to demonstrate successfully delivering such a model across 8 other local authorities over the past 7 years; something officers have been unable to identify elsewhere in the market. Therefore undertaking a procurement exercise is unlikely to yield any similar or improved offers.

11.5 Procurement notes the reference to Onside being responsible for the ongoing procurement activity. Procurement is to be consulted to ensure best value principles and process are incorporated into the final agreement.

## 12. Legal

12.1 The Council is proposing to grant a long lease of land once a site is identified. The granting of a long lease is a disposal. The Council can dispose of the land but this will depend on the purpose for which the land is held. If the land is one to which under section 123 of the Local Government Act 1972 applies the Council must obtain best consideration otherwise the consent of the secretary of state is required.

12.2 Where land identified is open space the Council must before disposing of the land cause notice of its intention to do so, specifying the land in question, to be advertised in two consecutive weeks in a newspaper circulating in the area in which the land is situated, and consider any objections to the proposed disposal which may be made to it.

12.3 Where there is any disposal under section 123 and that disposal is under value the Council can rely on the General Disposal Consent (England) 2003 issued by the Secretary of State. This allows the disposal of any interest in land which the authority considers will help it to secure the promotion or improvement of the economic, social or environmental well-being of its area and the Council must have regards its community strategy and the disposal undervalue does not exceed £2,000,000 (two million pounds).

12.4 Where the site disposal would not fall within section 123 then separate legal advice would be required as to the statutory requirements that needs to be met prior to the disposal taking place.

12.5 The Council is also making a grant and revenue funding, any sums advance must comply with value for money and any grant be the subject of a grant funding agreement. Where the Council is providing funding these fundings must comply with State Aid rules. Aid for sport and multifunctional recreational infrastructures must comply with the General Block Exemption Regulation.

12.6 The Council can make grant payments under section 1 of the Localism Act 2011. Section 1 is a very broad based power which allows local authorities to do anything that an individual may do. There are some limits on the power set out in section 2 of that Act. If exercise of a pre-commencement power (i.e. power in existence before the general power became law) is subject to restrictions then these restrictions also apply to the exercise of the general power so far as it is overlapped by the pre-commencement power. This general power also does not enable the Council to do anything which the Council is unable to do by virtue of a pre-commencement limitation. It further does not allow



the Council to do anything which the Council is unable to do by virtue of a post-commencement power.

### **Contractual Issues**

12.7 It is proposed that OnSide will lead and be fully responsible for the procurement and subsequent management of the construction project (subject to planning approval) local companies will have the opportunity to tender for the construction related works. The detail of the operational arrangements will be developed pending planning approval as per recommendation (ii).

### **Equality**

12.8 The Council has a public sector equality duty under the Equality Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- advance equality of opportunity between people who share those protected characteristics and people who do not;
- foster good relations between people who share those characteristics and people who do not.

12.9 The new Youth Zone proposal aims to increase the range of and outreach of activities for young people across the borough. This includes activities that are accessible for and targeted at young people who share protected characteristics, including those with disabilities, young women and different ethnicities and religions.

12.10 A **full equality impact assessment will be undertaken** when a confirmed site has been identified for the new Youth Zone. The impact assessment will consider the offer and accessibility of the new Youth Zone for different groups, including those that share protected characteristics. It will put forward mitigating actions to increase opportunities for all groups of young people to have access to and benefit from the new Youth Zone offer.

12.11 Beyond the immediate decision on the new Youth Zone, there will need to be further consideration on provision of services at the existing Bruce Grove Youth Space. To inform this process a full equality impact assessment will be undertaken to assess the impact of any future service changes on those groups that currently use Bruce Grove Youth Space, identifying mitigating actions and alternative options where appropriate.

**13. Local Government (Access to Information) Act 1985** - Not applicable

## **Appendix 1**

**HEADS OF TERMS**

**AGREEMENT FOR LEASE AND CONSTRUCTION WORKS**

**AT (TBC)**

- 1. Seller** The Mayor and Burgesses of the London Borough of Haringey of Civic Centre, High Road, Wood Green, London N22 8LE
- 2. Seller's Solicitor** Legal Services, London Borough of Haringey, Alexandra House, Station Road, Wood Green, London (FAO Patrick Uzice)
- 3. Buyer** OnSide Youth Zones
- 4. Buyer's Solicitor** TBA
- 5. Property** Not yet identified
- 6. Basis of agreement** The property is to be sold on a long lease of 125 years and subject to vacant possession. Completion of the grant of the lease will be subject to the Conditions Precedent.
- 7. Purchase Price** The purchase price will be £1.00.
- 8. Title** The Seller's Solicitor to deduce title to the Buyer's Solicitors.
- 9. Agreed Scheme**

A development providing a Youth Zone facility based on the attached specification and including an indoor sports hall with climbing wall, fitness gym and dance studio, music suites and arts/craft, cafe and outdoor recreation area.

The Buyer is to commission and pay for initial design works and obtain planning permission based on the agreed scheme so that a planning application is submitted and validated by (or later dated mutually agreed by both parties) with determination of the application obtained by.
- 10. Early Access** The Seller will permit the Buyer to access the site prior to exchange of contracts and/or following exchange of contracts through licence for the purposes of undertaking visual survey work provided that the Seller will be under no obligation

to allow access to occupied areas. The Seller will use reasonable endeavours to enable access to occupied areas where possible. If structural surveys and inspections are to be undertaken the Buyer will need to make good if the sale does not complete.

## **11. Exchange and Completion Timescales**

The parties will endeavour to exchange contracts by the [ ].

The Buyer will oversee the preparation and submission of a planning application in order to achieve validation by xxx (or later date mutually agreed by both parties), which must be agreed by the Seller prior to the application for planning permission. Once the planning application has been validated all other detail will be dealt with under reserved matters, with the application determined prior to XXX (or later if mutually agreed by both parties).

Completion will take place no later than 28 days after the satisfaction of the last of the Conditions Precedent.

If completion of the lease has not taken place by a long stop date of 18 months from exchange of contracts either party may terminate the agreement. A satisfactory permission will be a permission which does not contain an onerous condition. An onerous condition will be a condition which contains a condition which may have the effect of materially reducing the value, increasing the cost or restricting the occupiers of the development. The Buyer would have a right to terminate the agreement if the permission contains an onerous condition.

## **12. Conditions Precedent for Exchange of Contracts**

Entry into the agreement for lease will be subject to the following conditions:

- Agreeing the form of lease including the operating model.

The lease will include a D1 use (details tbc), no assignment or subletting or charging will be allowed, full repairing and insurance obligations on the tenant, lease to be outside the provisions of Part II of the Landlord and Tenant Act 1954.

- Satisfactory completion of legal due diligence.

- Satisfactory surveys having been undertaken to include ground conditions, statutory undertakers, and rights of light, noise and air quality.
- Receipt of the Seller's approval and Buyer's approvals.
- The Buyer will enter into a fixed charge over their leasehold title in favour of the Seller in respect of the received grant.

### **13. Conditions Precedent for Completion**

The agreement for lease will provide that the grant of the lease to the Buyer will be conditional upon the happening of the following events:

- Receipt of a satisfactory detailed planning permission.
- Vacant possession being provided.
- The Buyer and Seller entering into Funding Agreements and the provision of services is agreed.

### **14. Costs**

Each party will bear their own costs.

### **15. Services**

The Seller shall grant the Buyer the right to use and connect into all existing service media and thereafter the free flow of all services through such service media, such rights to be included in the lease.

### **16. Site Security**

The Seller will be responsible for the security of the site between exchange and completion.

### **17. Communications**

The parties will agree a communications strategy in connection with the project in relation to the local community, stakeholders and the media.

**Report for:** CABINET

**Item number:** 10

**Title:** Housing Support Transformation (Part1)

**Report**

**authorised by:** Lyn Garner, Director of Regeneration, Planning and Development

**Lead Officer:** Dan Hawthorn, Director of Housing & Growth

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision: Key decision**

## **1. DESCRIBE THE ISSUE UNDER CONSIDERATION**

- 1.1 This report presents the outcome of the one-year Supported Housing Review. The review explored supported housing demand, support models and built environments in the borough and culminates in 11 recommendations for change described in appendix 3 the Housing Support Recommendations Framework. The vision, principles and objectives in the framework reflect a changing housing and social care landscape that emphasise the need to modernise & diversify our housing support offer to the boroughs vulnerable residents.
- 1.2 In addition to the Framework, this report includes a copy of the review's Needs & Gaps Analysis which presents the evidence of the need for change, and an Equalities Impact Assessment.
- 1.3 This report is to be considered by Cabinet with a view to approving the programme.

## **2. CABINET MEMBER INTRODUCTION**

- 2.1 Our recently adopted Housing Strategy (2017-22) sets out the Council's commitment to ensure that housing is more than bricks and mortar, that it is a tool that tackles social inequality and helps us achieve our vision of thriving mixed communities in Haringey. For people who find themselves vulnerable due to homelessness, disability and a host of other experiences and characteristics, housing support will be a vital way for us to deliver on that commitment.

- 2.2 We strongly believe that people with care and support needs have the same right to inclusion, opportunity and security in our communities as everyone else. For many, housing support is a bridge and a safety net, preventing homelessness, enabling independence after hospitalisation or recovery after a period of trauma or crisis. For some of our most vulnerable residents supported housing is a home for life, it should therefore offer the same choices, opportunities and autonomy of lifestyle afforded to the wider population.
- 2.3 With a changing population of people in need, exacerbated by damaging Government policy, the supported housing sector is unsettled and stretched. The sheer speed of change at local and national level has left much of our supported housing provision out of line with current practice and unable to achieve positive housing, health and social outcomes for our vulnerable residents.
- 2.4 The strategic framework sets out a vision, principles and recommendations that will ensure that housing support is able to meet the needs vulnerable residents now and in the future. Modernising and improving our housing support offer, with a particular focus on preventing housing and health crisis and maximising independence will bring about improved outcomes for Haringey residents and ensure our services are cost-effective and in line with our refreshed housing and social care priorities.
- 2.5 This means more than just supported housing; it also means coordinating and bringing together the wraparound services, social care support and community networks that prevent people needing supported housing in the first place. It means understanding people's intersecting identities and tackling the experiences and vulnerabilities that make some people more at risk of losing their home and their independence than others.
- 2.6 Making this happen will be a challenge, there are tough choices to make about how we achieve an improved housing support offer for a bigger group of people with increasingly limited resources. But through refocusing our work on prevention and early intervention and making the best use of our supported housing assets, I genuinely believe we can enable vulnerable residents to achieve positive health, housing and personal outcomes as a valued part of our diverse community in Haringey.
- 2.7 As chair of the Supported Housing Review Members Working Group, we have already seen and discussed examples of how we can achieve our aims. A number of our supported housing services are delivering excellent results that we can build on borough-wide, the Council and supported housing providers are in discussion to redevelop existing schemes and our newly opened Extra Care services at Protheroe and Lorenzo House give us confidence in our vision

for the future of older people's housing. The Recommendations Framework builds on this work and will drive the delivery of an improved housing support offer in Haringey over the next five years.

### **3. RECOMMENDATIONS**

- 3.1 To note and consider the introductory report from the Supported Housing Review Members Working Group set out in appendix 1.
- 3.2 To note and consider the data and intelligence collated as part of the Supported Housing Review, presented in the Needs and Gaps Analysis, set out in appendix 2.
- 3.3 To approve the vision, strategic principles and initial recommendations for housing support transformation set out below from 3.5 and explored further in the Recommendations Framework at appendix 3.
- 3.4 To agree that the transformation of housing support should be based on a vision of Haringey as a place 'where vulnerable residents can access flexible and personalised housing support services that maximise prevention, independence and inclusion within diverse mixed communities.'
- 3.5 To achieve this vision, it is recommended that Cabinet approve the strategic principles set out below. Using consistent principles to commission new services and support practices will create a more strategically relevant housing support offer that meets the diverse needs of different vulnerable groups with an overarching commitment to preventing homelessness and dependence.
  - 3.5.1 **Cross-cutting Prevention;** our housing support offer is genuinely preventative, offering support to at-risk groups at the earliest possible opportunity thereby reducing the social & financial cost of homelessness and housing crisis. Housing support services will offer multiple preventative interventions at individual and community levels; reducing demand on supported housing, preventing escalation of need and offering viable alternatives to residential care.
  - 3.5.2 **Community Inclusion;** our housing support offer reduces social exclusion, isolation, stigma and multiple disadvantage by putting people at the centre of the services they receive; to secure housing, work and wellbeing opportunities that bring diverse people and services together. Supported housing services and service users feel encouraged and equipped to work together to create volunteering, employment and relationship-building opportunities that outlast someone's stay in supported housing, building resilience in our communities and fostering good



relationships between Haringey’s diverse cultures, identities and experiences

3.5.3 **Integrating Support & Care**; housing support is commissioned in broad pathways of integrated support and care that reduce dependence and increase independence in a safe, personalised and holistic way. To achieve this, the vital preventative function of housing-related support will be integrated with adult social care provision but preserved as a discrete service provision for some groups.

3.5.4 **Commissioning for the Future**; our housing support offer maximises the reach of funding and is flexible enough to meet the changing demographics and support needs of Haringey residents. Commissioning will deliver improved value for money, encourages innovative collaborations between the Council and its stakeholders and creates a housing support sector that is responsive to the changing political and economic landscape.

3.6 To ensure supported housing tenants are involved, informed and assured of our commitment to improvement, it is recommended Cabinet approve the development of a **Supported Housing Tenants Charter**. As well as detailing the explicit commitments and opportunities for supported housing tenants as part of the Housing Support Transformation work, the Charter will act as a pledge. As a pledge it will actively involve, empower and give a platform to under-represented groups such as the older LGBT community, vulnerable women and people with learning disabilities. It is proposed that the development of the Charter be created by the Housing Support Transformation Members Working Group in partnership with service users and supported by Council officers with final approval by the Cabinet Member for Housing, Regeneration and Planning.

3.7 Cabinet to note that housing support transformation will require universal and targeted change. Cabinet to therefore agree, that the five universal recommendations and the twelve specific recommendations for the four priority client groups; young people, mental health, learning disabilities and older people, identified below, should be implemented by the Council in line with the proposals for delivery in appendix 3.

<b>Universal</b>	<p>3.8.1 To create the <b>Supported Housing Tenants Charter</b> outlined in 3.7 that sets a foundation for our commitments to supported housing service users affected by changes as part of this programme</p> <p>3.8.2 To amend the current <b>social lettings quotas</b> for people leaving supported housing to accurately reflect data on need and vulnerability</p>



	<p>3.8.3 To note that the Housing Strategy commitment to <b>build new specialist housing</b> should be rigorously explored for all new proposed development work in the borough to increase the available supply of supported housing</p> <p>3.8.4 That a commissioning practice should mandate <b>improved and streamlined data collection and outcomes monitoring</b> practices in supported housing as well as a <b>commitment to provider collaboration</b> that strengthens relationships between vulnerable people and their communities.</p> <p>3.8.5 To build on the proud LGBT history in Haringey by addressing the lack of <b>data, professional training and visibility of the LGBT supported housing community</b>, with particular focus on older and younger people, people from BAME communities and those with disabilities.</p>
<b>Young People</b>	<p>3.8.6 To <b>commission an entirely new and integrated pathway of supported housing</b> for homeless young people and care leavers, with a range of provision types, settings and support-levels that enable young people to build on their skills, interests and assets towards independent living.</p> <p>3.8.7 To <b>create a specially designed resilience and independent living skills programme</b> for young people in supported housing as a prerequisite to move-on, ensuring young people leave supported housing with the skills and confidence to never return, to reduce tenancy failure, boost employability and strengthen healthy and positive choice-making.</p>
<b>Mental Health</b>	<p>3.8.8 To <b>create a peripatetic access and intervention team</b>, aligned with locality mental health models, housing offices &amp; support services; offering short-term tenancy sustainment interventions, medication support, pathway assessment and ongoing referrals/signposting for people at risk of homelessness or hospitalisation due to mental health conditions.</p> <p>3.8.9 To <b>conduct a short and separate evaluation of the mental health supported housing pathway</b> with specific focus on contributions to reducing hospital admissions, reducing delayed discharge from hospital, employability, skills and community contributions and reducing risk and offending behaviour</p> <p>3.8.10 To <b>increase the capacity of the Housing First</b> scheme, in recognition of the excellent outcomes and value for money it has demonstrated supporting adults with very complex mental health and</p>

	<p>homelessness histories</p> <p>3.8.11 To <b>pilot the Psychologically Informed Environment approach</b> to create a designated service for women with complex needs around trauma, substance use and homelessness.</p>
<b>Learning Disability</b>	<p>3.8.12 <b>To remodel and rebalance the supported housing provision for adults with learning disabilities</b> to create more supported housing for those with higher needs which is much needed as an alternative to residential care and to support adults with more complex and interconnected disabilities and health conditions</p> <p>3.8.13 To <b>create a 10-unit social lettings quota for adults with learning disabilities</b> as a route into independent living out of supported housing.</p> <p>3.8.14 To <b>commission a specialist floating support scheme</b> for those living independently, which enables people to build strong peer and community networks, pool resources and add value to the communities in which they live</p>
<b>Older People</b>	<p>3.8.15 To <b>support Homes for Haringey to remodel the current supported housing offer for older people</b>, moving to a hub and cluster approach with 8 open-access hub services spread equally between the east and west of the borough that will make better use of facilities as well as supporting older people in a more personalised way.</p> <p>3.8.16 To <b>commit to building 200 units of Extra-Care provision in the borough</b> by exploring the potential redevelopment of existing sheltered housing schemes for this purpose. This will start with in-depth appraisals of nine Council sheltered schemes as well as discussions with RSL's about other suitable sites in the borough.</p> <p>3.8.17 To <b>increase the availability of floating support for older people</b> to enable extended independence in the community and ensure earlier access to assistive technologies, adaptations and social inclusion activities</p>

- 3.8 Cabinet to further note that specific delivery plans will be developed for the implementation of the above recommendations and to agree the Decision Roadmap proposed on pg.20 of appendix 3 as this sets out the indicative milestones for the first year of implementation. The roadmap sets out the following proposed milestones:

**March 2017;** following Cabinet approval, work on the transformation recommendations set out in this document will commence.

**Autumn 2017;** Officers to return to Cabinet with an update on progress, including details of proposed model of support in sheltered housing, the outcome of site appraisals completed on sheltered sites and the final designs of the young people’s supported housing pathway. Dependent on the outcome of the site appraisals, this report will likely include a request for approval to formally consult with sheltered housing tenants.

**Winter 2017/18;** Officers to return to Cabinet with a request to agree the award of contracts for the newly designed young people’s pathway and the outcome of the consultation with sheltered housing tenants.

**Spring 2018;** Officers to return to Cabinet with an update on project progress; implementation of the young people’s pathway, remodelling of the learning disability supported housing offer and the revised model of support in sheltered housing.

- 3.9 To agree that the following supplementary areas of work, as recommended by the Supported Housing Review Members Working Group be completed:

<b>Supplementary</b>	<p>3.9.1 Assessment of opportunities for <b>move-on from supported housing</b>, exploring shared housing models, rent deposit schemes, tenancy resilience training and nominations into social housing properties.</p> <p>3.9.2 To <b>support Homes for Haringey to improve the downsizing offer</b> for under-occupiers in Haringey, to include exploration of seaside and country moves, incentive payments and home-sharing initiatives.</p>
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**4. REASONS FOR DECISION**

- 4.1 Cabinet is required to approve the recommendations from the Supported Housing Review set out in the Supported Housing Recommendations Framework.
- 4.2 Approval is required to support the delivery of the Council’s strategic priorities for vulnerable adults as part of the Corporate Plan (2015-18) and commitments made in the Medium Term Financial Strategy (2017/18).
- 4.3 Approval is required to address the issues, gaps and opportunities identified by the Supported Housing Review, briefly outlined below and described in detail in appendices 2 and 3;
- 4.3.1 Young People – our current supported housing for young people and care leavers is not effectively contributing to our responsibilities as outlined by the Children Leaving Care Act (2000), Housing Act (Amended 2002) and the judgement in LB Southwark vs. G (2009).

Additionally, the cohort of care leavers for whom we are responsible is due to increase as a result of the responsibilities outlined in the Children and Social Work Bill, due to be enacted in Autumn 2017. This will require local authorities to support care leavers not in education, employment and training until the age of 25 years old, a cohort who typically have a range of complex and interrelated issues and experiences who are commonly living in supported accommodation and frequently experience eviction, tenancy failure and debt as a result of gaps in available support and expertise. The current provision will not sufficiently deliver our new responsibilities and does not deliver best value or best practice. In recognising this the Council proposes to bring supported housing into its work to develop a strong care leaver offer in Haringey with support from successful bids to the Design Council and Department for Education (outcome pending). Failure to make changes to supported housing for young people will result in unsustainable future costs and a service which is unable to meet the needs of vulnerable members of the cohort as well as legal requirements to support a larger cohort. Approval is required to realise the opportunities identified by the Supported Housing Review which will significantly improve the quality of housing support as well as savings proposed in the Medium Term Financial Strategy (2017/18).

- 4.3.2 Older People – the population of older people in Haringey has changed significantly in recent years, with larger numbers of people aged over 75 years old with complex health and care needs and lower numbers of younger older people who are living independently until later in life. This has resulted in our sheltered housing offer no longer meeting their needs effectively. Data and intelligence collated by the Supported Housing Review shows clear unmet need and financial imperative for 200 additional units of Extra-Care housing as an alternative to residential and nursing care. Initial site-appraisals, conducted on all sheltered housing properties owned by the Council as part of the Review, identified nine potential sites where extra-care could be developed to bridge this gap. Engagement work with sheltered housing tenants also identified that loneliness, poor health and social isolation were not being sufficiently addressed by the current models of support available and that under-used communal spaces provide opportunities to address this by creating hub services. Approval is required to ensure that housing support for older people is in line with the known needs of older people in the borough, and actively contributes to the early intervention and prevention of social care dependence, unplanned hospital admissions and financial savings in Adults Social Care.

- 4.3.3 Learning Disability – our current supported housing offer for people with learning disabilities has not been refreshed in some years and the

support available is dated, expensive and not aligned with our strategic priorities. It has been identified as part of the Medium Term Financial Strategy (2017/18) that remodelling the supported housing for this cohort will create suitable alternatives to residential care for adults with severe disabilities and opportunities for independence for those currently stuck in supported housing due to lack of move-on options in the community. Approval is required to remodel supported housing for people with learning disabilities to deliver our commitment to choice and control set out in the Corporate Plan and to realise financial savings identified in the Medium Term Financial Strategy (2017/18).

- 4.3.4 Mental Health – the supported housing review identifies an increasing demand for mental health supported housing both through increased homelessness within this cohort and the need to find alternatives to residential care. Current mental health supported housing is struggling to adequately support the cohort in need, with referral and assessment delays, issues with acquiring suitable buildings and concerns about a small cohort of vulnerable women whose needs are not being addressed. In contrast, intensive Housing First support models recently piloted in the borough have been highly successful in reducing hospital admissions, care packages and interaction with the criminal justice system. Approval is required to introduce preventative support for this client group to manage demand for finite supported housing options, respond to early signs of crisis to prevent homelessness and hospitalisation and reduce the costs associated with repeat homelessness and complex trauma for vulnerable women.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The Council already has a range of commissioning plans for housing related support and supported housing. However, the Supported Housing review has found firm evidence of changing and unmet need for housing support in the borough. Additionally, and the council must find alternatives to residential care and reduce temporary accommodation usage as a matter of urgency. Attempting to continue with unchanged supported housing provision would incur immediately unsustainable financial costs across social care and housing. Adult Social Care costs are expected to rise by 30% in the next two years and this will increase further if suitable alternatives are not found for the rising needs of the boroughs population. As an example, failing to address the unmet demand for Extra-Care housing incurs additional costs of around £26,000 per year per person for every unit of residential or nursing care used instead. With a shortfall of 200 Extra-Care units, making no changes at all, in this area alone, is clearly not an option.

- 5.2 The Council could also consider carrying out individual refreshes of existing service models and contracts, with the view to driving forward better quality and efficiency on a service-by-service basis. However, the extent of local and national policy changes in recent years are such that this would not enable the Council to adequately meet the challenges it faces in supporting vulnerable residents. Further, this approach would fail to balance the full spectrum of client groups and needs against the available revenue funding and capital assets to make the best use of finite resources.
- 5.3 Alternatively, the Council could move forward without a strategic framework for housing support as there is no statutory requirement for a local authority to produce one. However, having a coherent commissioning framework and approach, founded in evidence of current and projected need, is considered best practice. Equally important is the articulation of how the Council will meet housing and social care challenges and deliver its objectives and priorities as set out in the Corporate Plan 2015-18.
- 5.4 The Recommendations Framework outlines a vision, principles and recommendations for change in housing support that aim to achieve the Council's priorities to support vulnerable residents. Alternative options were discounted where they:
- Would not be consistent with the data and intelligence about housing support need in the borough
  - Would not have been consistent with the general tenor of feedback and engagement with service users, service providers and technical specialists
  - Did not comply with current and forthcoming government legislation
  - Would have represented policy choices that are unachievable given known and likely constraints

## **6. BACKGROUND INFORMATION**

- 6.1 Housing support is a preventative provision designed to reduce and respond to homelessness, social exclusion and social care need. Supported housing is the main element of this provision, which is offered for a wide range of different needs, periods and purposes, including short-term refuge for survivors of domestic abuse, hostels for rough sleepers and sheltered housing for older people, amongst many others. It is also offered as a long-term service for disabled adults and people with long-term conditions. Other types of housing support include community floating support, housing advice and community alarm services.
- 6.2 The Councils Housing and Social Care departments commission approximately 3000 units of supported housing for vulnerable adults, with a total annual value



of around £17.5m. The largest proportion of this funds high-intensity supported living services for adults with severe disabilities and long term conditions.

- 6.3 The Supported Housing Review is a project under Priority 5 of the Corporate Plan (2015-18) '*Building a Stronger Haringey Together*', which places emphasis on the impact of cross-cutting prevention, early intervention, independence and capacity building opportunities for Haringey residents to achieve positive housing outcomes.
- 6.4 Additionally, supported housing and therefore the review, has clear links to Priorities 1 & 2, '*enable every child and young person to have the best start in life, with high quality education*' and '*enable all adults to live healthy, long and fulfilling lives*'. As a joint project, the review sought to identify how supported housing contributes to the achievement of housing, health and wellbeing outcomes for vulnerable adults and young people in need of housing support.
- 6.5 In November 2015, the Supported Housing Review was commissioned as a joint project between Housing and Social Care. The aim of the project was to review the capacity, availability, quality and cost of supported housing in Haringey, as well as to identify it's alignment with refreshed priorities brought about by the Corporate Plan. Periodic strategic reviews are standard commissioning practice and ensure that the local authority is responsive to emerging need and population change.
- 6.6 The review was led by a dedicated Project Manager with governance of outcomes, project scope and milestones governed by a Project Board of senior Council officers from Adults, Housing & Public Health. As a Priority 5 objective, progress of the review was also monitored by the P5 Operational and Strategic Boards.
- 6.7 The scope of the review included short and long term supported housing services commissioned by the Council for people vulnerable due to;
- a mental health issue
  - a substance misuse problem
  - offending behaviour
  - survival of domestic abuse
  - rough sleeping
  - young age (16 - 25 years old)
  - increasing age (over 55 years old)
  - a learning or physical disability
  - teenage pregnancy/parenthood
- 6.8 Accommodation services were excluded that did not provide housing support as part of the service or where personal care rather than housing support was the

primary offer; residential and nursing care, temporary accommodation, floating support and housing advice services. However, the relationship between supported housing and these types of provision was clearly identified and it was expected that the outcome of the review would be beneficial to ongoing projects seeking to reduce the burden in these areas.

- 6.9 Completion of the Supported Housing Review was anticipated to achieve five key outcomes within a one-year period;
- A robust understanding of the current and future need for housing related support services and supported living
  - An assessment of the condition and suitability of the local authority's designated supported housing stock
  - Generate solutions for service models and schemes that are assessed as not meeting current or future need effectively
  - Present recommendations for change that have strong strategic fit, are future-focussed and provide best value for the authority and local residents
  - Develop a case for change in commissioning practice if required, to meet current and emerging support needs

### **Local Policy Developments**

- 6.10 The Medium Term Financial Strategy (2017-22) sets out the Council's proposals to make savings of £20 million of the next two years. Protecting the needs of vulnerable residents is a key priority in the strategy as is a commitment to invest in prevention and early help for those with additional needs. With a real-term reduction of 40% in Council budgets since 2010 and increasing demand for emergency housing and adult social care, the outcome of the Supported Housing Review provides evidence and recommendations to inform difficult decisions that improve efficiency and relieve demand in these areas.
- 6.11 The recently adopted Housing Strategy (2017-2022) sets out the Council's commitment to developing strong and thriving communities by not only building more homes, but improving housing quality and reducing homelessness. The strategy sets out commitments to build specialist housing for those with additional needs alongside other housing types. The Supported Housing Review is a key project in identifying the demand for specialist housing and how best the Council can use existing supported housing assets to deliver the Housing Strategy's objectives for vulnerable adults.

### **National Policy Developments**

- 6.12 Following the general election in 2015, major changes in national housing, planning and welfare policy were introduced, for example, in the Housing and



Planning Act. This context is recognised in the framework, which seeks to find relevant solutions amidst a changing housing and welfare landscape that has a significant impact on key strategic priorities including:

- (a) Making our prevention of homelessness work more difficult, as a result of:
  - Welfare reforms including the introduction of Universal Credit which will make those on benefits less likely to be housed by private landlords
  - Reduced benefit caps which will make increasing private sector rents less affordable for those on benefits
  - Changes in the funding for temporary accommodation subsidy, with the replacement of the current management fee per unit with a fixed grant
  
- (b) Destabilising our supported housing sector as a result of:
  - Proposals to reduce supported housing rents to Local Housing Allowance rates which will make this type of provision unviable for some registered providers
  
- (c) Creating additional demand for supported housing for people with very specialist housing needs as a result of:
  - *Transforming Care* agenda which seeks to find community based housing support and care solutions for adults with learning disabilities and additional challenging behaviour who are currently living in hospital
  - *Adult Social Care Efficiency Programme* placing an emphasis on managing demand for residential care and finding community based alternatives to this type of provision

## Supported Housing Review Activities

- 6.13 The framework presented here has been written as a response to the data and intelligence gathered from the extensive Supported Housing Review. This includes reflecting the relevant recent legislation and government policy and the impact of these changes on vulnerable residents, the Council and its partners.
  
- 6.14 The review undertook a range of quantitative research activities, including but not limited to; population analysis, voids and utilisation performance, financial modelling, cross-borough benchmarking and performance monitoring analysis. The aim of this was to create a baseline of numerical data about vulnerable individuals and services to understand the availability, quality and success of services for different groups.
  
- 6.15 The review prioritised engaging with a wide range of stakeholders. The experiences, needs and insights of vulnerable residents and specialist staff were central to the review's findings. More than 200 supported housing service users and carers were engaged in different aspects of the review through a survey, service visits, engagement events and 1:1 meetings. A stakeholder

group made up of Council, statutory and voluntary sector specialist staff from a range of related disciplines met quarterly as a critical-friend to the review; challenging findings, sharing insights and generating ideas and options for the future.

- 6.16 Elected members participated in the project through a dedicated Members Working Group who met regularly in the latter stages of the review to consider the evidence, options and opportunities and steer the final recommendations based on their insight. The Working Group contributed significantly to the final recommendations and have brought together their conclusions as an introductory report in appendix 1.
- 6.17 The Housing and Regeneration Scrutiny Panel took a particular interest in supported housing for older people and Panel Members held a Scrutiny in a Day session specifically on this area of the review. The panel gave feedback that much of the change recommended for supported housing is obvious and overdue, with much of their discussion focussing on improving working practices in supporting older people. They were keen that sheltered housing tenants should be actively involved in shaping any changes to their service.
- 6.18 An initial appraisal of the Council's sheltered housing stock was commissioned as part of the review. This 'Pilot Sites Appraisal' was conducted by Ridge Associates using a comprehensive methodology that brought together questions about demand, utilisation, maintenance and site-density alongside best practice standards in housing for older people. In total 54 schemes were appraised and a report was produced documenting their findings.

### **Findings of the Supported Housing Review**

- 6.19 From the range of review activities emerged a number overarching issues and priorities that affect all supported housing types and client groups. These make a clear argument for a broad change of direction in housing support commissioning, as an alternative to piecemeal adjustments to individual service types and delivery models. Broadly these are as follows;
- **Cost-effective resource** - Supported housing is undoubtedly a cost-effective resource that reduces and manages demand on a range of other acute and reactive housing and social care provision. Currently though, valuable supported housing funding and assets in the borough are not used effectively to enable the Council to respond to vulnerability, housing, health and community safety issues swiftly. Supported housing services and assets should reduce the pressure on temporary accommodation, residential and nursing care facilities.

- **Reactivity of service** - Despite the preventative intention of housing related support, it is clear that most people who access supported housing do so after a period of crisis rather than to prevent one. Additionally, the majority of floating support is provided to people living in temporary accommodation rather than in the community and therefore is equally reacting to, rather than preventing, homelessness.
- **Ageing models of support** - Many of the supported housing delivery models in place have not changed for a long period of time and are no longer in line with best practice or the current or projected needs of vulnerable Haringey residents. This has resulted in an imbalance between the amount and type of housing support available and what is actually needed.
- **Low expectations** - Aspirations for vulnerable people in supported housing were typically felt to be low, with limited options for increasing independence and inclusion and high rates of eviction, abandonment and repeat stays in supported housing for some client groups. For people with particularly complex needs, there is very little encouragement to take positive risks to secure housing & health outcomes where traditional options have not been successful.
- **Inefficiency** - A lack of integration between housing support and social care services and strategies leads to inefficient use of resources both human and financial, with clear opportunity to find savings through improved practice. This lack of coherence across support and care pathways results in some supported housing being under-utilised even where demand is high elsewhere. Data collection, assessment and monitoring practices are inefficient and not contributing to early intervention and prevention priorities or intelligent commissioning.

6.20 As well as the overarching findings, four client groups emerged as priorities. Data, intelligence and insights from service users and stakeholders evidenced a clear need to modernise, rebalance and strengthen our housing support offer to these groups as a priority. The main needs and gaps for each priority client group are identified as follows;

- Older People: there is a need to modernise the housing support available to older people in line with best practice, this includes residents of sheltered housing and other tenure types across the borough. Demand for the current sheltered housing is low, void periods could be improved and valuable communal resources are under-used. There is higher demand for housing support that enables older people to stay in their homes for longer, making them feel more included and supported within their community. There is also a clear gap in higher support Extra-Care

services for older people, it is anticipated that there is around a 200 unit shortfall in available Extra-Care. Evidence from the Ridge Pilot Sites Appraisal highlighted opportunities to better use valuable supported housing assets by developing further Extra Care services, or creating additional much needed temporary accommodation for homeless families. Nine schemes were recommended for further appraisal on this basis.

- Young People: separate commissioning of housing support for young people and care leavers creates gaps for those with particular vulnerabilities, including young parents, young women, offenders and those with learning difficulties. This has resulted in low-utilisation of the current supported housing pathway, high rates of eviction and abandonment and the purchase of costly alternative placements. The current environments providing supported housing for vulnerable young people are unsuitable in the long-term and young people would benefit from smaller services in more modern buildings. Supported housing could do much more to ensure young people have the skills and resilience to break the cycle of homelessness and achieve successful health and employment outcomes, especially for care leavers for whom a more joined-up approach to transition that reduces duplication of effort is much needed.
- Learning Disability: adults with learning disabilities have limited choices in supported housing and low aspirations to live independent and successful lives. This is evident in the absence of independent living options for adults with learning disabilities in the borough. Models of supported housing are no longer aligned with social care eligibility thresholds and some people are falling through the gaps. This results in more acute and costly health and care needs in future as well as poor social inclusion and involvement in everyday life. There is a clear unmet need for independent living models and a requirement for more units of high-support supported living provision for those transitioning from residential care and Children's placements.
- Mental Health: housing support for this group is reactive to crisis and encourages dependence rather than intervening to prevent homelessness, hospitalisation and crisis much earlier. There is a clear need for housing support to take place outside traditional supported housing settings and to build on the success of the Housing First pilot. Simpler assessment processes for those leaving hospital, prison or residential care settings as well as stronger integration with other provision available would manage demand, reduce dependence and ensure supported housing was available for those who need it at the right time. A small cohort of women with complex needs related to gendered-trauma, abuse and substance

misuse are in a cycle of repeat homelessness because services are not meeting their specific needs.

### **Expected Benefits**

- 6.21 The Supported Housing Review has identified unmet need, inefficiency and poor quality within our housing support offer for vulnerable adults. It has also highlighted areas of good practice, innovation and opportunity. The recommendations presented here draw on the comprehensive Needs and Gaps Analysis (appendix 2) to propose the tasks, resources and priorities required to address these issues. Approving the recommendations will allow the Council to offer more targeted services to prevent homelessness, crisis and poor personal and social outcomes.
- 6.22 Ensuring positive housing and health outcomes for the boroughs vulnerable adults and young people is of key importance and something our current supported housing portfolio is not delivering effectively. If approved, the framework will bring about change to housing support provision that ensures vulnerable adults are supported to maximise and enhance their independence, strengthen social and personal relationships and secure positive housing solutions as part of personalised and well-connected networks of housing support and care.
- 6.23 Creating thriving mixed communities where people are included and valued is central to the commitments of the Corporate Plan. Resilience-based housing support models that encourage peer support and community network building will help to strengthen communities to which our most vulnerable residents contribute and add value. A transformed housing support offer will prevent homelessness, reduce social isolation and loneliness and help people manage conditions which might have otherwise resulted in hospitalisation and unplanned admissions to nursing and residential care.
- 6.24 The framework sets out a range of recommendations that will improve efficiency, reduce duplication and generate economies of scale and resource through improved commissioning. It is expected that in 2017/18 savings of £475,000 will be secured by recommissioning an integrated supported housing pathway for young people and remodelling learning disability supported housing to improve transitions from residential care into supported living. In 2018/19 a further £500,000 of savings are expected from the full implementation of the aforementioned projects. These savings are reflected in the Adults and Health budget proposals approved in the February 2017 meeting of Cabinet.
- 6.25 The framework will also lead to better integration of the Council's different commissioning functions, responsibilities and plans. This will build a strong foundation from which to forecast the resource requirements for supported

housing over a minimum five year period. Part of this will include improving data recording, monitoring and quality assurance processes to evidence the return on investment that supported housing offers in relation to our most vulnerable residents.

- 6.26 By completing in-depth second stage appraisals of identified sheltered housing schemes the Council will be presented with options to increase the supply of Extra Care and improve our housing support offer to older people. Additionally, these second stage appraisals may identify opportunities to create alternatives to residential care for disabled adults, identify schemes suitable for homeless young parents or consider options to reduce the unprecedented pressure on temporary accommodation for homeless households by utilising unsuitable sheltered schemes for this purpose. These appraisals will not be considered in isolation and steps will be taken to identify opportunities to develop specialist supported housing on a range of council-owned sites as well as through discussions with registered providers.

### **Delivery of the Framework**

- 6.27 As a strategic document, the Recommendations Framework does not set out in detail how the delivery of each recommendation will be achieved. Delivery plans are currently in development which will drive forward the individual projects and recommendations.
- 6.28 A proposed Decision Roadmap is set out in the Recommendations Framework document, outlining what is currently known about decisions and updates to be brought for Cabinet consideration within the first year. Detailed delivery plans will add further specificity to this Roadmap once approved.
- 6.29 It is recognised that delivery of housing support transformation is not just a matter for the Council; the role of partners and stakeholders has been crucial to the review and will be to its delivery e.g. it is acknowledged that most new supported housing in the borough will be delivered by or with registered providers and/or the Haringey Development Vehicle. The framework also recognises that new ways of working, more innovative support models, community engagement and partnership working are all fundamental to successful delivery.

## **7. CONTRIBUTION TO STRATEGIC OUTCOMES**

- 7.1 The Corporate Plan for 2015-18 sets out the Council's overall priorities and programme of work for the period for 2015-18. It identifies housing as one of its five priorities, committing the Council over that period to '*Create homes and communities where people choose to live and are able to thrive*'. Supported housing is a small but important element of the Council's housing responsibility,



one which plays a role in delivering across the other priorities in the Corporate Plan, for example through the role that supported housing has in enabling adults with additional needs to live healthy and fulfilling lives in their communities, or the role of specialist housing support to safeguard women made homeless due to violence and exploitation.

- 7.2 The Corporate Plan goes on to define specific objectives under each of its five priorities. The role of the Supported Housing Recommendations Framework is to address in particular the objectives under Priority 5 and Priority 2: to say more clearly how vulnerable residents will be supported to achieve housing and health outcomes, how the Council will enable this and what it expects others to do; and to demonstrate clearly how housing support can play a role in meeting our objectives across multiple elements of the Corporate Plan.
- 7.3 The Supported Housing Recommendations Framework will help deliver the 6 strategic themes set out in the Corporate Plan. Examples of how this is achieved are presented below:
- ***Prevention and early intervention.***  
This is the foundation of the framework, creating a proactive housing support offer that intervenes to prevent crisis and delay escalation of social care need
  - ***Fair and equal service***  
This is reflected in the frameworks intention to redress unequal access to services and ensure those with protected characteristics receive a service specific to their needs
  - ***We will work with communities***  
The framework emphasises the commitment to building resilient and inclusive communities, for example by co-producing older people's hub services
  - ***Partnership***  
Delivery of the framework relies on a mutuality of commitment from all interested departments, organisations and individuals in the borough – Service Users, Carers, Housing, Social Care, Health, Voluntary Sector and Registered Providers
  - ***Customer service***  
This relates to the need to improve quality and reduce barriers to access for those in need of housing support.
  - ***Value for money***  
This commissioning approach will engage more dynamically with the housing support market to generate economies of scale, improved pricing equity and innovative delivery models. Significant value for money will be offered by delivering viable alternatives to supported housing and residential care

7.4 The Housing Strategy (2017-2022) sets out four strategic objectives to enable the delivery of new housing growth, improved quality and homelessness prevention in Haringey. The Supported Housing Recommendations Framework will contribute to the four strategic objectives set out in the strategy. Examples of how this is achieved are presented below:

- ***Achieve a step change in the number of new homes being built***  
The framework sets out an approach that will contribute to new housing developments by identifying low-density and under-utilised supported housing assets which can be redeveloped to deliver more new homes for people with additional needs and vulnerabilities.
- ***Improve support and help to prevent homelessness***  
The principles of the framework centre prevention and early intervention activities as a driving force to reduce homelessness for people with mental health conditions and vulnerability due to age. These principles will be applied to other vulnerable groups as the transformation work moves forward.
- ***Drive up the quality of housing for all residents***  
Improving the quality of housing support and supported housing is central to the achievement of positive outcomes for vulnerable residents and the remodelling of older people's supported housing, including the creation of community hub services will drive quality of support and housing into the future.
- ***Ensure that housing delivers wider community benefits***  
The framework sees housing support and supported housing as a vital resource for vulnerable residents; reducing homelessness, developing skills, reducing risk and tackling social exclusion. The framework positions housing support as an important component in the creation of resilient, included communities in Haringey.

## 8. **STATUTORY OFFICERS COMMENTS (CHIEF FINANCE OFFICER (INCLUDING PROCUREMENT), ASSISTANT DIRECTOR OF CORPORATE GOVERNANCE, EQUALITIES)**

### **Finance and Procurement**

8.1 Adult Social care spends £22.7m on adults with a Learning Disability. A major element of this spend relates to high cost accommodation based packages of care. The proposed rebalancing of 50% of the current low-support LD supported housing into supported living units for adults with more complex needs will support the realisation of the £975k Supported Housing Review saving included within the Priority 2 MTFS.

8.2 Within young people's supported housing provision there are currently 55 units in the Housing Related Support Pathway and an additional 94 semi-



independent placements commissioned separately by Council at an annual total cost of £2.2m. A re-modelled integrated young people's pathway indicates savings to Children's service of £600k, this has been included within the Priority 1 MTFS Supported Housing Review.

- 8.3 The proposed savings are generated through joint commissioning between Housing Related Support and Adult Social Care as well as allocating service users to lower needs housing when appropriate. Full financial comments on these proposals can be given when these projects are brought for approval.
- 8.4 The resource requirements in 2017/2018 totalling a maximum of £246k and the proposed revenue commitments in subsequent years totalling a maximum of £210k, as detailed in Appendix 3 are to be funded from within existing budget allocations and contract negotiations for Housing Related Support and Adult Social Care.

## Legal

- 8.5 The Assistant Director of Corporate Governance has been consulted in the preparation of this report and comments as follows:
- 8.6 The recommendations in this report would assist the Council in the discharge its housing and social care obligations.
- 8.7 Section 1 of the Care Act 2014 (*Promoting individual well-being*) requires the Council when exercising its care and support functions in respect of an individual, to promote the individual's wellbeing. "Well-being", in relation to an individual, includes individual's physical and mental health and emotional well-being; control by the individual over day-to-day life; social and economic well-being; and suitability of living accommodation. The Department of Health has issued statutory guidance under the Care Act 2014 named Care and Support Statutory Guidance 2016 which the Council must have regard to in exercising its function under the Act. The Guidance (at Paragraphs 1.18-1.19) provides that "independent living" is a core part of the wellbeing principle. "Supporting people to live as independently as possible, for as long as possible, is a guiding principle of the Care Act".
- 8.8 Section 2 of the Act (*Preventing needs for care and support*) requires the Council to "provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will" contribute towards preventing, delaying or reducing individuals' needs for care and support. The Guidance (at paragraph 2.1) provides that "It is critical to the vision in the Care Act that the care and support system works to actively promote wellbeing and independence, and does not just wait to respond when people reach a crisis point. To meet the challenges of the future, it will be vital that the care and

support system intervenes early to support individuals, helps people retain or regain their skills and confidence, and prevents need or delays deterioration wherever possible.” The Guidance emphasise the importance of preventative services.

- 8.9 Sections 3 (*Promoting integration of care and support with health services etc.*) and 6 (*Co-operating generally*) of the Act requires the Council in performing its care and support functions to promote greater integration with health and health related services such as housing and to promote cooperation between local authorities departments such as adult, public health, children and housing. The Guidance emphasise the importance of Housing and housing related support in preventing the need for care and support. The Guidance (at Paragraphs 15.61-15.62) provides that “Housing and housing related support can be a way to prevent needs for care and support, or to delay deterioration over time. Getting housing right and helping people to choose the right housing options for them can help to prevent falls, prevent hospital admissions and readmissions, reduce the need for care and support, improve wellbeing, and help maintain independence at home” “Housing and housing services can play a significant part in prevention, for example, from a design/physical perspective, accessibility, having adequate heating and lighting, identifying and removing hazards or by identifying a person who needs to be on the housing register. In addition, housing related support, for example, services that help people develop their capacity to live in the community, live independently in accommodation, or sustain their capacity to do so, such as help with welfare benefits, developing budgeting skills, help with developing social networks or taking up education, training and employment opportunities can prevent, reduce or delay the needs for care and support. Community equipment, along with telecare, aids and adaptations can support reablement, promote independence contributing to preventing the needs for care and support.”
- 8.10 In terms of the Council’s supported housing schemes, section 11A of the Housing Act 1985 enables the Council to provide, in connection with housing accommodation provided by it, services for promoting the welfare of the persons for whom the accommodation is provided, according to the needs of those persons. The council may make reasonable charges for the welfare services provided.
- 8.11 Under the Housing Act 1996 (as amended) the Council has various statutory duties to the homeless which include securing accommodation where the individual is eligible in terms of their immigration status, has a local connection with the Borough, is unintentionally homeless or threatened with homelessness and is in priority need of accommodation. A person who is vulnerable due to old age, mental illness or disability or certain 16/17 year olds will be regarded as being in priority need. Section 1 of the Homelessness Act 2002 requires the Council to have a homelessness strategy which must include its strategy for

preventing homelessness. Section 179(1) the Council has a duty to secure that advice and information about homelessness and homelessness prevention is available free of charge. The proposed early interventions and integrated pathways of supported housing for young people will assist the Council in meeting its homelessness obligations.

- 8.12 Remodelling and rebalancing the supported housing offer for existing clients may require statutory consultation or consultation with individual service users. The redevelopment or remodelling of existing supported Housing Schemes may require consultation with existing tenants under section 105 of the Housing Act 1985. This requires the Council to consult with its secure tenants who are likely to be substantially affected by a matter of housing management. Housing management includes matters which relate to the provision of services or amenities in connection with their dwellings
- 8.13 When carrying out its functions, the Council must have regard to its Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010, which is set out more fully in the Equality section of this report. The council has set out how it has had regard to the PSED in its Equality Impact Assessment (EQIA) appended to this report and that EQIA must be taken into account in making the decision to approve the recommendations set out in this report. Further EQIAs may be required when specific proposals which affect service users are decided.

### **Equality**

- 8.14 The Council has a public sector equality duty under the Equality Act (2010) to have due regard to; tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation); advance equality of opportunity between people who share those protected characteristics and people who do not; and foster good relations between people who share those characteristics and people who do not.
- 8.15 A needs and gap analysis (appendix 2) has been undertaken which identified protected characteristics which are particularly in need for housing support. The Supported Housing Recommendations Framework identifies four client groups that are particularly in need of housing support. These are younger people, older people, people with learning disabilities and mental health issues. In addition to this, the needs and gap analysis identifies other housing vulnerabilities and how different protected characteristics intersect with these client groups. Other vulnerable groups identified as at risk of homelessness include women; physical impairments; particular Black and Ethnic Minority communities; lesbian, gay and bisexual young people; transgender people;

young pregnant women and single mothers. The Equality Impact Assessment (EqIA) identifies the groups at risk of homelessness and how the Supported Housing Recommendations Framework is attempting to reduce this risk. The EqIA is attached as Appendix 4.

**9. USE OF APPENDICES**

Appendix 1 – Working Group Introduction – To Follow  
Appendix 2 – Needs and Gaps Analysis  
Appendix 3 – Recommendations Framework  
Appendix 4 - Equalities Impact Assessment

**10. LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**Internal**

Haringey Corporate Plan (2015-18) '*Building a Stronger Haringey Together*'  
[Approved February 2015]

Haringey Housing Strategy (2017-2022) [Approved 21 November 2016]

Haringey Joint Strategic Needs Assessment (2014/15)

Haringey Health and Wellbeing Strategy (2015-2018) [Approved April 2015]

Haringey Violence Against Women and Girls Strategy (2016-2026) [Approved November 2016]

Haringey Older People's Housing Strategy (2011-2021) [Approved March 2011]

Haringey Medium Term Financial Strategy (2015-2018) [Approved February 2015]

Haringey Medium Term Financial Strategy (2017/2018) [Approved February 2017]

Draft Housing Allocations Policy ( 18 October 2016) [To be approved April 2017]

**External**

External links – Haringey Council is not responsible for the contents or reliability of linked web sites and does not necessarily endorse any views expressed within them. Listing should not be taken as endorsement of any kind. It is your responsibility to check the terms and conditions of any other web sites you may visit. We cannot guarantee that these links will work all of the time and we have no control over the availability of the linked pages.

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%20Young%20and%20Homeless%20-%20Full%20Report.pdf](http://www.homeless.org.uk/sites/default/files/site-attachments/201512%20-%20Young%20and%20Homeless%20-%20Full%20Report.pdf)

**SUPPORTED HOUSING REVIEW**  
**Needs and Gap Analysis**  
**Appendix 2**

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## 1. Introduction

The Supported Housing Review comes at a time of rapid change in Haringey. To ensure our commissioning and service provision remains dynamic and responsive to need, it is timely to bring together the range of available data and technical insight to set a foundation for supported housing development in the coming years.

This report is a key deliverable in the 'Data Collection and Analysis' phase of the Supported Housing Review and relates to data collection and analysis activities conducted between February and May 2016.

## 2. Background

Supporting Housing in Haringey is commissioned by both the Housing Related Support (formerly Supporting People) Team, Children's and Adult Social Care. The programme has a combined annual expenditure of more than £21 million and provides housing and support to over 3900 vulnerable adults every night. More detailed information about the scope of services included in this review can be found in the [Project Brief](#).

The review is taking place in a changing welfare, housing and care landscape. The on-going implementation of the Welfare Reform Act (2012), the Care Act (2014) and the Housing and Planning Bill all have a significant impact on the commissioning and provision of housing with support. Additionally, the current consultation around the future of supported housing funding present both opportunities and challenges to local authorities and supported housing providers locally and nationally.

Although periodic strategic reviews are common practice within the supported housing sector, there are a number of reasons why a review is pertinent now, including:

- (a) The opportunity to align cross-departmental supported housing commissioning;
- (b) The opportunity to reduce the use of temporary accommodation for homeless households;
- (c) The opportunity to explore alternatives to residential care
- (d) The opportunity to bring together a number of strategy and improvement initiatives that are in progress, planned or have been mooted
- (e) The development of Haringey's Housing and Homelessness Strategies

In addition, there is a refreshed strategic direction for the authority and a number of relevant and newly available pieces of data:

- (a) The Corporate Plan (2015-18) '*Building a Stronger Haringey Together*', places emphasis on the impact of cross-cutting prevention, early intervention, independence and capacity building opportunities for Haringey residents. The key features are:
- (b) The Medium Term Financial Plan proposals for significant savings, particularly within residential care;
- (c) The availability of current demographic data and needs evidence from Adult Social Care;
- (d) Completion of Decent Homes programme and recent stock condition survey in Sheltered and Community Good Neighbour schemes;

The review is an opportunity to explore the data available about services and service users. It will culminate in a set of recommendations, intended to guide future commissioning and service re-modelling to effectively meet the needs of vulnerable people. For details about the overall structure, project management or governance of the review, please read the [Project Initiation Document](#).

## 2. Executive Summary

This report presents evidence about supported housing and its service users in Haringey, to draw conclusions about gaps in service and unmet need. Its aim is to set a foundation for strategic development that drives Haringey's supported housing offer into the future.

### What does the evidence tell us?

We know that supported housing is a vital service that prevents homelessness, dependence and social exclusion. Most of our services are well used, provide strategically relevant support and are working hard to support vulnerable residents in challenging political and economic times.

In line with national trends, our population is ageing, diversifying and growing in complexity; more people with learning disabilities and mental health needs will require supported housing as older people than ever before and other older people will live longer but with more complex health needs. This has resulted in a significant gap in supported housing for older people with care needs, Extra-Care.

We don't know enough about vulnerable adults with protected characteristics defined by the Equality Act and what we do shows that we can do more to fulfil our duties under the Act. This is particularly the case in providing older people's services better suited to LGBT people, mental health services that address race and racism and gender specific support for young adults with disabilities and without.

There isn't enough choice available for people with learning disabilities and mental health needs, and independent living options are almost non-existent. We can do more to raise expectations and support positive risk-taking in support practices. To achieve this there needs to be improved communication and alignment between housing, health and care professionals.

Our responsibilities towards care leavers are due to change. Our young people's supported housing pathway is not fully meeting the needs of the current cohort and lacks the specialism to guide young people towards genuinely successful futures. Voids, evictions and unplanned moves are consistently higher than we would expect and it is clear that the particular vulnerabilities of our young people cannot be met in some of the physical environments of our current provision.

### What does this mean for supported housing now and in the future?

The evidence shows that there are clear gaps in supported housing provision for older people, adults with learning disabilities, mental health and young people. The needs of these groups has changed in recent years and our housing support offer has not changed with them.

To support our changing population, we need to bring innovation into our older people's supported housing model, to build in additional capacity for people with different needs but also to identify opportunities to develop more specialist provision. We need to offer more support to enable older people to remain independent for as long as possible.

There is a gap in the diversity of provision and availability of choice for some client groups, specifically people with learning disabilities and mental health. This presents an opportunity to explore and diversify models like Housing First and Keyring. In general, maximising diversity within supported housing/living is a key area for growth, as is working in partnership with local services to prevent and intervene in housing issues sooner.

Evidence suggests that joint-commissioning supported housing for homeless young people and care leavers would improve outcomes, encourage specialism in the sector and offer economies of scale. There needs to be refreshed focus on improving education and employment outcomes as well as making sure young people are resilient enough to live independently.

We need to give more strategic guidance and direction to our providers as part of contract monitoring, commissioning and partnerships. Providers seem keen to diversify and innovate but feel unsure about the council's priorities and are reluctant to commit to new projects with so much uncertainty around LHA rates and changes in ASC etc. Part of this work is significantly improving the way that data is captured and

outcomes are monitored, to steer commissioning priorities and guide where providers need support or are demonstrating best practice.

There is a gap for a specific supported housing Capital Development Plan or another method of ensuring that specialist housing is recognised as central to delivering our commitments under the Housing Strategy. Such a plan could align capital bidding opportunities with needs and gaps information, ensuring particular client groups and housing types are prioritised as appropriate. Commissioners and providers are interested in working with a clear pipeline for new projects that gives time for the development of partnerships for bidding and developing new schemes. There is a particular appetite for the development of purpose-built environments for learning disabled adults and young people.

### 3. Aims & Objectives

The overall aim of the review is to ensure the council is able to deliver a range of quality, integrated provision to meet the often complex and interrelated support needs of vulnerable people in Haringey.

The aim of the needs analysis is to refresh what is known about vulnerable people in need of supported housing in Haringey. This includes establishing the availability and suitability of current provision and forecasting the potential demand for supported housing for different user groups over the next twenty years.

The report delivers:

- An analysis of data available about the needs of supported housing service users
- Technical and experiential intelligence from stakeholders, service users and carers
- Projections of supported housing demand

### 4. Methodology & Scope

The following analysis combined **primary research** through quantitative multi-source data analysis with **secondary research**, through stakeholder engagement, service user and provider surveys, events and site visits. The key research tasks and the methods used are detailed at the start of the 'Data' and 'Intelligence' sections of the report.

The needs & gaps analysis has attempted to project and interpret potential future need over the next fifteen years using a variety of datasets. Projections of this nature should be treated with caution due to the challenges of predicting influential factors such as housing costs and community regeneration initiatives; however it does provide a basis for considering a strategic response to a diverse and changing population.

Supported housing in Haringey supports a diverse range of vulnerable client groups and involves a number of strategic partnerships and stakeholder groups. The needs analysis reflects this and has used both quantitative and qualitative approaches to engage with a range of service users, providers, council and CCG stakeholders as well as the wider voluntary and community sector, carers and sub-regional commissioning colleagues.

Client groups have not received an equal level of focus in this review and this is intentional. Client groups have been prioritised according to their strategic importance, the time since last full review or upcoming recommissioning. This has led to the following groups being given priority;

- Older People
- Learning Disabilities
- Mental Health
- Young People

The cohort of people living in supported housing due to a physical disability is very small and was therefore not a significant focus of the analysis. However, many older people and people with learning disabilities also have physical disabilities and/or accessibility needs and therefore this cohort is discussed as part of the analysis of those two groups. Client groups including single homeless adults, substance misuse and offending will form the focus of later review activities.

## 5. Data

Quantitative analysis drew on available local, regional and national data. There is a wealth of data available about Haringey’s wider and specific populations, principally encapsulated by the Joint Strategic Needs Assessment, Index of Multiple Deprivation and Census data as well as the Housing Strategy development work and ongoing market analysis by Adult Social Care.

Besides some context data about the borough this report will focus specifically on available data about the supported housing population, using borough data as a comparator to evidence growing need in particular areas. Where complete datasets were unavailable snapshots have been used to articulate the needs of a cohort. Therefore, it’s likely that the true scale of demand is under-reported here although where possible multiple sources have been used to account for this.

Sources	
POPPI/PANSI	Index of Multiple Deprivation (2015)
GLA Population Data	HfH Allocations Policy [online]
OHMS/Crystal	Census 2011 data
MOSAIC (Adult Social Care database)	‘Care Analytics Care Home Market Report’ (2015)
SPOCC (housing-related support database)	Haringey Corporate Plan (2015-18)
Supporting People KPI Workbooks (2015/16)	Medium Term Financial Plan
SP Client Records Data (2012-14)	Homes for Haringey (HfH) Stock Condition Survey (2015)
Quality Assessment Framework Reviews	‘The Cumulative Impact of Welfare Reform in Haringey’ (2016)
Learning Disability Census	
GIS Mapping	
Haringey Joint Strategic Needs Assessment (2014)	

Content note: The Quality Assessment Framework is a contract monitoring and review tool used by housing-related support commissioners and has its origins in the former Supporting People Programme. It is made up of five elements, where a score of C signifies an adequate service with the expectation for improvement and A is awarded for evidence of best practice in that area. References to QAF scores in subsequent sections use the most recent QAF scores awarded or proposed by Haringey’s Housing-Related Support (HRS) Team. The HRS Team acknowledge that the QAF is a resource heavy process which is overdue for replacement. It does not adequately capture the strategic relevance, value for money (VFM) or partnership work of services effectively. The team plan to develop a more outcomes-focussed process in 2017.

## 6.1 Borough Profile

The borough has a population of 270,983 people, with lower than average numbers of older people, more than 100 languages spoken and around 40% of our residents from ethnic minority backgrounds.

Haringey is the 20th most deprived borough in England and the 6th most deprived in London (Index of Multiple Deprivation, 2015). These figures are affected by the significant inequality between the boroughs 'richest' and 'poorest'; wards in the West rank amongst some of the least deprived nationally whilst wards in the East are amongst some of the most extremely deprived in the country. Council initiatives such as the Tottenham Regeneration project are tasked with addressing some of this inequality by creating new homes, jobs and investment opportunities in the area.

The population is set to grow and age over the next 15 years to 2030, with GLA estimates predicting the most significant growth in those aged 50+. Office for National Statistics (ONS) data suggests that Haringey population growth is due to an increase in birth rates and a net gain from international migration, which in 2014/15 was principally made up of migrants from Romania, Bulgaria and Italy. The population is expected to increase by around 15.3% over the next 15 years, or by around 42,000 people.

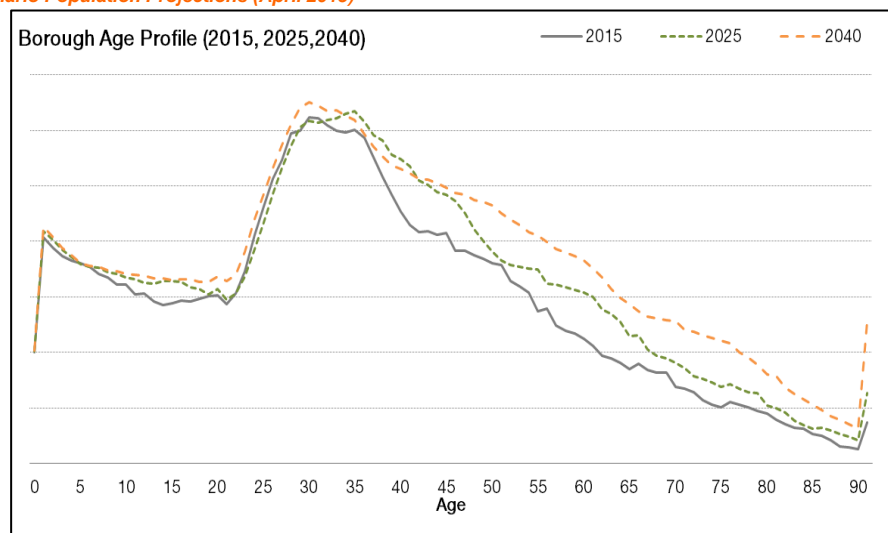
*Figure1: Source: GLA 2014 Round SHLAA Capped Household Size Model Short Term Migration Scenario Population Projections (April 2015)/Custom Age Tool*

	2015	2020	2025	2030
<b>Population</b>	270,983	286,869	300,597	312,392
<b>% increase</b>	N/A	5.9	4.8	3.9

## Age

The biggest growth in population is projected in those aged over 50 years old which has some obvious implications for the provision of supported housing to be explored later. However, the GLA projections also indicate a decline in residents aged 25-30 years old. The projections are unable to consider environmental factors such as housing sale and rental prices which typically have a significant impact on population shifts for this age group.

Figure 2: London Data Store / GLA 2014 Round SHLAA Capped Household Size Model Short Term Migration Scenario Population Projections (April 2015)



## Ethnicity

About 40% of Haringey's population are from black and minority ethnic backgrounds. 40% of residents were born abroad, and 30% have a main language other than English (ONS, 2011). The majority of the BAME population lives in wards in the deprived east of the borough; this includes newly arrived migrants of all ethnicities.

The BAME population in Haringey is growing but not across all ethnic groups; Black Caribbean and Indian populations are projected to decrease. People from mixed ethnic backgrounds are the fastest growing BAME group nationally and 2011 Census data shows that 6.5% of Haringey's population are of mixed heritage, compared with 5% of the whole London population.

Figure 3: GLA 2013 Round SHLAA Capped Ethnic Group Borough Projections (August 2014)

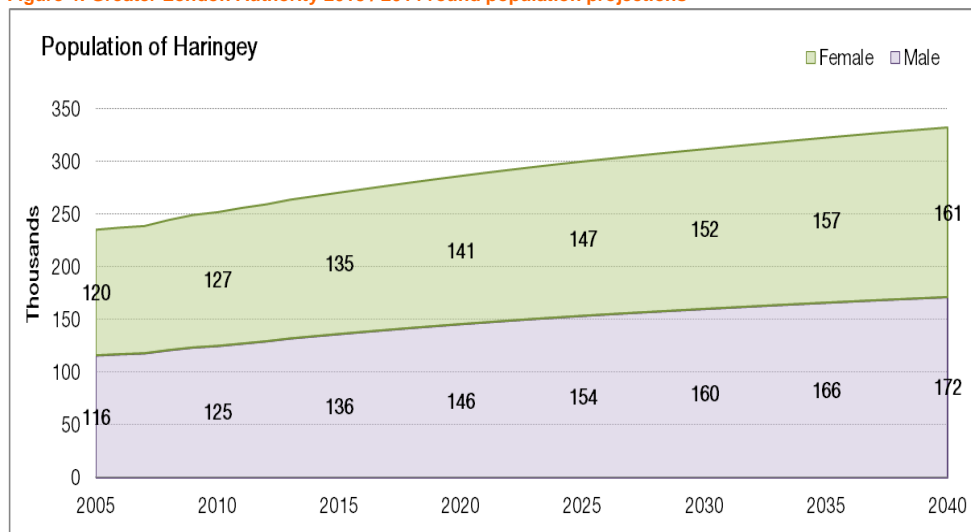
Ethnicity	2015	2020	2025	2030
Bangladeshi	1.8%	1.8%	1.8%	1.9%
Black African	9.0%	9.0%	9.0%	9.0%
Black Caribbean	6.4%	5.7%	5.3%	5.0%
Black Other	6.1%	6.7%	7.0%	7.3%
Chinese	1.6%	1.7%	1.8%	1.8%
Indian	2.2%	2.1%	2.1%	2.0%
Other	7.6%	8.4%	8.9%	9.2%
Other Asian	5.2%	5.6%	5.9%	6.0%
Pakistani	0.7%	0.6%	0.6%	0.5%
White	59.5%	58.4%	57.7%	57.2%
<b>All BAME</b>	<b>40.5%</b>	<b>41.6%</b>	<b>42.3%</b>	<b>42.8%</b>

## Gender

Women made up 49.8% of Haringey's population in 2015, but this is set to slightly decrease in the next 15 years to 48.7% by 2030. There is currently no data available about the transgender population of Haringey although trans and gender non-conforming people are estimated to make up about 1% of the national population.



Figure 4: Greater London Authority 2015 / 2014 round population projections



## Disability

People with disabilities make up a relatively small proportion of Haringey residents and the majority of people with any type of disability or long-term illness, including physical, sensory and mental health conditions, live at home in the community.

The largest group of people with disabilities for whom the council provides services are people diagnosed with a moderate to severe learning disability (0.38% of the population). In Haringey, around 580 people receive services from the local authority in relation to their learning disability. Of these, more than half live in the community with carers.

There are currently 44 people with learning disability aged over 65 years. Nearly 60% of this group are cared for in residential care, 11% live in Supported Living and the rest live in their own home.

Men are diagnosed with learning difficulties more frequently than women, with the largest prevalence in those aged between 25-44 (58% of 1045 Haringey residents with severe to moderate learning disabilities in 2015)

For people with disabilities around mental health, women are more commonly diagnosed than men for all disorders except anti-social personality disorder. For this condition, there is a higher prevalence of diagnosis of men from black backgrounds, particularly relevant here due to Haringey's Black Caribbean and African populations. Anti-social personality disorder is associated with increased likelihood of criminal justice system intervention, suicide and self-harm which are also risk factors for homelessness and supported housing demand.

People with physical disability as their primary need are a small cohort in supported housing, typically being supported in their own homes with adaptations and home care. However, a small number of people do require physically accessible supported housing, especially within the older population.

According to POPPI/PANSI all need groups are predicted to see an increase by 2030.

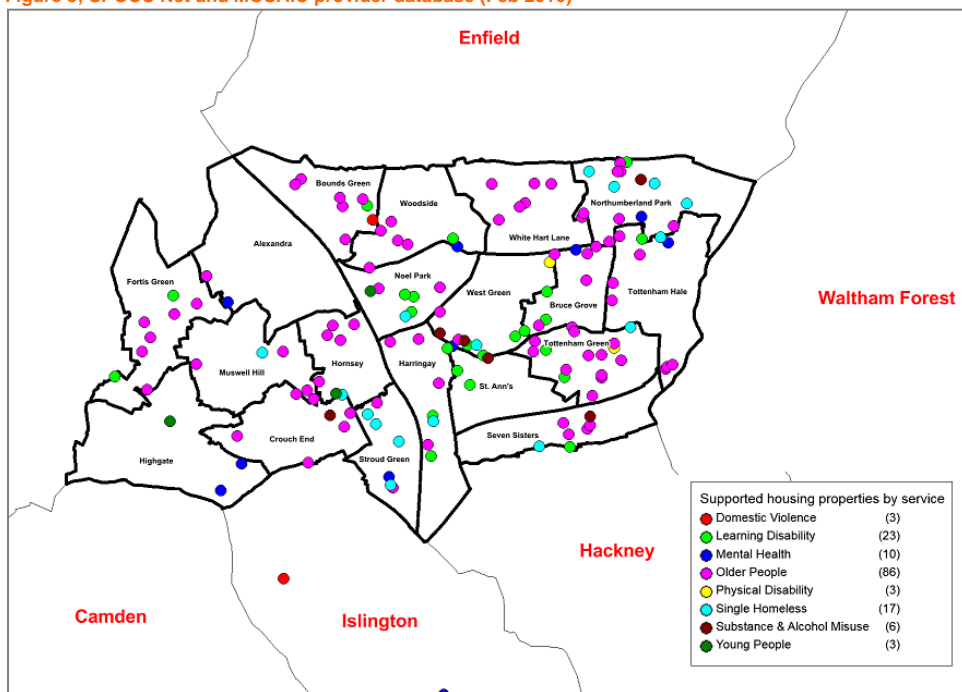
	2015	2020	2025	2030
People 18-64 with a moderate or severe learning disability	1045	1119	1171	1210
People 18-64 with an anti-social personality disorder	662	716	757	784
People 18-64 with two or more psychotic disorders	13,418	14,305	14,941	15,374
People 18-64 with a serious personal care physical disability	1365	1494	1598	1671



## 6.2 The Supported Housing Portfolio

Supported Housing in Haringey is provided to 8 different but often overlapping primary adult client groups in varied settings and support levels according to individual need. Those highlighted in grey in Figure 6 are the primary focus of the Supported Housing Review.

Figure 5; SPOCC Net and MOSAIC provider database (Feb 2016)



The majority of supported housing services are situated in East and Central Haringey, with those in the west typically for older people and people with disabilities. However all services offer borough-wide eligibility and service users may regularly move between services where they are short-term.

This report is interested in the supply and demand of support and accommodation provided as part of the same package. Therefore, all figures presented here are supported housing services only; not residential and nursing care, housing advice nor floating/visiting support of any kind.

Figure 6; Supported Housing Units Commissioned by the Council

Client Group	HRS Commissioned Units	ASC/CYPS Commissioned Units (Feb 16)
Older People	2002	80
Mental Health	122	157
Learning Disabilities	59	131
Physical and Sensory Disabilities	23	20
Young People inc. Care Leavers	65	94
Single Homeless	157	0
Substance Misuse & Offenders	52	0
Domestic Violence	21	0
<b>Total</b>	<b>2551</b>	<b>482</b>

Both Adults and Children's Social Care teams commission services on a spot-purchase basis, whereas the Housing Related Support Team commission predominantly block gross contracts. Therefore, ASC/CYPS units vary according to need but the above figures are correct at time of writing.

Figure 7; Types of Unit and Average Spends (December 2016)

<b>Housing-Related Support Units</b>	2551
<b>Semi-Independent Units (spot purchase)</b>	94
<b>Extra Care Units</b>	182
<b>Supported Living Units (spot purchase)</b>	329
<b>Average Housing-Related Support Unit Price</b>	£54.39 pppw

<b>Average Semi-Independent Unit Price</b>	£290.94 pppw
<b>Average Extra Care Unit Price</b>	£803.40 pppw
<b>Average Supported Living Unit Price</b>	£616.15 pppw
<b>ASC Spend (15/16)</b>	£10m
<b>CYPS Spend (15/16)</b>	£2.2m
<b>HRS Spend (15/16)</b>	£5.5m

The unit prices detailed above should not be seen as directly comparable, but fulfilling a spectrum of support levels and types. Supported Living typically provides high level support, often with 1:1 (or higher) staff-service user ratios, in specially adapted environments. Other supported housing typically provides lower level support in a range of settings and staffing designations, with a more preventative focus. This accounts for the significant difference in unit and programme expenditure between HRS and ASC. Nevertheless, feedback from ASC commissioners implies that the ‘supported living’ market is in need of a refresh to increase diversity and reduce unit costs.

A cost-benefit analysis conducted by CapGemini in 2009 provides evidence that preventative housing related support offers broad financial benefits for the vast majority of client groups. The analysis compared the cost HRS interventions with the contra-indicative costs of acute psychiatric admissions, arrest, A&E contacts, tenancy failures etc. The funding of supported housing and other related support and care services has changed significantly since 2009. It is likely that efficiency savings within the former Supporting People programme have actually increased the cost-benefit of services since 2009. Irrespective, this data demonstrates that providing supported housing as a preventative response for vulnerable people with housing related support needs is cost effective and reduces pressure on other statutory interventions.

Figure 8; Supporting People Programme Cost Benefit Analysis/CapGemini/2009

<b>Client group</b>	<b>Net Benefit per £100 spent</b>
People with alcohol problems	£444
Women at risk of domestic violence	£272
People with drug problems	£524
Single homeless with support needs – settled accommodation	£24
Single homeless with support needs – temporary accommodation	£91
People with learning disabilities	£193
People with mental health problems	£220
Offenders or people at risk of offending	£73
Older people in sheltered accommodation	£326
Older people in very sheltered accommodation	£381
People with a physical or sensory disability	£258
Young people at risk – settled accommodation	£28
Young people at risk – temporary accommodation	£70
Young people leaving care	-£6
<b>Average</b>	<b>£211</b>

### 6.3 Older People

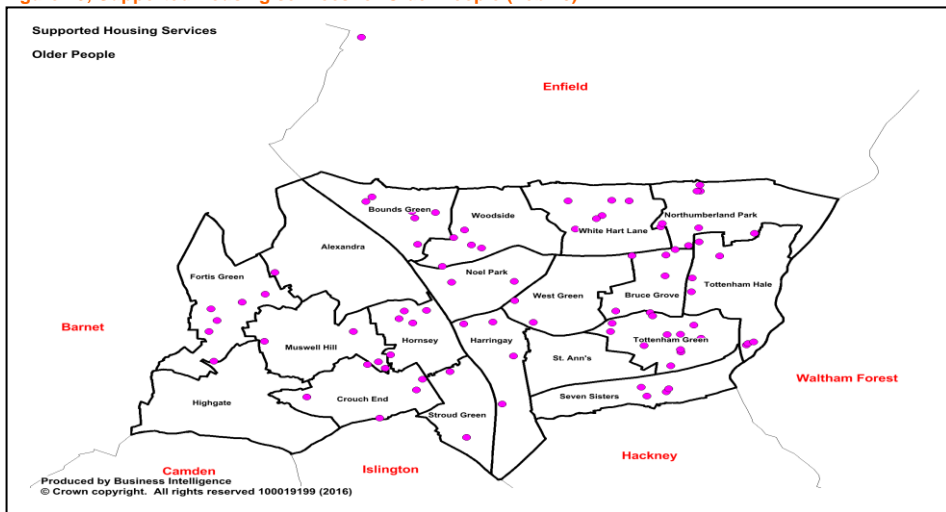
### Current Provision

Supported accommodation for older people is broadly provided by four service types; community good neighbour schemes, sheltered housing, supported living and extra care, with the latter being the highest support and the former the lowest.

Haringey currently commissions more than 84 supported housing services for older people under 12 block contracts and 1 Service Level Agreement (SLA) with 9 providers. Spot purchasing arrangements are in place for supported living placements commissioned by ASC.

There are almost 2200 older people living in supported housing (including Extra Care) in Haringey at the time of writing. The highest proportion of these (1333 residents) live in Homes for Haringey (HfH) managed Sheltered Housing or Community Good Neighbour Schemes. These schemes utilise council housing stock across the borough.

Figure 10; Supported Housing services for Older People (Feb 16)



In 2016, the Housing Related Support Team undertook full Quality Assessment Framework (QAF) reviews of the older people’s supported housing portfolio. The current contracts for all HRS older people’s services expire in 2018 (the SLA with HfH expires in 2026) and the last full review of older people’s services was last completed in 2005.

Figure 11; Draft QAF Scores/HRS Services/2016

Provider	Draft QAF Scores				
	Assessment & Support Planning	Security, Health & Safety	Safeguarding & Protection from Abuse	Fair Access, Diversity & Inclusion	Client Involvement & Empowerment
OP Provider A	TBC				
OP Provider B	A	B	A	A	A
OP Provider C	C	B	B	C	B
OP Provider D	B	B	C	C	C
OP Provider E	TBC				
OP Provider F	B	B	C	C	C
OP Provider G	A	B	B	B	B
OP Provider H	C	C	C	C	C
OP Provider I	A	A	A	A	B
OP Provider J	C	B	C	C	C
OP Provider K	C	C	C	C	C

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The draft scores show that all provision meets minimum standards, with pockets of good practice notably from OP Provider B and OP Provider I.

### Demand & Utilisation

Service utilisation across the portfolio is high, with no scheme reporting lower than 98% occupancy in any quarter during 2015/16.

Figure 12 shows demand for services is around 20% of overall capacity which is quite low and is much lower for community good neighbour schemes. Additionally, of the 197 people on the HfH waiting list in May 2016, only 35% of these are active. Waiting list data shows that 39% of applicants have been waiting for more than 3 years because of a desire to live in one specific scheme and 53% had refused more than one offer. This indicates low demand and a potential requirement to look more closely at eligibility criteria and an offer-policy. However, 10 people on the waiting list required wheelchair accessible properties and the majority of these had been waiting for than 2 years indicating unmet need.

Figure 12: Referrals & Waiting List Snapshot/Enhanced QAF Questionnaire&OHMS snapshot

Type	Referrals	Waiting List
Homes for Haringey	304	197
Voluntary Sector (5 Respondents)	25	19
<b>Total</b>	<b>329</b>	<b>228</b>

Data about the tenure types of applicants shows that 69% of Sheltered and 41% of CGN demand comes from people in local authority tenancies. However, this cohort only makes up 35% and 15% of lettings respectively. However 38% of all 15/16 lets were made to applicants living in the private rented sector, where homelessness is more likely as tenure is less secure, rapid increases in rental values and property adaptations being subject to landlord permission.

Turnover is varied between older people’s schemes, with Homes for Haringey seeing the highest at approximately 10% per year whilst others only experience <1% turnover annually. Despite the high turnover in HfH managed schemes, a significant number of available properties (33% of vacant-available at the time of writing) have been vacant for more than 3 months. Work is ongoing to reduce the void times of sheltered housing

properties where vacancies are known well in advance and void works are typically minimal.

Using the Housing LIN *Strategic Housing for Older People Analysis Tool*, an over-provision of around 41% (540 units) of low-level sheltered housing is suggested in Haringey and under-provision of at least 214 medium to high support accommodation. This complements the low demand for sheltered/good neighbour recorded by Homes for Haringey; however, it does not take into consideration the drive to find alternatives to residential care which will increase the 214 figure substantially.

### Predicted Population Change

The impact of an aging and diversifying population on supported housing services is difficult to accurately predict. Generally higher levels of social and economic exclusion in older age are likely to most significantly impact those who face deprivation and poorer health outcomes in earlier life including migrants, BAME groups, the previously homeless and people with disabilities.

Figure 15 & 15a: GLA 2014 Round SHLAA Capped Household Size Model Short Term Migration Scenario Population Projections (April 2015)

	50+	60+	70+	80+	90+
<b>2015</b>	<b>62,600</b>	<b>34,400</b>	<b>16,700</b>	<b>5,800</b>	<b>700</b>
2020	71,100	39,200	19,400	7,000	900
2025	79,100	45,500	22,100	8,000	1,300
2030	87,400	51,800	25,400	9,600	1,600

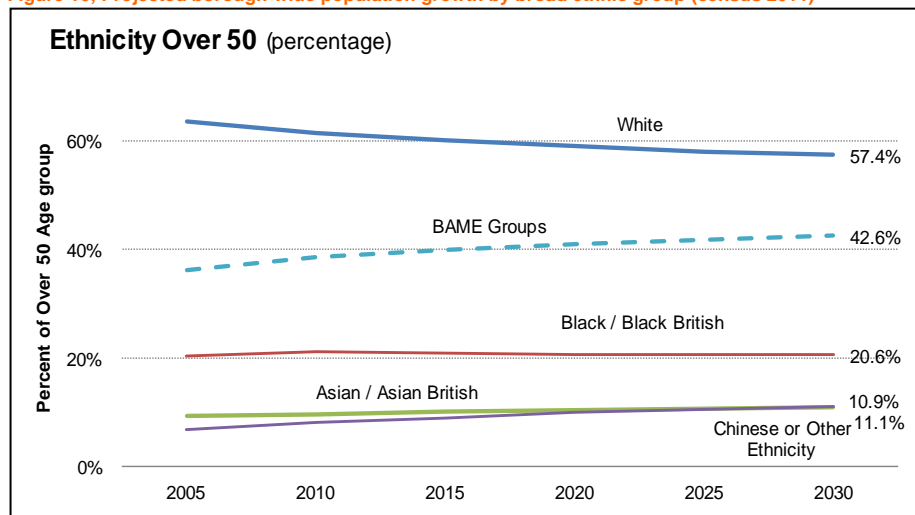
There are currently approximately 62,600 people aged over 50 years old in Haringey, a population that the GLA predicts will grow by 37.7% over the next fifteen years, faster than the rate of change in London and England. Older people in supported housing make up about 3.5% of the overall population. If the population growth projections are applied with the assumption that the current provision levels are replicated there will be a need to support approximately 702 additional service users by 2030.

There are currently 36 older people (3.5%) identified as living with a learning disability in HfH managed sheltered housing. The figure across the full portfolio of services is undoubtedly much higher. People with learning disabilities are living longer and POPPI/PANSI projections would indicate a 43% increase in the number of people aged 55+ with moderate to severe learning disabilities by 2030. Applied to the current supported living and sheltered housing population, this indicates a requirement for additional capacity for older people with learning disabilities of approximately 22 units by 2030, in addition to the existing population.

## Ethnicity

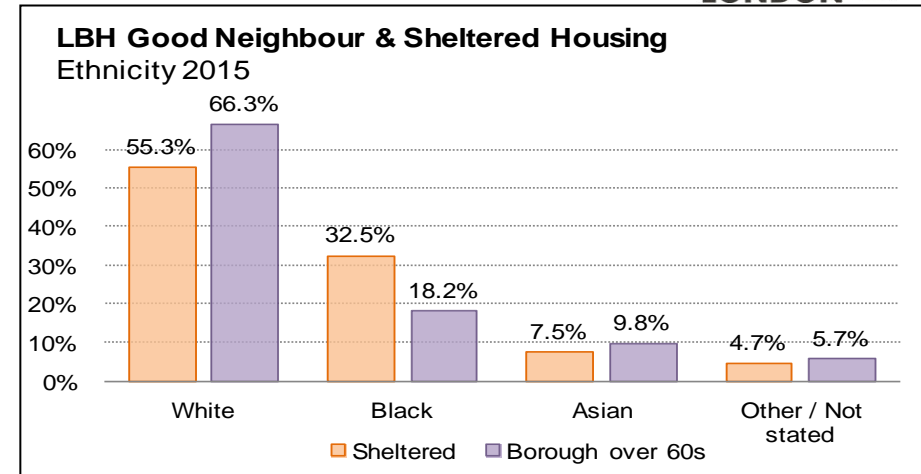
Already the borough with the 5<sup>th</sup> most ethnically diverse older population in London, this is set to diversify further by 2030. By 2030 older people from BAME groups will make up almost 43% of the over-50 population in Haringey.

Figure 16; Projected borough-wide population growth by broad ethnic group (census 2011)



BAME groups currently represent 44.7% of the supported housing population, with people from Black backgrounds significantly over-represented in both supported living and housing-related support schemes.

Figure 17; HfH Sheltered and CGN population by broad ethnic group compared with borough population



## Gender & Sexuality

There is very little information about the LGBT older population in Haringey. Sheltered housing data shows that only 0.4% of older people identify as non-heterosexual, with a further 5.8% choosing not to disclose the information. The needs of Haringey's LGBT older people are conspicuous in their absence and this is something that should be addressed to meet the requirements of the Equality Act (2010) and to maintain and build on the strong LGBT history of the borough.

Women generally live longer than men and this is reflected in older people's sheltered and community good neighbour services, with 53% of the population identifying as women. However, in supported living services in 2016 there are a significantly higher proportion of older men (73.6%) receiving support than women.

The group with the most significant gender disparity is people being supported due to mental ill-health. In this cohort that is typically people living with dementia. When asked about gender-specific services, older sheltered housing tenants fed back that living in mixed-gender services was a positive experience, many had lost their spouses prior to moving to sheltered housing and they enjoyed the company of the opposite sex so long as their individual privacy was respected. However, a small number of

people felt that a gender-specific option would make some women feel safer.

## 6.4 Learning Disability

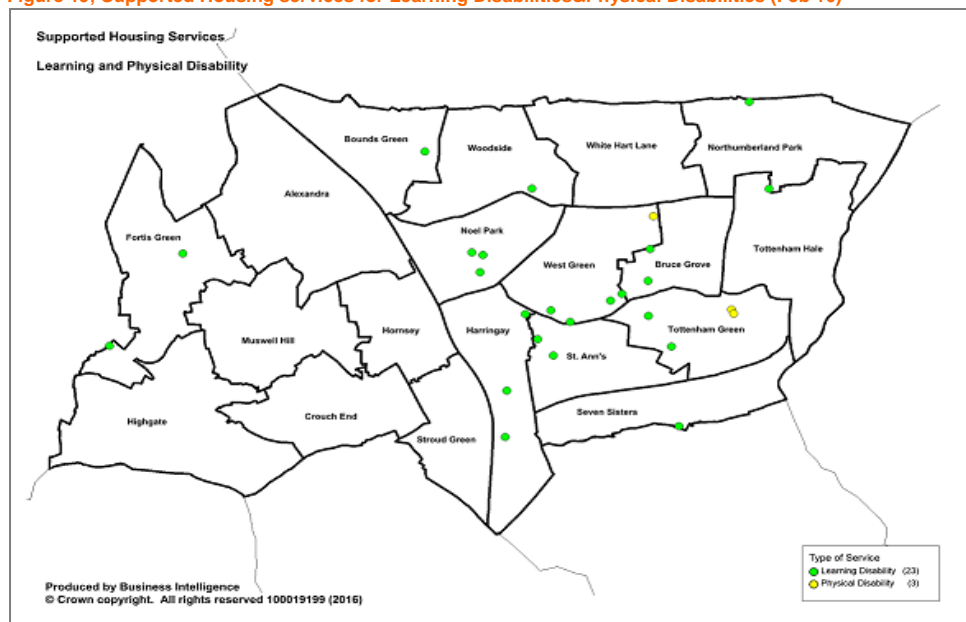
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### Current Provision

Supported housing for people with learning disabilities is commissioned principally by Adult Social Care (ASC) with about 30% of provision commissioned by Housing Related Support (HRS). HRS provision is typically lower-level support with a preventative focus whereas adult social care commissioned supported living is high support for people with support and care needs.

Figure 19; Supported Housing services for Learning Disabilities&Physical Disabilities (Feb 16)



There are 193 people living in specified learning disability supported housing. The majority of these (128 people) live in spot purchase supported living placements commissioned with 30 providers. People with learning disabilities are also supported in other types of provision e.g. 3.5% of the sheltered housing population are recorded as having a learning disability.

The Housing-Related Support Team currently commission 65 units of supported housing for people with learning disabilities in 8 services with 5 different providers under 4 contracts and 1 Service Level Agreement with an internal service.

Besides the Shared Lives scheme, which is akin to adult foster care, supported housing for people with learning disabilities is provided in single occupancy rooms with shared facilities and communal spaces. LD Provider A and LD provider C are the largest providers in the borough and are jointly commissioned to provide both ASC and HRS supported housing services.

The most recent QAF reviews were conducted in 2014. Compliance with quality standards in supported living is monitored formally by the CQC or by quality assurance relationships with commissioning and contracts officers – services must pass an annual inspection to continue operating.

Figure 20: QAF Scores/HRS Services/2014

Provider	QAF Scores				
	Assessment & Support Planning	Security Health & Safety	Safeguarding & Protection from Abuse	Fair Access, Diversity & Inclusion	Client Involvement & Empowerment
LD Provider A	C	B	C	B	B
LD Provider A	C	B	C	C	B
LD Provider A	C	B	C	B	C
LD Provider B	C	B	B	B	C
LD Provider C	A	B	B	B	B
LD Provider D	C	B	C	B	B

There is understandable variance between the cost of HRS supported housing and ASC commissioned supported living. This reflects the fact that Supported Living provides much higher levels of support whereas housing-related support is typically preventative and therefore much lower level.

Figure 22: LD Supported Living and HRS Unit average unit costs and range (April 2016)

	Supported Living	Housing-Related Support
Average pppw (£)	£764.69	£146.05
Price Range	£160.76 - £3549.57	£72 - £285
Annual Spend	£5,143,390.45	£495,001.00
Biggest market Share	LD Provider C	LD Provider A

Approximately 24% of supported living placements for people with learning disabilities cost more than £1000 per week (31 placements as of Feb 2016).

### Demand & Utilisation

Care Analytics data compiled in 2015 showed that whilst we provide an average number of residential care placements to people with learning disabilities per 100,000 of population. However, the cost of these placements was significantly higher than similar and neighbouring authorities, and as such LD placements were identified as an area for transformation. To address this, the Medium Term Financial Plan 2017 (MTFP) is now the most significant driver of demand for supported housing over the next three years and learning disability placements are the priority for transformation.

The plan seeks to find alternatives to expensive in and out of borough residential and nursing care placement for people with learning disabilities. For most people this will mean a move into Supported Living placements. Supported Living is expected to be generally lower-cost and for many individuals it will offer more diversity and independence.

Figure 23: LBoH MTFP LD placement targets (Dec 2016)

Year	Transformation Placements
15/16	73

16/17	63
17/18	63 (expected)

The transformation target alone would mean a percentage increase in demand for supported living of more than 55% not including any additional demand from population change.

There are currently 30 out of borough supported living placements for people with learning disabilities. Typically it would be expected that this provision would be particularly high-cost but in fact 64% fall below the average unit price for this type of support and only two placements are ≥£1.5k per week.

Approximately 40 young people with learning disabilities meet the threshold for adult social care through transitions each year, although in 2015/16 53 young people made the transition. Whilst they require a mix of provision not all of which is accommodation based, some demand for supported living is common in that cohort.

There has been a 52% increase in the number of people with learning disabilities living in supported living placements since 2012, from 85 to 131 people. Rather than seeing this entirely as an increase in demand, it is likely that this is due to increased preference of this model of provision and in 15/16 as a result of the MTFP.

In 2015/16 there were 42 new admissions to learning disabled supported living placements, a 68% increase on the previous year with a steeper curve in admissions in the latter part of the year which is evidence of the efforts to achieve MTFP targets. 31 placements ceased in 2015/16, which shows that a 35% increase in demand was met through spot purchasing arrangements, in 2014/15 the increase in demand was 25% for the same cohort.

Quarterly KPI returns collected by the HRS Team show average utilisation rates at 86% for year-end 2015/16. Whilst the number of actual vacancies



is not high, it is the longevity of the voids that are of note, with the majority void for more than six months. Provider and stakeholder insights into the reasons for this are explored in the Intelligence section of this report.

Figure 24: HRS learning disability service utilisation rates/KPI Workbook returns15/16

Provider	Average Utilisation Rate	Vacancies
LD Provider A	80%	2
LD Provider A	100%	0
LD Provider A	96.2%	1
LD Provider B	66.7%	1
LD Provider C	100%	0
LD Provider D	75%	1
<b>Total</b>	<b>86%</b>	<b>5</b>

At year-end 2015/16, 96% of service users in learning disability HRS supported housing having resided there for more than 2 years. These services are long-term and therefore moving people on as an outcome of support is not a contractual expectation. However, this shows that housing independence is not considered a priority; further research found there are no independent living options for people with a learning disability in Haringey.

Equally, given the additional demand generated by people moving from residential care into supported living, it was anticipated by commissioners that a cascade effect would be evident in referrals and demand for HRS provision i.e. that as well as people transitioning from residential care into supported living, some people would also then transition from supported living into HRS provision. This effect is not evident so far.

### Predicted Population Change

There are currently approximately 5,100 people in Haringey living with a learning disability. Of these just over 1,000 people are diagnosed as 'severe to moderate' which are the group most likely to require supported housing or residential care. PANSI data forecasts the number of adults in this group will increase by 15.7% between 2015 and 2030. Growth is heavily concentrated amongst the older age groups, where there is expected to be an 87.5% increase in the number of adults with learning disabilities over 85 over the same period.

Figure 25: PANSI population projections (April 2016)

Age Range	2015	% change	2020	% change	2025	% change	2030
18-24	652	0.3%	640	-1.8%	628	-1.9%	665
25-34	1,477	1.0%	1,524	3.2%	1,519	-0.3%	1,479
35-44	1,142	2.5%	1,273	11.5%	1,361	6.9%	1,393
45-54	809	1.3%	856	5.8%	917	7.1%	1,019
55-64	496	2.9%	592	19.4%	671	13.3%	701
65-74	301	3.1%	341	13.3%	377	10.6%	452
75-84	167	1.8%	177	6.0%	205	15.8%	234
<b>85+</b>	<b>50</b>	<b>4.2%</b>	<b>62</b>	<b>24.0%</b>	<b>78</b>	<b>25.8%</b>	<b>90</b>
<b>18+</b>	<b>5,092</b>	<b>1.6%</b>	<b>5,466</b>	<b>7.3%</b>	<b>5,756</b>	<b>5.3%</b>	<b>6,033</b>

As of February 2016, 42% (131) of clients in supported living services were people with learning disability as their primary support need. PANSI data predicts an 18% increase in the number adults 18+ with learning disabilities in Haringey between 2015 and 2030. This would imply an increase in demand for an additional 24 units in 2030. This increase is set out in the table below:

Age group	2015-2020	2020-2025	2025-2030	2025-2030
18+	7.34%	5.31%	4.81%	18.48%
	131	137	144	151

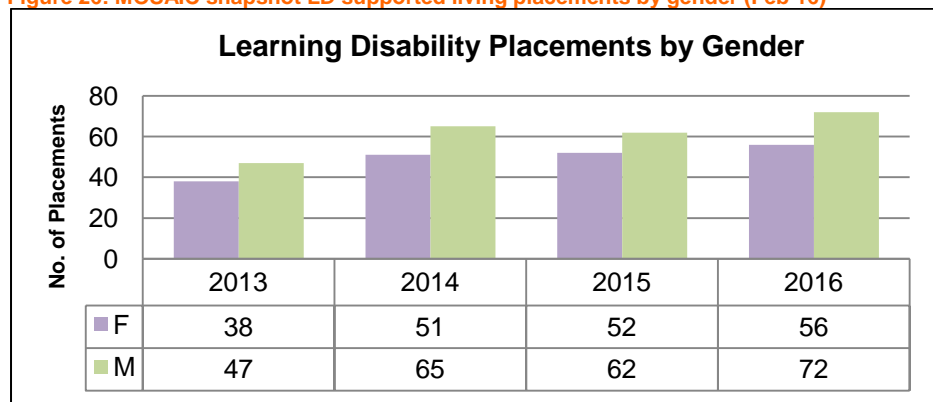
In 2016, the majority of learning disabled supported housing users (58%) are aged between 25-49 years old, which remains a relatively stable proportion of the total cohort in the snapshot data. However, 36 residents are over the age of 50, representing 28.24% of the client group this year, a growing population both in number and proportion every year since 2012. Those aged 18-24 years old are a decreasing cohort within the supported living population.

The median age at death for people with learning disabilities is 24 years (30%) younger than adults who do not have learning disabilities<sup>1</sup>. However, people with learning disabilities are living longer and it is increasingly likely that they will outlive their parents. For many learning disabled people, this will mean the loss of a parent and primary care giver at once.

## By Gender

Women are significantly over-represented in Haringey supported housing, making up around 45% of the population in each annual snapshot, compared with only 25.4% in the general population recorded by the Learning Disabilities Census<sup>2</sup>.

Figure 26: MOSAIC snapshot LD supported living placements by gender (Feb 16)



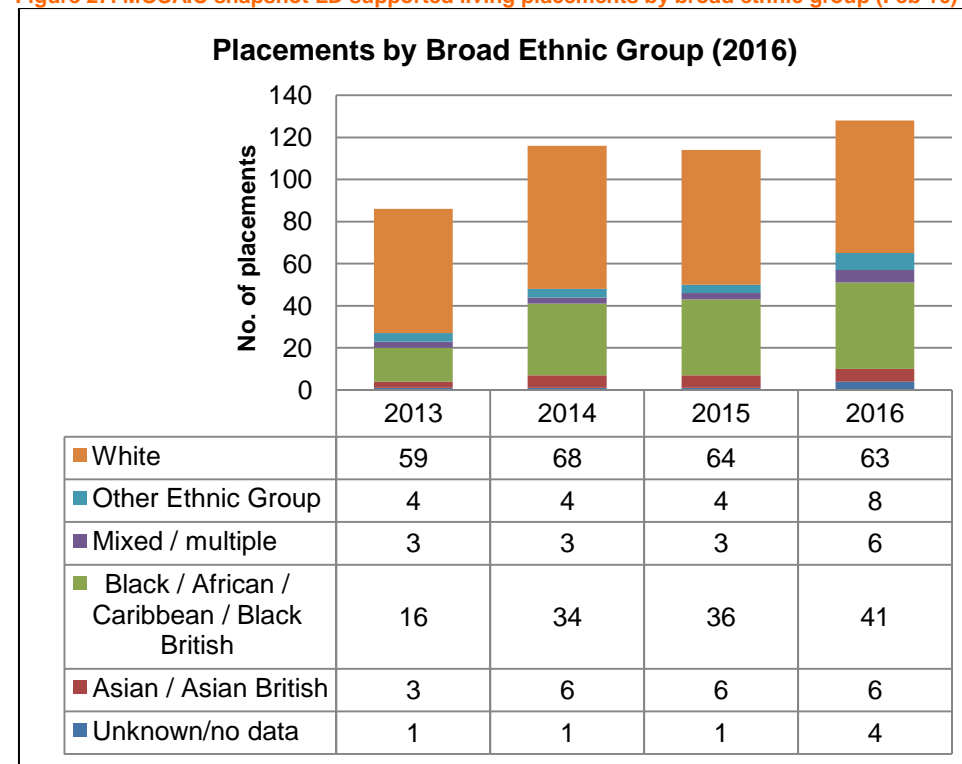
Despite being over-represented against national data, and growing in number, the percentage of women in supported living remains reasonably stable as a proportion.

## By Ethnicity

People in supported living are disproportionately from non-white backgrounds, with particular over-representation from all black backgrounds, who make up 32% of the learning disabled cohort in

supported living. This is 5% higher than the same population in Haringey as a whole.

Figure 27: MOSAIC snapshot LD supported living placements by broad ethnic group (Feb 16)



<sup>1</sup> People with Learning Disabilities in England 2012 Eric Emerson, Chris Hatton, Janet Robertson, Susannah Baines, Anna Christie and Gyles Glover

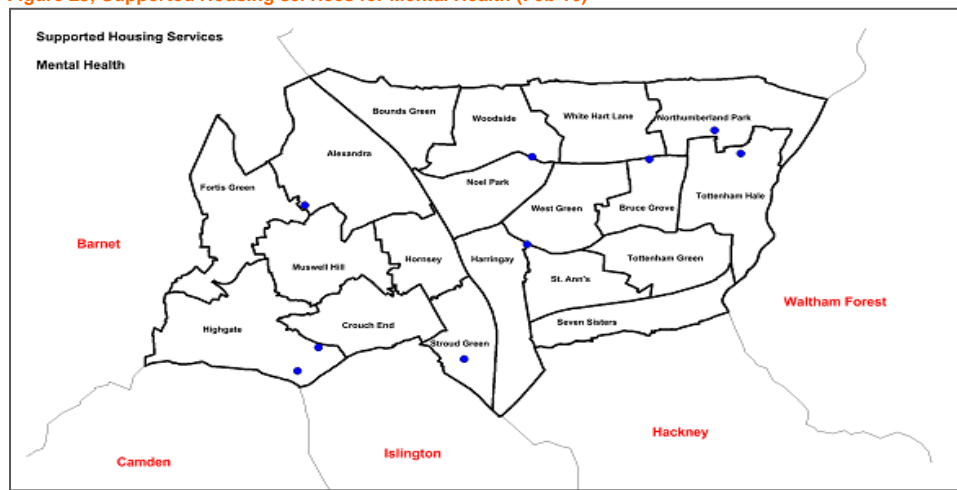
<sup>2</sup> <http://www.hscic.gov.uk/catalogue/PUB19428>

## 6.5 Mental Health

### Current Provision

Supported housing for people with mental health needs is commissioned between Adults and Housing commissioners, with 44% commissioned by Housing Related Support (HRS) in block contracts and the remaining by Adults Social Care.

Figure 28; Supported Housing services for Mental Health (Feb 16)



As at February 2016, Adults Social Care commission 154 spot purchase placements with 37 different providers. MH provider A currently deliver the largest proportion of these placements (31%). In addition, 12 units of older people’s sheltered housing have been recently redesignated as short-term step-down accommodation for people with mental health needs being discharged from hospital.

In addition to specialist accommodation, people with mental health needs are supported in all types of provision. For example 16% of the sheltered housing population are recorded to experience a mental health need, the true figure is expected to be much higher.

Housing commission 123 units of supported housing for people with mental health needs in 7 services (forensic, step-down and visiting) with 3 different providers under 3 block contracts which operate as pathway. The current contracts started in April 2016. The pathway offers tapering support over a typical two-year period. The pathway contains 55 units of high support forensic accommodation, 10 step-down (from forensic) beds and 68 units of visiting support. No QAF reviews have yet been undertaken on the pathway.

There is significant difference between the cost of HRS supported housing and ASC commissioned supported living which is to be expected due to the different service types provided. However, the difference is smaller than for the learning disability cohort and the number of placements with a weekly unit price of  $\geq$ £1000 is significantly less in this cohort (1 placement as of Feb 2016).

Figure 29: MH Supported Living and HRS Unit average unit costs and range (April 2016)

	Supported Living	Housing-Related Support
Average pppw (£)	£517.76	£141.34
Price Range	£141.29 - £1820.00	£83.52-£224.42
Annual Spend	£4,184,394.03	£906,438.25
Biggest Market Share	MH Provider A	MH Provider B

There is a wider provider base for mental health supported housing than for learning disabilities in Haringey. This is reflected in more competitive prices for this cohort and less of the market share dominated by one single provider.

### Demand & Utilisation – Supported Living

The Medium Term Financial Plan 2016 (MTFP) is the most significant driver of demand for supported living over the next three years and whilst mental health placements are a reasonably small focus, demand is still expected to increase as a result.

The plan seeks to find alternatives to expensive in and out of borough residential and nursing care placements for people who would benefit from more independence. For most people this is expected to mean a move into a supported living placement. It is hoped that this will create a cascade effect across supported housing provision, i.e. suitable people from each type of support will be encouraged to step-down into more independent and lower support placements so as not to create a bulge in supported living demand that cannot be met by the market.

Figure 30: MTFP MH placement targets (Nov 2015)

Year	Transformation Placements
16/17	145
17/18	145 (expected)

The transformation target would mean a 9.8% average increase in demand for the two years until April 2019 not including additional demand from population change.

There are currently 50 out of borough supported living placements for people with learning disabilities. Typically it would be expected that this provision would be particularly high-cost but in fact 47% fall below the average unit price for this type of support and no out of borough placements for this cohort cost in excess of 1k per week.

In 2015/16 there were 30 departures and 70 new admissions to mental health supported living placements. This represents a 67% increase in the number of new admissions compared with the previous year and a 54% increase in the cohort overall when balanced against departures in the same period. Data about the departure destinations of those in supported living is not available on MOSAIC.

### Demand & Utilisation – Mental Health Pathway

Demand for mental health housing related support services is managed by the Homes for Haringey, who act as a single point of access into the supported housing Pathway. Since 2012/13 there has been a 28% increase in the number of people presenting at VAT with mental health as a primary support need.

The table below shows that there has also been a 116% increase in the number of people referred into supported housing which can be understood in the context of the long-running project to reduce temporary accommodation use in the borough to ensure vulnerable people are placed appropriately during their Part VII Homelessness Assessment.

Figure 31: Mental Health and Homelessness (VAT 2012/13 to 2015/16)

	2012/2013	2013/2014	2014/2015	2015/2016*
Presentation where mental ill-health is primary support need.	178	203	192	229
Placed in to Temporary Accommodation	72	69	54	34
% of total presented	40.4%	34.0%	28.1%	14.8%
Referred to HRS supported housing	98	108	104	195
% of total presented	55.1%	53.2%	54.2%	85.2%

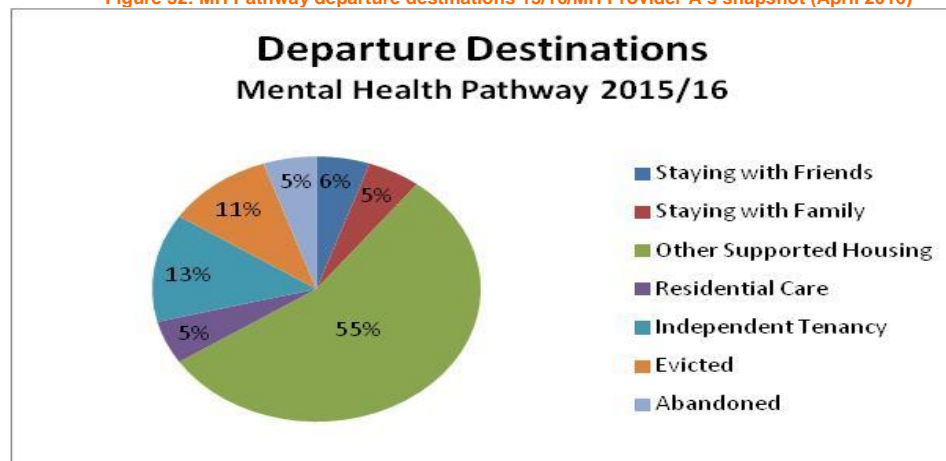
\*Figures up to Quarter 4 of 2014/15. Estimates for 2015/16

2015/16 SP Workbook KPI data for the HRS mental health pathway was found to have been inaccurately recorded by providers who have now ceased to deliver services. One provider, MH Provider A who were successful in retaining their contract for this cohort, submitted accurate data for 2015/16 and provided demographic data for the cohort as part of the SHR. The data they provided will be used in the remainder of this

section. However, whilst MH Provider A's contract was the largest in the former pathway, there is likely to be variance in client demographics because the contracts were geographically split (East, West and Central) and the population East-West is significantly different in terms of ethnicity, socio-economic position, education and housing need.

The utilisation rate recorded by MH Provider A's was 90% for 2015/16. Throughput was 134%, meaning average length of stay in a service was around 9 months. It's not possible without a more in-depth piece of work, to be confident about the average length of stay in the Pathway as a whole but it is contractually expected to be approximately 2 years.

Figure 32: MH Pathway departure destinations 15/16/MH Provider A's snapshot (April 2016)



84% of departures from the mental health pathway in 2015/16 were recorded as positive, with the most common outcome being a move into another form of supported housing. This offers an insight into the issues of access into supported housing for this cohort; most vacancies arising are taken by people already in the pathway and there are a disproportionately lower number of positive moves out of the pathway into any type of independent tenancy. Whilst the maximum length of stay is 2 years, it is not expected that all service will require that length of stay. The rate of move-on from the Pathway would need to be higher to facilitate improved access for new service users.

11% of those who left were evicted and their departure destination unknown or unrecorded. Given the vulnerability of the client group, this figure is quite high and whilst eviction is more common in services supporting people with complex needs, it is an outcome that typically leads to higher costs both human and economic in the short and long term<sup>3</sup>. Anecdotally, evictions were often an attempt to engage statutory partners in confirming higher packages of care for individuals whose needs were too high for the pathway to manage.

### Predicted Population Change

There are approximately 13,198 people in Haringey living with two or more psychiatric disorders, which includes common disorders such as depression as well as psychotic disorders and drug dependency. Many people in this group are unlikely to require supported housing and will live independently in the community.

743 people (0.3% of males and 0.5% of females) in the borough are predicted to experience psychotic disorders such as schizophrenia and bipolar disorder. It is these people, especially those who experience co-morbid emotional and physical health issues, who are at increased risk of eviction and homelessness, hospitalisation and social exclusion.

PANSI data forecasts the number of adults in this group will increase by 20% between 2015 and 2030. Prevalence is concentrated in the 35-44 age groups and this trend is expected to continue.

Figure 33: PANSI population projections by mental health condition (April 2015)

	2015	2020	2025	2030
Psychotic disorder	743	788	820	843
Two or more psychiatric disorders	13,418	14,305	14,941	15,374
<b>% Increase</b>	-	<b>8.84%</b>	<b>6.18%</b>	<b>3.83%</b>

<sup>3</sup> 'Staying in; understanding evictions and abandonments from Londons hostels', Homeless Link, 2010



If the PANSI projections were correct and applied to the cohort for whom we currently provide services, there would be a projected under-supply of 51 units of mental health supported housing (combined HRS and Supp Living) by 2030.

However, the PANSI projections make a more conservative estimate of need than the retrospective VAT and supported living demand data suggests. Rate of need has increased significantly more quickly in these two service types since 2012 and if it continues at that rate unmet need will be significant even within the next five years (see below).

Figure 34: Alternative demand projections 2015-2030/MOSAIC&KPI Workbook Snapshot/2016

		2015/16	2020	2025	2030
Demand based on VAT presentations (average increase of 9% pa)	2014/15*	192	293	449	<b>688</b>
	2015/16	229	321	491	<b>754</b>
Demand based on Supported Living admissions (average increase of 23% pa)	2014/15*	127	350	981	<b>2758</b>
	2015/16	154	353	990	<b>2783</b>

\*(The projections above use both 14/15 and 15/16 data to account for the potential that 15/16 demand is unprecedented)

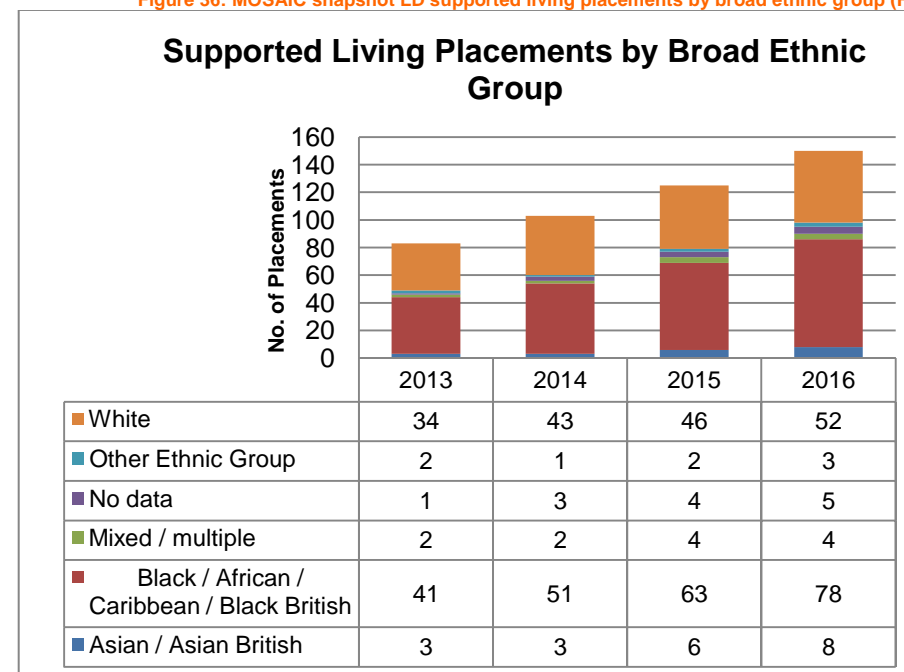
Whilst it is unlikely that the rate of change will be as severe as suggested by Supported Living admissions or VAT data it is important to note that the rate of growth in demand is unlikely to be linked to population estimates alone.

## By Ethnicity

People in mental health supported living are disproportionately from black backgrounds, making up 52% of the cohort, with people of Caribbean heritage particularly over-represented. HRS mental health services show

a similar but less marked over-representation (40.2% of the cohort) of people from black backgrounds. This over-representation is nationally observed; with Black men aged between 25-49 years old most likely to be diagnosed with severe psychotic disorders such as schizophrenia. People of Asian and Mixed backgrounds are significantly under-represented in mental health diagnosis locally and nationally.

Figure 36: MOSAIC snapshot LD supported living placements by broad ethnic group (Feb 16)



## By Age

In 2016, the majority (59%) of people in mental health supported housing of all types are aged between 26-50 years old. This remains a relatively stable proportion of the total cohort for the last 3 years.

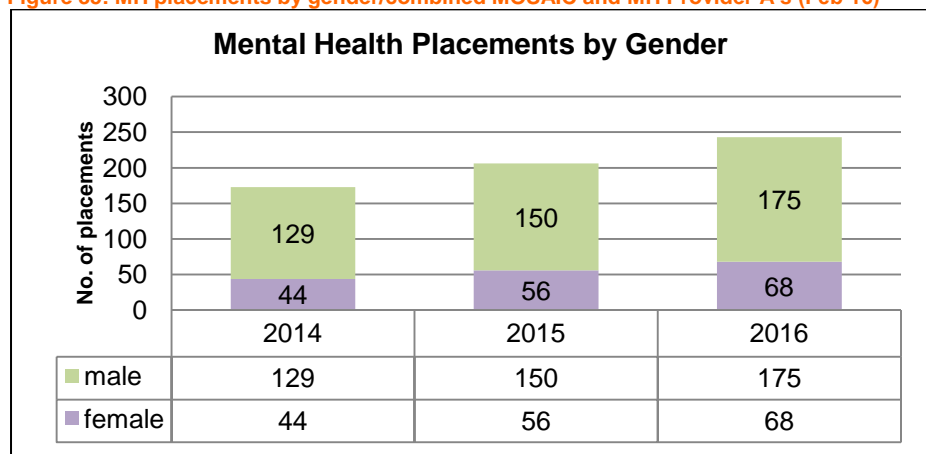
However, there is variance between pathway and supported living in the upper and lower age quartiles. There is a growing number and proportion of younger service users 18-25 years old living in the pathway, despite a consistently small cohort of the same age in supported living. In contrast,

there is an increase in the number of people 61-70 years old in supported living and a corresponding decrease in the HRS pathway of a similar proportion but smaller number.

## By Gender

Women experience a higher prevalence of mental health conditions than men, making up 65% of the cohort in need across the majority of disorders. However, in supported housing women are significantly under-represented.

Figure 35: MH placements by gender/combined MOSAIC and MH Provider A's (Feb 16)



Overall, the number of women in mental health supported housing has increased by 3% since 2014. This growth is seen in HRS pathway services but not in supported living services, which reports a decrease in the number of female service users.

In exploring this, a snapshot survey was completed to identify the needs of women in supported housing.

Figure 36:MHProviderA/snapshotdata/Dec2016

<b>Total service users</b>	<b>202</b>	
Total number of women	45	22%

A mental health need	40	89%
A substance use need	17	38%
Repeat homelessness	10	22%
Historic or current sex work	12	27%
Historic or current abuse or trauma	19	42%
2 or more of the above needs	30	67%

The snapshot highlighted that despite representing only 22% of the cohort being supported in the services surveyed, there is significant vulnerability and a disproportionate prevalence of complexity within the female cohort.

The survey, and follow-up discussions with providers, identified a small cohort of women within the this group who have multiple and complex histories of homelessness, trauma and vulnerability. Further evidence of the needs and outcomes of this group were provided by The Grove drug treatment service; highlighting that women who recorded their housing status as 'no fixed abode' had 0% treatment completion success and often left the service abruptly and with no follow up contact. Additionally, The Grove recorded high levels of criminal justice involvement, recurring unplanned hospital admissions and experience of domestic abuse which are key areas of concern for the female homeless and mental health cohorts. Except for refuge provision for survivors of intimate partner violence, there are no gender specific services for vulnerable and homeless women in Haringey.

## Hospital Discharge

In 2015/16, 723 people were delayed from discharging from hospital in Haringey; around 10% of these were directly attributed to housing needs that were not the responsibility of either the NHS or Adults Social Care. Due to the nature of categorisation, it's not clear if these people required

supported housing but it is assumed that a health vulnerability and housing need combined would make them a priority for support via Homes for Haringey.

Data from the joint Barnet, Enfield and Haringey Mental Health Trust suggests that there are 9 bed-blocking patients in psychiatric wards at any given time, of these 6 are waiting for supported housing placements<sup>4</sup>.

Professional insight about hospital discharge and its relationship with supported housing is explored in the Intelligence section of this document.

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<sup>4</sup> 'Reconceptualising housing for people with mental illness', 2016

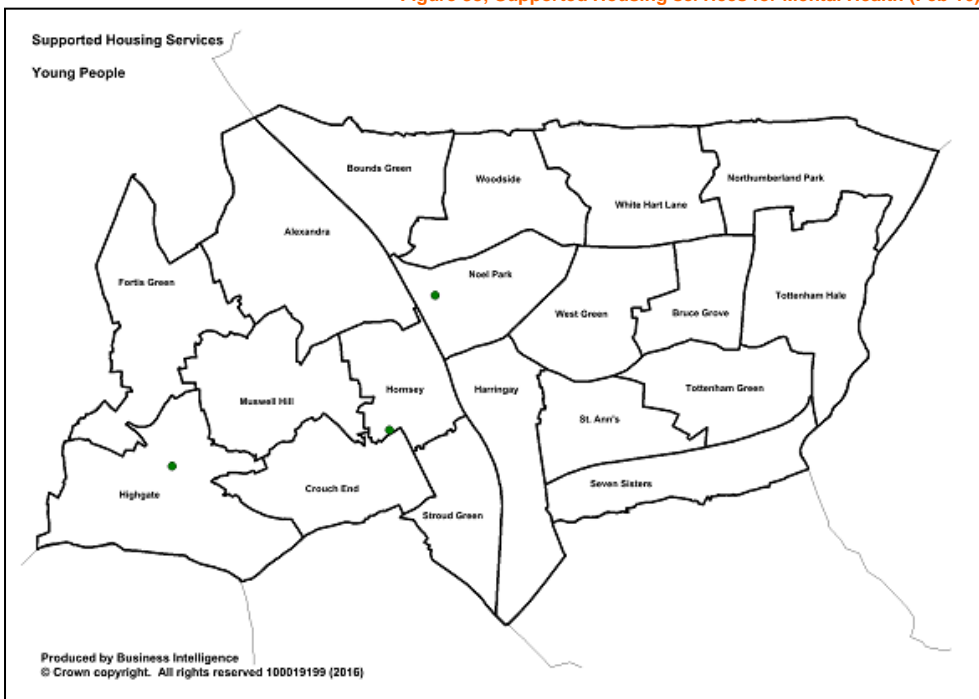


## 6.6 Young People

### Current Provision

Supported housing for young people is commissioned between Children’s and Young People’s (CYPS) commissioners and HRS. There are also young people living in supported housing elsewhere in the supported housing portfolio, for example 8% of people living in mental health supported living and pathway services are 18-25 years old.

Figure 38; Supported Housing services for Mental Health (Feb 16)



As at February 2016, Children’s Social Care commission 94 spot purchase placements of semi-independent supported housing for young people leaving care.

The HRS commission 86 units of housing-related supported housing for young people which operates in a loose pathway style. Homes for Haringey act as the single point of access into services.

Figure 39: SPOCC Housing-related support for young people – contract details (May 2016)

Provider	Service Type	Capacity	Contract End
YP Provider A	Dispersed visiting support	22	01/01/2019
YP Provider B	LGBT specialist	12	01/02/2018
YP Provider C	Foyer	52	30/09/2018

The LGBT service is a tri-borough contract with Islington and Hackney which was re-commissioned in February 2016 with Hackney as the lead commissioner. Properties are outside of the borough boundary.

There is significant difference between the cost of supported housing and semi-independent provision despite them being broadly of the same support level and housing type. This is largely attributed to reactive spot purchasing and the need to house young people out-of-borough due to lack of availability.

Figure 40: MH Semi-independent and HRS Unit average unit costs and range (April 2016)

	Semi-Independent	Housing-Related Support
Average pppw (£)	£290.94	£141.34
Price Range	n/a	£47-£153
Annual Spend	£1,425,943.49	£451,521.00

## Demand & Utilisation

It's difficult to accurately quantify demand for semi-independent accommodation as data for each year is unavailable. It is also unclear which young people leaving care will need accommodation based support when they transition into adulthood.

However, MOSAIC data provided as part of Haringey's SSDA903 statutory return suggests that the overall number of looked after children is decreasing, by 26% since 2011 at an average rate of 7.2% per annum.

Figure 41: CYPSSDA903 return data on LAC (April 2016)

	2012/13	2013/14	2014/15	2015/16	2016
Total LAC population	540	505	451	407	436
% who are 16+	21%	23%	28%	27%	28%

Approximately 25% of looked after children are 16+ each year. In 2016 this was 135 young people. At the time of writing 94 semi-independent placements are in place for this cohort, with an average stay of 9 months. Commissioner feedback confirms what the data suggests; the majority of 16+ young people leaving care will require supported housing as they transition into independent adulthood. Despite the decreasing demand in real terms, securing supported housing for this cohort continues to be challenging for Children's Placement Brokers, incurring an annual expenditure triple that of HRS commissioning despite the fact that the needs of the cohort are the same (largely due to expensive out of borough placements).

Following the death of Peter Connelly in 2007, more children were taken into local authority care than in previous years. Many of those children are now aged 15-17 years old and will be transitioning into leaving care arrangements over the next three years. Notwithstanding new children taken into local authority care, this 'bulge' will likely result in a 22% increase in demand on supported housing/semi-independent accommodation for care leavers during that period.

Demand for young people's supported housing recorded by VAT, from non-looked after children in the borough who presented as homeless, averaged at only 9 presentations per quarter in 2015/16. The vast majority of these presentations were young people already living in supported housing whose License Agreements had been terminated by their support provider (i.e. due to eviction).

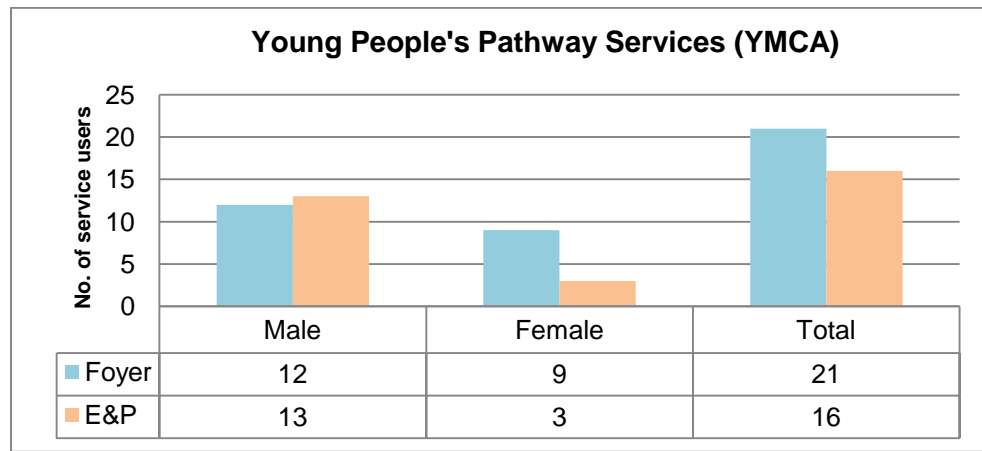
Utilisation of young people's supported housing was correspondingly low; the foyer service consistently carried more than 20% voids during 2015/16 although this did improve following commissioner intervention in Q4 of the period. There were also consistent vacancies in both St Ignatius and Christian Action throughout the period. The LGBT service was consistently at 100% utilisation throughout 2015/16.

Despite the Pathway approach, only 6 young people moved from the fully-catered, 24-hour foyer service into other supported housing in 2015/16. In the same period there were 25 vacancies at St. Ignatius, which suggests some issues with throughput in the Pathway and a lack of strategic focus around developing independent living skills, positive risk-taking and tapering support as part of the transition to adulthood.

55% of all departures from the foyer in 15/16 were evictions, 12 out of 22. Of these, 99% left to unknown addresses. A further 13.5% of departures were recorded as abandonments and other unplanned moves, which includes one young person who was taken into custody. All young people who departed had been in the service for more than one year at the point of departure.

## By Gender

Data from YP Provider C shows that the majority of their service users are young men, who make up 67.6% of funded clients.



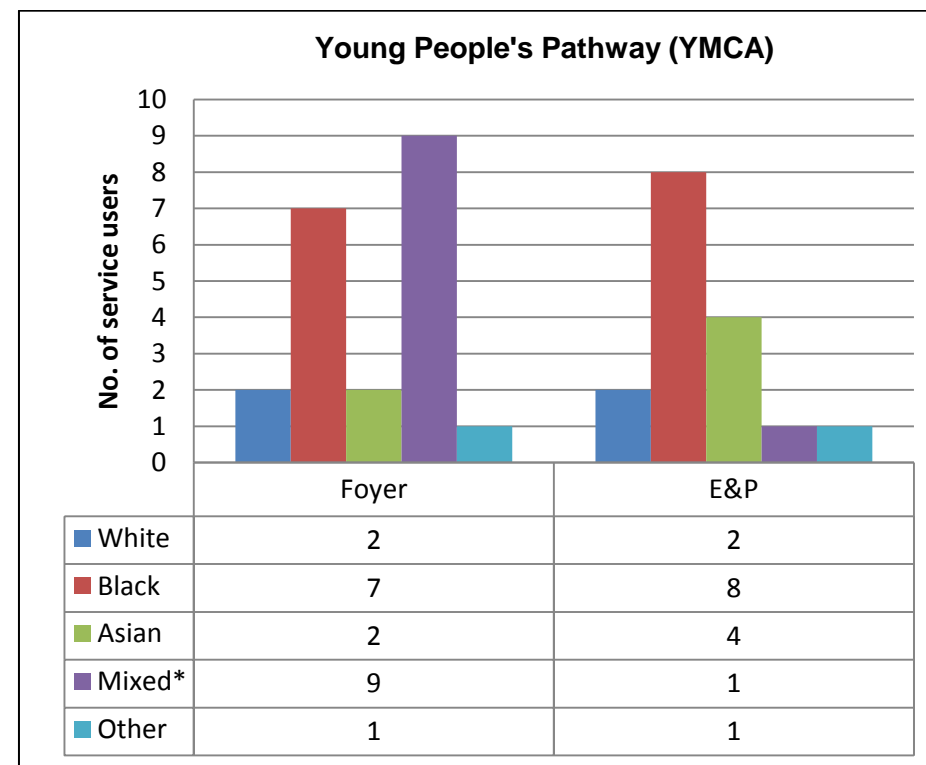
Data about our care leavers and 16+ looked after children shows a fairly similar gender imbalance, with about 40% of that cohort being young women. 60% of these young women have experienced abuse or neglect resulting in Social Services involvement compared with 31% of the male cohort. This evidences the need to provide support that addresses childhood trauma to equip young women with the resilience and coping mechanism needed as adults.

Boys were much more likely to be in care as a result of absent or dysfunctional family life (46% of the total male cohort, 25% of the female), indicating a need to ensure supported housing for care leavers addresses the impact of absent role models on attachment, healthy relationships and aspiration.

### By Ethnicity

The data provided categorises ethnicity in very broad groups which does not help us to accurately understand cultural needs of service users in the young people's pathway.

However, it is clear that young black people from all backgrounds are vastly over-represented in the pathway (40.5% of the entire cohort). Further, whilst the 'Mixed\*' category is non-specific, provider feedback suggests that the majority of these young people are mixed white and black Caribbean, further adding to the over-representation of young black people in the Foyer service.



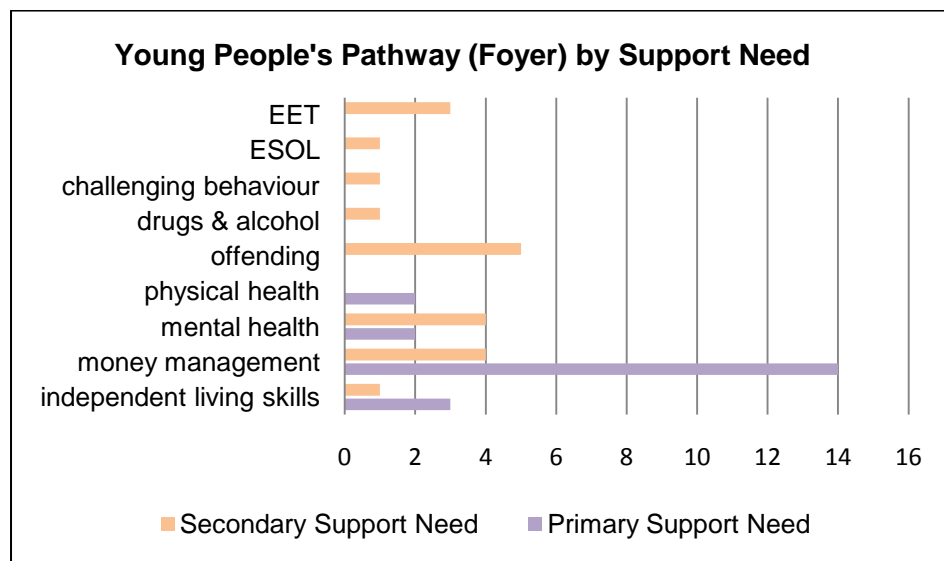
\* No specific information was given about the ethnic backgrounds that compile the mixed cohort of young people. However, anecdotally, it was relayed that the majority are mixed Black and White British.

The particularly high over-representation of black young people in supported housing services is a clear indication of the need to prioritise preventative and diversionary support into this type of provision. Young black people in Haringey already experience some of the worst health, education and housing outcomes and proactively addressing some of the

barriers and inequalities that create that, at the earliest possible stage should be a high priority.

### By Need

The primary reasons for support, identified by in the data capture exercise of Foyer & Engaged and Planning service users, relate to independent living skills and money management. For more than 51% of the cohort these two needs were either considered of primary or secondary concern which shows that acting preventatively to ensure young people leave pathway services able to manage their finances and a home are vital to the success of this type of provision



## 6. Intelligence

Various intelligence gathering exercises were undertaken to collate professional and service user insights about supported housing quality, strategic relevance and areas of unmet need within the portfolio. However, due to the scale of professionals, services and service users within scope of the review, the qualitative element of the needs and gaps analysis can be said to be a snapshot of the available insights.

Sources	Activities
Service Users	1 Sheltered Housing Tenant Rep Session
HfH Sheltered Housing Tenant Reps	5 Service User Engagement Session
Carers	1:1 meetings & correspondence
Multi-Agency Stakeholder Group	Postal and SNAP survey (100 respondents)
Supported Housing Providers	Extended QAF Provider Questionnaire (Older People)
Supported Living Providers	VCS Forum Presentation/Q&A
Unfunded Supported Housing Providers	VCS Questionnaire
VCS Forum	Supported Housing Review Stakeholder Group
ASC Commissioners	Stakeholder Team Meetings
HRS Commissioners	Provider Forum Presentations/Q&A
Elected Members	Member Presentation/Q&A/E-mail correspondence
Hearthstone	Site visits & walkabouts
Vulnerable Adults Team/Pathway	Pathway Move-on Meeting
	Literature Review
	HRS Commissioning Plan (2015)

## 7.1 National Context

A range of national intelligence is available that is likely to affect the provision and commissioning of all types of supported housing in coming years. Primarily, this is legislation and policy such as The Housing & Planning Act (2016) and Welfare Reform Act (2012) which are discussed in the Literature Review (Appendix A).

### Welfare Reform Act (2012)

One area of comprehensive analysis is around the impact of Welfare Reform Act and specifically the ‘benefit cap’. The cap, which is set at £23,000 per household in London, is due for full implementation in April 2017. Whilst around 29,278 Haringey households will be affected in some way by the reforms, 4,250 households will experience a ‘high impact’; losing more than £30 per week. 439 households are affected by all four major welfare reforms concurrently; benefit cap, bedroom tax, LHA cap and council tax support cuts. There is little doubt that one of the likely impacts of these changes is increased risk of homelessness although it is unclear how much demand there might be for supported housing.

A group of particular relevance to the Supported Housing Review is carer households, i.e. those households currently providing care to a disabled or long-term ill family member in the home. The analysis suggests that 279 carer households will be affected by the benefit cap, 26 of whom are in receipt of social care packages due to the severity of their care needs. Of these, 38% live in private-rented sector housing, all of whom face a ‘high impact’ reduction in their weekly income. One likely impact of this is that caring relationships become economically untenable, resulting in heavier reliance on support services and even on individual with social care needs being placed in local authority care. Given that one of the biggest expenses and impacts is around rental costs, the likelihood of individuals with social care needs requiring supported housing is reasonably high.

### Local Housing Allowance

In 2015, the government announced it planned to apply Local Housing Allowance rates to supported housing accommodation from April 2016. Following an immediate and impassioned response from providers and

commissioners, Lord Freud announced an exemption to allow for further evidence collection until April 2017. The level of uncertainty about the future of the supported housing sector has been unprecedented; with providers feeding back genuine fears for the future of their organisations should the cap be applied to support housing rents. Providers, particularly those who are also development partners and those considering regulation from residential to supported living provision, have been open about placing plans on hold until there is more certainty in the long-term future of the sector.

At the time of writing, the Department for Work and Pensions has responded to this uncertainty with plans for a medium-term extension of the status quo, with the intention to encourage capital development projects and also to reassure provider of their commitment to the sector as a whole<sup>5</sup>.

## 7.2 Vulnerable Adults Team (VAT)

[Update: In June 2016, Homes for Haringey restructured the VAT service into the broader Referral and Assessment Team. At the time of writing, the new structure, roles and responsibilities are in place but a number of new working practices & recording mechanism are still in development.]

Commissioned by the Housing Related Support Team, the VAT plays a pivotal role in the supported housing portfolio, so it is therefore important to briefly discuss its function, position within the portfolio and contribution to achieving the outcomes of supported housing.

The service is delivered, under a service-level agreement, by Homes for Haringey, as a single point of access into supported housing and offers preventative interventions for vulnerable adults who at risk of or experiencing homelessness. It does not perform this function for supported living or semi-independent placements whose access is managed by Adults/Children’s Social Care however there is crossover in managing individual cases who pass between different service types. VAT works

<sup>5</sup> <http://www.insidehousing.co.uk/policy/health-and-care/care-and-support/dwp-plans-longer-term-supported-housing-exemption/7015949.article?adfsuccess=1>



separately but alongside existing Housing Advice and Options services and as well as managing inflow to the pathway it is also tasked with managing departures and securing positive move-on outcomes.

Throughout the period of needs analysis, providers, stakeholders, referrers and carers wanted to discuss VAT, its role and their experience of working with the service. Whilst it was readily agreed by all involved that the function was useful, there were concerns raised about the current way of working, it's alignment with council departments and the process of assessing people's needs and understanding of what was available within the various pathways to meet those needs.

Generally it was felt that the gate-keeping role played by Homes for Haringey could be more effectively managed, with providers feeling that officers did not have a comprehensive understanding of what services do or who they are for. Additionally, assessments are not available off-site in the majority of cases which presents problems for those in hospital, prison or secure unit. However, at the time of writing a fortnightly panel meeting has been convened to ensure better communication between HfH and supported housing providers, with the intention of making more insightful and appropriate referrals into supported housing pathways.

There were concerns about the appropriateness of a generic referral and assessments service in supporting two particular and specialist groups of vulnerable people:

- service users with mental health conditions; delayed discharge from hospital does not seem to be adequately prioritised in allocating supported housing bed spaces. Assessments are duplicated and don't link with existing social care assessments.
- young people leaving care; it was felt that access to some elements of the supported housing pathway were unnecessarily blocked and communication between HfH and referring agents could be improved.

### 7.3 Older People

The impact of an aging and diversifying population on supported housing services is difficult to accurately predict. Generally higher levels of social and economic exclusion in older age will most significantly impact those who faced deprivation and poorer health outcomes in earlier life, including migrants, BAME groups, the previously homeless and people with disabilities.

The 2011 Census data suggests that 30% of people aged over 65 years old, experienced very limited ability to participate in day-to-day activities. Therefore by the year 2020, 4,809 people aged over 65 in Haringey may be unable to manage at least one of the following activities on their own:-

- going out of doors and walking down the road;
- getting up and down stairs;
- getting around the house on the level;
- getting to the toilet;
- getting in and out of bed

#### Stakeholder Intelligence

There has been a recent drive for innovation around older people's housing; led by the development of the HAPPI standards between 2012-2015. The standards guide developers on how to apportion space, amenities and design to suit older people with a range of needs in truly modern homes.

Three stakeholder sessions were held during the analysis period. These were open to stakeholders from all client groups so some intelligence presented here relates generally and some is specific to older people's provision.

Stakeholders seem broadly in agreement that whilst older people's supported housing in Haringey meets required standards, the majority is lacklustre and traditional with little in the way of innovation evident across HRS or ASC services.

Providers requested more strategic direction from the council and encouragement to be more innovative in our response to older people’s support and housing needs. This regularly came back to the idea that housing intrinsically linked to support isn’t always necessary and more could be done to provide preventative support to people in their homes if the right models were in place.

Stakeholders shared that care and support pathways for older people in Haringey are quite fragmented, especially for individuals with complex needs and histories. Transitions between support and care services need to be smoother and administration reduced; perhaps by aligning assessment processes. This feedback points to the need to look at the spectrum of services more holistically and with consideration of how changing support needs will be reflected in service provision at different levels.

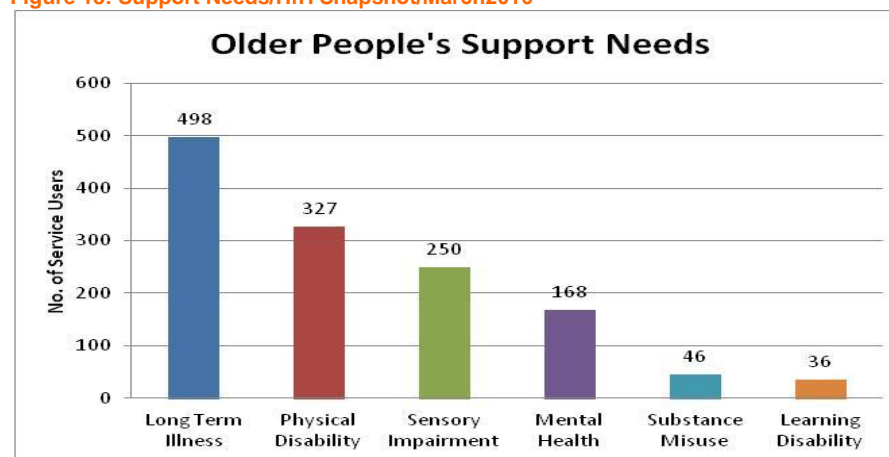
There is currently no BAME-specific older people’s supported housing in the borough although OP Provider B informally operates in this way. Stakeholder suggested that meeting the cultural needs of the older population played a significant factor in their overall health outcomes and reduced social isolation. Given the growing number and proportion of BAME older people, it will be important for the council to consider how to meet the particular needs of the cohort in need of supported housing in future.

A number of conversations took place about capturing better data about older people’s needs. One aspect mentioned was sexuality; little is known about LGBT older people in supported housing in Haringey and this is something which should be prioritised according to stakeholders. One provider demonstrating good practice in this area suggest that to improve this situation service providers needed to be outwardly LGBT positive, ensuring older people feel safe and encouraged to disclose this kind of information. Stonewall Housing have recently concluded a national project on the topic, which makes suggestions for LGBT-positive older people’s accommodation. It would be pertinent to draw on this specialist insight as a foundation for building innovative and personalised service models for older people.

### Provider Intelligence

HfH submitted a service user needs report as part of the Supported Housing Review. This data was captured in a resident profiling exercise conducted by Scheme Managers in December 2015, which captured data about 80% of the sheltered/CGN population. The validity of this data is contested and a further profiling exercise would be required to substantiate this evidence.

Figure 18: Support Needs/HfH Snapshot/March2016



Detail about the severity and impact of the conditions identified above was not provided in the report. However, HfH report that only 180 (19%) tenants have formal care packages, a further 13% receiving some informal support from friends and family. This suggests that even in sheltered housing, where support is generally higher level, older people are living more or less independently, with a maximum of 38% of service users requiring care in addition to the support provided (assuming all those with care needs live in sheltered housing schemes).

Additionally, HfH report that 87% of service users require significantly less than 1 hour of support per week and only 1% more than 3 hours per week. They posit that a minimum of 56% of service users in Community Good Neighbour schemes could live independently with only assistive technology



as support (i.e. handrails, piper alarms etc). So taking this at a minimum, this indicates there is a potential over-provision of CGN units by 298 units, which complements the data around demand in earlier sections of this report. It should be noted that the data supplied by HfH only represents 80% of the cohort as defined by Scheme Managers.

This broad assumption of over-provision is supported by intelligence gathered from other older people’s providers during the QAF review process. A survey, completed by 6 of 10 providers representing 87% of HRS units, suggested that an average of 45 minutes is spent with older people in supported housing, over an average of 2-3 visits per week. This increases when someone is identified as particularly vulnerable or returning to the service after a period in hospital etc. Therefore, demand for support interventions is evidently quite low across the cohort which is not unexpected given the preventative nature of this type of accommodation. However, it does give food for thought for the direction of travel given economic constraints and high demand for higher support provision.

The process for assessment, acceptance and allocation of older people’s housing is relatively unstructured, with eligibility criteria very low, no evidence of use of the ‘offer policy’ (an agreed number of property offers an applicant has permission to reject before being denied further offers) and different approaches for allocating council and voluntary sector properties.

### Extra Care

A significant growing support need of the ageing population is mental health, specifically dementia related but increasingly conditions such as schizophrenia. HfH residents with schizophrenia currently make up 41% of the population with a mental health support need. In supported living services for older people, people housed primarily due to a mental health need account for 58% of the 55+ population. More about the population of people requiring supported housing due to mental health conditions can be found [here](#).

Adults Social Care colleagues favoured maximising capacity in supported housing to meet the more complex needs of older people as a priority.

Colleagues in Adults commonly discuss a shortfall of approximately 200 units of Extra Care provision in the borough, although it is unclear exactly how this figure has been calculated. A reference in ‘The Care & Support Market Challenge’ exercise conducted for ASC, makes the statement that surrounding boroughs have approximately 300-400 Extra Care units each; which seems likely to be the source of the 200 unit shortfall assumption.

Brief exploration found a short-fall in Extra Care in neighbouring borough Islington, but commissioners are unable to quantify the exact gap. They currently commission less than 200 units of Extra Care. However, in Tower Hamlets, despite only commissioning 204 units of Extra Care, they do not report any gap in supply. Haringey has seen a 29% increase in admissions to residential and nursing care placements for people aged 65%, therefore even without an exact calculation of a shortfall it is likely that the current Extra Care provision will be insufficient in the coming years.

### Service User Insight

A service user focus group was held in March attended by 30 council Tenant Reps. This was followed by a survey, which was completed by 96 people, most of which were living in HfH managed sheltered housing schemes. Whilst most respondents in both methods focused their feedback on the individual schemes where they lived, three overarching themes emerged;

- **Enabling Independence;** older people want to manage their own affairs for as long as possible, be active in improving and maintaining good health but would like personalised support to do so.
- **Housing Quality;** older people want to feel safe in their homes and to stay in them for as long as possible, reduce their utility bills and have repairs and maintenance carried out regularly
- **Social and Community Life;** older people want more and varied opportunities to learn skills, to participate in recreational activities and have a voice in their community

Figure 14; SHR Engagement Survey/Q1 “what are the main things you want to achieve in supported housing?”



In October 2016, a ‘Local Conversation’ event was held with sheltered housing tenants. This session asked focussed questions about improving health, housing quality, maintaining independence and housing for older people with disabilities. Around 50 people attended the session with group discussions capturing a range of different views and experiences.

Tenants responses show clear understanding of the financial challenges that the Council faces. Numerous suggestions were captured around more efficient support provision, such as mentoring and befriending schemes, inter-generational activities to upgrade gardens and communal areas, supporting moves to other parts of the country such as the seaside for their retirement years. There was also a number of suggestions and questions about downsizing, having live-in volunteers to support tenants and changing support to cater for the needs of an increasing population of frailer tenants.

### Site Visits

During the analysis period, brief service visits were conducted in a large proportion of older people’s schemes to understand the environments, buildings and communities where our older people live and receive support. Generally, older people’s supported housing is situated amongst, but slightly separate from general needs housing. Sites appear generally

well managed, with well kept communal spaces and measures in place to ensure security. This is especially evident in schemes provided by external providers, with Sanctuary and ASRA providing high-quality physical environment.

Within HfH managed schemes, there is obvious disparity between schemes in the East and West of the borough, with those in the East typically being older, less secure (e.g. two schemes have public walkways running through them and accompanying higher burglary rates in the scheme) and lacking some of the aspects that make this type of provision preferable for older people; communal gardens and low-rise buildings. However, schemes in the East of the borough had the most visible signs of community, with residents keen to ask the purpose of the visit, chatting together over fences and working on communal gardens. There is a large amount of communal space in sheltered housing services, large lounges, gardens and activity rooms that appear, at a glance, to be underutilised. Given the need for increasing capacity, opportunities to maximise the potential of these spaces should be explored.

### 7.4 Learning Disability

The impact of an aging population is anticipated to be exacerbated amongst those with learning disabilities. Higher levels of social and economic exclusion, for example from employment and education in earlier life will likely lead to more frequent use of acute and costly public services as older people. Analysis by the Foundation for People with Learning Disabilities notes that issues such as social isolation and loneliness that affect many older people are likely to be especially true for people with learning disabilities, many of whom have small social circles and may rely on support to make and maintain these connections.<sup>6</sup>

Discussions with carers and social workers suggest that people with learning disabilities want more choice in where they live and how they receive support.

Service users report ‘increasing independence’ as a priority in the support they receive. They request more opportunities to learn new skills and

<sup>6</sup> <http://www.learningdisabilities.org.uk/help-information/learning-disability-a-z/a/ageing/>

practice others and want genuine choice and control in how they live their lives. Carers report that learning disabled service users are often left out of consultation and engagement activities because they cannot engage in the 'normal' way.

There is a definite lack of diversity in the supported housing and move-on options for people with learning disabilities and what is in place retains a somewhat paternalistic approach to care and support with only sporadic focus on positive risk-taking. This is changing with the ASC transformation programme, but more could be done in supported housing to promote and enable independent living for this cohort. There is particularly little choice for service users with multiple needs, for example the co-morbidity of learning disability and mental health diagnosis or physical disability.

Discussion with HRS and ASC colleagues suggests that the referral and eligibility criteria for HRS services have not been refreshed in line with changing ASC thresholds and priorities. Therefore it's likely that current demand is not being met by this type/level of provision as suitable referrals cannot be found that meet this criteria.

### **Service User Insight**

As part of the review, a session was held at Markfield Community Centre with learning disabled adults who live in supported housing. 6 people attended the session and a range of topics relating to their housing were explored.

Attendees at the session feel proud to have their own front doors, they want the choice to decorate their homes as they like and spend their time as they like. They want support to do this and feel this support should fit around them and not the other way around. Attendees discussed the vital role support activities and services play in their lives; the majority expressed anger about the scale of cuts to these services. They made the connection between loss of services and isolation, which was particularly the case for two service users who did not have the support of a family. Attendees wanted to be understood by social workers, have support that genuinely recognises who they are, what they are capable of and that helps them to 'do more than survive'.

### **Support Needs**

Learning disabilities are part of a wide variety of conditions and have significantly different effects and impacts on individual lives. However, supported housing for people with learning disabilities in Haringey is commissioned in traditional residential care models, with the popularity in supported living seeing an increase in 2-4 bedroom house conversion into flats for 2 or 3 people. Supported Housing for people with learning disabilities is typically provided as a housing solution, with no expectation that people will move on from the service with increased independence. Provider feedback suggests that support models vary very little between service types.

Understandably, service users and carers would like to see more diversity in supported housing and a focus on learning new skills where this is achievable and realistic. They suggest that increasing diversity in the types and models of provision available could be dually beneficial, e.g. offering more disabled young people the chance to live independent fulfilling lives in their own tenancies or very small shared properties could in turn, free up high-cost supported living placements for those most in need. Cross-departmental exploration of what it might look like to disentangle support from designated settings for some learning disabled services users could be beneficial.

Work to examine the individual circumstances of the most high-cost placements is underway as part of the Adult Social Care transformation programme. As part of the SHR, a small dip sample of high-cost LD supported housing placements was conducted, concluding what can be easily quite easily assumed; those with the highest and most complex needs have the highest costs. In real terms this relates mostly to people with co-morbid mental health conditions, autistic spectrum disorders, violent and aggressive outbursts, delusions and suicidal ideation, 'pickers' and hoarders, those with long-term physical health conditions etc.

### **Site Visits**

As providers commissioned by both ASC & HRS, LD Providers A and C were visited during the review. Provider A delivers a range of service types

in both converted residential properties and purpose-built supported housing schemes. Provider C's service was reflective of the supported living model typically commissioned in Haringey, a converted 3 bedroom house used to provide support and accommodation to two adults. A third room was empty at the time due to issues finding a suitable referral.

A visit to LD provider A highlighted good quality accommodation situated on a quiet residential street. Staff were not on-site 24 hours per day and the majority of clients had small social care packages and were reasonably self-sufficient. A discussion took place as part of this visit about service user aspirations and skills; many service users are only prevented from moving on because there is no expectation or avenue for them to do so in a planned and supported way. The buildings visited are a valuable resource, with offices, accessible rooms and bathrooms as well as generous proportions. If a suitable independent-living option was available there would be value in considering redesignating these properties for a higher-needs cohort.

LD Provider C had made numerous adaptations to personalise each flat/room to meet the needs of the two residents living there. Each had adaptations specific to their physical and mental health needs, which compensated for the fact that the building was not intended for this purpose but at a very high financial cost. The vacancy at the service was long-term and due to the fact that bathroom facilities would have to be shared with an existing resident. The existing resident was unable to share facilities for a number of reasons and this meant the service was holding a long-term void. This issue was something mentioned by a number of providers and commissioners and is one contradiction of the assumption that supported living is necessarily cheaper than residential care.

Haringey recently completed some refurbishment projects on HRA properties to make it more suitable for supported living. During 2012-2015, 9 properties with the ability to accommodate 30 learning disabled people were redeveloped from general needs stock. Although these schemes are welcomed and much needed, professionals commonly hold the view that high-cost occurs due to holding voids in smaller properties to alleviate issues with sharing facilities or because of unmet access requirements.

Feedback from Haringey providers and stakeholders pointed to an overall need for purpose built environments for supported living. The project team were invited to visit Leigh Road, a purpose built supported living scheme in Islington as an example of best practice. The service, a council-owned but externally commissioned service, accommodates 19 people with a variety of learning disabilities. The service was created via a capital development project starting in 2012 and is an inspiring example of the quality of service that could be provided to people with learning disabilities when partnership, independence and choice are the key tenets of service design.

### Day Activities

In autumn 2016 the majority of learning disability day centre provision in Haringey will close. It is expected that people with learning disabilities who live in supported housing will now participate in day activities provided where they live or in other community-based activities. Stakeholders and carers expressed concerns about the likely increase in social isolation for some people, particularly for those with little family support and those who live in very small services where no activities are provided.

## 7.5 Mental Health

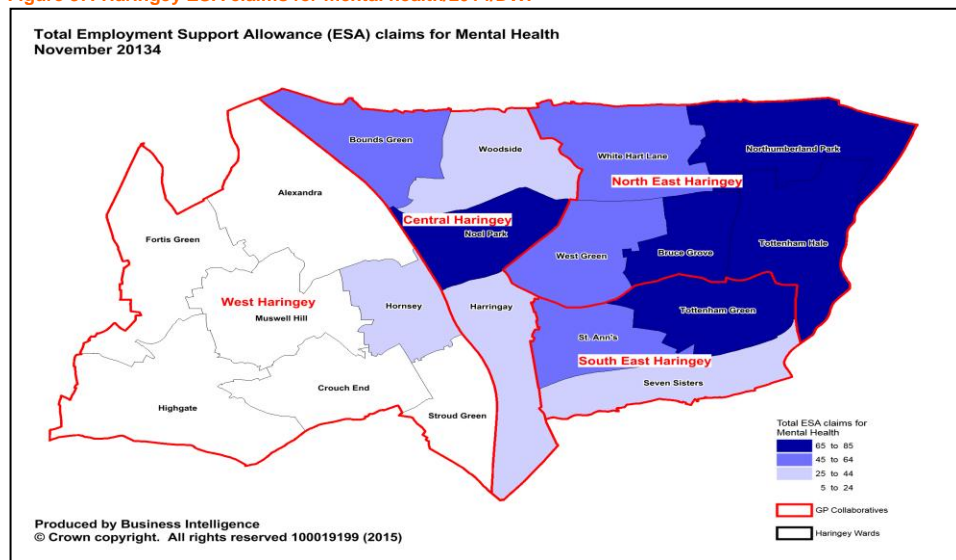
The Pathway model in Haringey's mental health supported housing should offer a significant improvement on the previous model for this cohort. It provides differing levels of support, from 24-hour forensic services to floating support and aims to offer service users a more coherent pathway back to independence. The pathway is in its infancy and professional intelligence suggests that there is a need to align the strategic priorities between housing and social care to make the best use of the provision; currently communication is inconsistent and transitions between supported housing and care pathways do not seem to be consistently well managed.

Figure 37 shows the location of ESA claims for mental health conditions in 2014. This map and those representing housing need, unemployment and health outcomes show a very similar picture and act as a reminder of the well-documented links between mental illness, poverty and race<sup>7</sup>.

<sup>7</sup> 'Ethnic Inequality in Mental Health', Lankelly Chase Foundation, (2016)



Figure 37: Haringey ESA claims for mental health/2014/DWP



In HRS commissioning, there is an opportunity to address demand for mental health supported housing as part of its preventative agenda; for example by targeting community-based early intervention and prevention services to those with the highest vulnerability to mental health conditions; broadly Black British and African men aged 25-49 living in the east of the borough.

Eligibility thresholds for supported housing are increasing, to prioritise those in highest need with limited resources. This is likely to result in men, who experience the highest prevalence of severe psychotic disorders and interrelated offending and substance misuse, being prioritised for adult social care placements and high-support forensic services within the pathway. Subsequently women, who make up a smaller proportion of those in supported housing are less likely to meet eligibility thresholds for specialist provision and be too complex for generic services. Neither the pathway nor supported living portfolios operate any women-only services and this results in a failure to address gender-specific issues relating to

homelessness, harm and health. Data and feedback from providers suggests this is a small but significant gap, with vulnerable women being delayed from leaving medium secure units due to lack of suitable supported housing placements and abandoning placements frequently as they find it difficult to cope. The particular gendered vulnerabilities of women with complex mental health needs are acknowledged in research<sup>8</sup> and policy for the cohort.

Feedback also suggests that an area of underdevelopment for this cohort is preventative peer support, e.g. self-organising peer support groups (especially around particular identities such as LGBT, ethnicity, gender) & befriending and mentoring schemes. Too many service users were known to services for extended periods before moving in to supported housing and there is every indication that homelessness could be prevented more effectively if an intervention had been offered at an earlier stage.

### Service User Insight

Two scoping sessions were held with women in supported housing as part of the review, focussing on what gender specific support might look like in supported housing and how it might be achieved. Women felt strongly that supported housing should encourage contact with family and other support networks, help women rebuild self-confidence through activities like yoga, mentoring and adult education and lastly to reconnect with aspects of themselves that are often forgotten in times of crisis; exercise, pampering and recreation.

They felt strongly that supported housing environments should feel therapeutic, decorated in calming colours and designed with the needs of people with complex histories of trauma and abuse in mind. They felt that this should be reflected when designing entry systems, lighting, garden spaces and interview rooms so as to encourage people to open up, feel safe and build rapport and trust.

### Hospital Discharge

<sup>8</sup> 'Domestic and sexual violence against patients with severe mental illness', Khalifeh et al, (2015)

Delayed discharge from mental-health wards is one of the key areas of unmet need within supported housing services according to all stakeholders involved in the needs and gaps analysis. However, it is unclear exactly how many people are affected by a lack of bedspaces as opposed to a heavily bureaucratic system of referral and assessment, coupled with issues of financial responsibility. HRS Commissioners have asked for information on individual blockages but this hasn't been forthcoming.

12-units of sheltered housing are currently reconfigured as step-down accommodation commissioned by ASC. These units were intended as a short-term intervention for people leaving hospital, either to re-stabilise them before they returned home or as an intermediary option whilst awaiting a supported housing placement. However, intelligence suggests there is a lack of professional communication and joint working around these beds resulting in all 12 beds being blocked, all service users having lived there for more than 6 months. The responsibility for these units sits with Adults Social Care; however it is clear that a coordinated response from housing and social care colleagues would be most beneficial to make the best use of this resource. This results in high-cost reactive spot purchasing of step-down accommodation (often out of borough) by the NHS Trust. It also typically prevents people from a smooth transition out of hospital, preventing them from moving forward and learning new coping strategies to reduce likelihood of relapse.

Feedback from providers and carers suggests that this is often because mental health supported housing is not able to manage the complexity of need of some patients; those with co-occurring learning disabilities or accessibility needs are very difficult to place and many remain in long-term temporary accommodation at very high weekly cost. This again points to the need to identify opportunities for capital development, with an invest-to-save foundation.

## 7.6 Young People

The available data raises questions about the overall efficacy of the young people's pathway. This sentiment was echoed by providers, commissioners and lead referrers, with particular attention being drawn to

issues with throughput, evictions and abandonments and the suitability of a fully-catered large foyer at the centre of provision.

Feedback from Children's Lead Managers suggests that the foyer service is unsuitable for a significant proportion of young people leaving care, leaving the brokerage team with no choice but to commission expensive spot purchase placements. Social workers feel the service is unsafe for many of their young people, particularly vulnerable young women and the gang affiliated. They raised concerns that the approach to eviction in the Pathway puts their young people at risk of failure for preventable problems e.g. broken LHA claims.

They felt that young people with more complex needs such as learning difficulties and offending histories were refused in general by the youth pathway and on some occasions young people have been placed in the adults Substance Misuse and Offending Pathway which they felt was inappropriate.

### Service User Insight

An engagement session was held with young people living in supported housing in October 2016, using a semi-structured interview approach. 12 young people completed the interview and a further 7 engaged in a group discussion at the end of the session.

It is clear that young people feel trapped in supported housing, with few opportunities and little hope of moving-on successfully. They discussed how they felt demotivated, misunderstood and uninspired; many felt these feelings came from the physical environment and lack of opportunity to participate in aspirational activities.

Attendees at the session were overwhelmingly young black men and they described how race affected their experience in supported housing and in the community in which they were now living; a predominantly white and affluent area of the borough. They expressed a desire to work with support staff who could be role models, who came from their communities and who could identify with their experiences.

### Site Visits

Following verbal feedback, a site visit to the foyer service was arranged to understand the nature and environment of the building and support provided therein.

The physical environment of the foyer is no longer fit for purpose. Despite efforts to improve the building, it is institutional, insecure and old-fashioned and can no longer provide the type of support required by vulnerable young people.

Senior Managers acknowledged the challenges of safeguarding very vulnerable young people; the front doors are insecure and although security staff are employed confidence in building security is low. Young people expressed this view very clearly and gave numerous examples of non-residents being in the building. This is a key reason that social workers gave for their reluctance to refer vulnerable young people to the pathway, especially those at risk of exploitation by others or who are fleeing violence.

The service is fully catered; this prevents young people developing independent living skills around cooking, shopping and budgeting. There is one small training kitchen, which during my visit didn't appear to be used very often. The IT Suite was closed due to disrepair during the visit, and again on my second visit months later. The purpose of a Foyer is to improve access into education and employment, but with a weekly rent in excess of £250 this is counter-productive for young people in the foyer. Currently 24% of those in the service are working, with average arrears of £187.27 each.

## 7. Analysis

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Haringey is changing and the supported housing provision of the future must change to reflect the new and more complex needs of our vulnerable residents. Both housing-related support and social care commissioners manage a range of good quality and strategically relevant services for vulnerable people that despite financial pressures continue to achieve positive outcomes in the main. A more joined up contract monitoring and commissioning approach between the two teams could build on this; generating more robust evidence of outcomes, building trust and confidence between the council, residents and stakeholders.

### Client Needs

Our current **older people's** supported housing services were built and commissioned in different social and economic times and no longer fully caters for those who need them. There are pockets of excellent practice in the borough but in the main there is a lack of innovation that can be seen elsewhere in the country. A need for improved innovation is recognised and welcomed by our older people's provider base. However, support being intrinsically linked to designated settings has resulted in a gap in preventative, home-based support that properly enables older people to stay in their homes, where they want to be, for as long as possible.

Some groups in the borough are in need of more specialist provision to support them as they grow older, particularly to address social exclusion and isolation. In the main, this relates to people with mental health and learning disabilities who are ageing and diversifying in both ethnicity and gender. However, we also need to consider the particular needs of older women and our LGBT community, creating services that are actively positive about different identities and provide activities and support that brings people together. HRS and ASC colleagues have an opportunity to respond to these needs as part of the work to create alternatives to residential/nursing care.

Our **mental health** supported housing pathway is in its infancy; this gives us the opportunity to dynamically address operational and strategic gaps and blockages that have arisen, as a partnership between colleagues in Housing, Adults and the NHS. It is vital that delayed discharges from hospital are addressed, and the

mechanism in place to gain access to supported housing plays a significant role in this. The current step-down provision within the sheltered housing stock needs to be reconfigured to achieve its aims as a short-term intervention. Models that provide long-term housing solutions with flexible support options should be explored more to address concerns about the instability a short-term pathway presents for some service users.

Our **learning disability** services are providing support to some of the most vulnerable people in our community whose voice is often absent from decisions made about them. Demand for some types of supported housing is increasing, resulting in high-costs and long-term reliance on statutory support and care where what is needed is not available. Our current support models are dated and don't enable people to take positive-risks to build independence or contribute to their community. Haringey could diversify its supported housing offer for people with learning disabilities, exploring tenancy-support for people who may want to live independently as well as developing new supported living environments that are built with specialist needs of this group in mind.

The cohort of **young people** needing supported housing is getting smaller but more complex; this is an opportunity to develop innovative supported housing models that better enable successful transition to adulthood and make the most effective use of valuable resources. The current young people's pathway is underutilised and due to the physical environments it's provided in is unable to cope with the complexity and vulnerability within the current cohort. Supported housing for young people is preventative in all its aspects and taking the opportunity to break the cycle of homelessness and dependence at this stage will result in better health, employment and economic outcomes in future.

Whilst not directly within the scope of the review, the **Vulnerable Adults Team (now the Referral and Assessment Team)** has a pivotal role in the success of supported housing in the borough. Intelligence from referring agents, commissioners and providers suggests that the processes for referral, move-through and move-on (including evictions & abandonments) from the various pathways should be reviewed and revised to



meet the changing strategic priorities of the council and to prioritise the needs of the most vulnerable in times of stretched resources. Homes for Haringey have started work on a revised performance and outcomes monitoring process as part of the restructure into the new Referral and Assessment. This is a welcome development and will hopefully improve throughput and move-on from the various pathways.

### **Commissioning Practice**

Generally commissioning practice is well thought out. However, the needs analysis found that there are opportunities to achieve improved outcomes, value for money and provider relationships by adopting integrated and intelligent commissioning practice.

The data collected by commissioning teams is different, on different databases and with different points of focus; SPOCC is principally a provider database whereas MOSAIC is principally a service user database. What is expected of providers in respect of performance monitoring is different & it would be beneficial to streamline and align this as a commissioning tool and to demonstrate achievements against P2 and P5 of the Corporate Plan.

Joint and aligned commissioning of supported housing between ASC and HRS is in its infancy with no joint projects in the commissioning pipeline. The evidence detailed here suggests that more aligned support and care would benefit the populations for whom services are currently commissioned separately. In particular, joint commissioning should be explored for young people. This doesn't need to be onerous and should be used as an opportunity to broaden the reach of services and support models.. During the analysis many providers seemed keen for more direction from the council and felt unsure about how they could contribute to strategic priorities. Joint commissioning is more than just co-funding a service and it would be hugely beneficial for commissioners, providers and service users if both departments had a shared strategy and vision for supported housing.

### **Capital Development Process**

The lack of modern purpose built supported housing in Haringey results in higher costs due to unsuitability of placements for some client groups. There is a strong desire to modernise the built environments of supported housing in Haringey. To achieve this, a specific supported housing capital development plan could be a beneficial step forward.

There is also intelligence, supported by previous research, which suggests that some of the built environments of sheltered and community good neighbourhood schemes are not conducive to the needs of service users. However, it is not necessarily the built environment that makes a scheme popular or that embeds it into the local community. A balanced view of the dynamic between the built and social environments of individual schemes will be important in any methodology about the future of use of sheltered housing stock.

## 7.1 Headline Tables

The following tables present headline needs data and analysis for each of the client groups considered. Gaps identified here do not necessarily relate to the number of additional accommodation based units required. They relate to additional demand, which may or may not need to be met with supported housing depending on the spectrum of available services and models.

Older People		
Needs	Current Provision	Gaps
<ul style="list-style-type: none"> <li>Haringey has an ageing population; those aged over 50 projected to increase by 37.7% by 2030</li> <li>There is an ageing population of adults with more complex needs</li> <li>Over representation (32.4%) of older people from Black backgrounds compared to the general population (15.1%)</li> <li>40% of older people cited maintaining their independence as their main priority</li> <li>The majority of older people want a more personalised service</li> <li>HfH report that 87% of CGN and Sheltered tenants have very low or no support needs, only 1% of tenants seen for more than 3 hours p/w</li> <li>The number of older people in supported living placements has increased by 45% since 2013</li> <li>There are currently 10 people on the waiting list in need of wheelchair accessible homes, 80% of these have been waiting for more than 2 years.</li> </ul>	<ul style="list-style-type: none"> <li>Good mix of small local and larger national supported housing providers in the borough</li> <li>Current weekly unit costs range between £2-£28 for very similar models of HRS provision.</li> <li>All but one HfH managed scheme is Decent Homes compliant, however some of the stock is not ideal for this type of provision</li> <li>Void turnaround could be improved to maximise utilisation</li> <li>There are no allocated schemes for older people with more complex or specific needs.</li> <li>The council's Supported Housing Allocations Policy was revised in 2015.</li> <li>Very large waiting list for HfH managed Sheltered and CGN (197 applicants) with 49% and 70% of applicants on waiting list for more than 2 years with multiple refusals</li> <li>Contract monitoring &amp; data capture is inconsistent in both and across HRS &amp; ASC</li> <li>There are pockets of good practice, particularly in the enhanced housing management model of OP Provider A and OP Provider C's approach to supporting LGBT older people.</li> </ul>	<ul style="list-style-type: none"> <li>Current systems used to capture data about older people in supported housing are insufficient</li> <li>Providing a large low-support model is at odds with data about rising numbers of people with higher support needs.</li> <li>There is an over-provision in low-support units (around 298 units).</li> <li>There is around a 100-unit gap in provision between Sheltered and Extra Care for older people with additional but not residential care needs</li> <li>There is a shortfall in Extra Care provision in the borough (estimated around 200 units)</li> <li>There is a gap in provision of accessible sheltered housing (minimum 10 units)</li> <li>There is demand for more specialist, need-specific provision for older people e.g. with learning disabilities, or women only.</li> <li>The HfH Allocations Policy should have clearer eligibility thresholds &amp; a specific refusal/offer clause for sheltered housing.</li> </ul>

Learning Disability		
Needs	Current Provision	Gaps
<ul style="list-style-type: none"> <li>Population of people with LD set to increase by 17.9% by 2030</li> <li>Population of older people with LD set to increase 43% by 2030</li> <li>Average 40 learning disabled young people transition from Children's to Adult's Social Care each year</li> <li>Over representation of people from Black African and Black Caribbean backgrounds</li> <li>The number of people in supported living placements has increased by 48% since 2013</li> <li>Not enough engagement with LD population in consultation or service design</li> <li>Carers and providers feedback a need for increased focus on independence for those who are able</li> <li>There are 30 current out-of-borough LD placements</li> <li>Adults in supported living have widely varied needs – there are currently 17 LD supported living placements that cost ≥£1.5k pw</li> </ul>	<ul style="list-style-type: none"> <li>Majority of provision commissioned by ASC</li> <li>Good mix of small local and larger national supported housing providers in the borough</li> <li>Current weekly unit costs range between £72-£285 for HRS provision.</li> <li>Current weekly unit costs range between £160.76 - £3549.57 Supported Living provision</li> <li>There are no allocated schemes for older people with LD</li> <li>Voids in HRS do not reflect reported demand elsewhere</li> <li>Issues with VAT as a referral agent, lack of appropriate referrals</li> <li>Eligibility criteria of services is outdated</li> <li>Contract monitoring practice is inconsistent &amp; minimal commissioner-provider relationship building</li> <li>Shared Lives has recently been recommissioned and expanded (April 2017 start)</li> <li>Supported Living has recently been recommissioned via Framework Agreement</li> </ul>	<ul style="list-style-type: none"> <li>There is a lack of diversity in supported housing available for people with learning disabilities</li> <li>There is a significant gap for adults with learning disabilities to live independently</li> <li>Based on population projections there is a need for 40 additional supported units by 2030</li> <li>There is a need for at least 50 supported units to support transitions from residential care</li> <li>There are no gender or age specific services for this cohort but intelligence suggests there should be</li> <li>There is a shortfall in Extra Care provision in the borough (estimated around 200 units) with a further shortfall for working-age adults</li> <li>The current sheltered housing model may not be suitable for older people with LD</li> <li>There is a gap in the amount of preventative support available to people to prevent carer relationship breakdown/evictions</li> <li>There is a gap in purpose built environments for supported living</li> </ul>

Mental Health		
Needs	Current Provision	Gaps
<ul style="list-style-type: none"> <li>• Population of people with two or more psychiatric conditions set to increase by 20% by 2030</li> <li>• Vast over representation of Black African and Black Caribbean men</li> <li>• 116% increase in VAT referrals into HRS mental health supported housing</li> <li>• The number of people in supported living placements has increased by 83% since 2013</li> <li>• 6 people at any time delayed from hospital discharge due to lack of supported housing</li> <li>• Move-on from supported housing is reliant on ‘proving’ independent living skills that are unrealistic and fluctuating</li> <li>• There are 50 current out of borough MH supported living placements</li> <li>• Disjointed pathways into &amp; between care and support services resulting in missed opportunities for prevention &amp; early intervention</li> <li>• Women with complex mental health, drug and trauma needs are in a cycle of homelessness &amp; harm; gender-based support is not available</li> </ul>	<ul style="list-style-type: none"> <li>• Newly commissioned mental health accommodation pathway in place (April 2016)</li> <li>• Supported Living due for recommissioning via Framework Agreement (June 2016)</li> <li>• Good mix of small local and larger national supported housing providers in the borough</li> <li>• Current weekly unit costs range between £83.52-£224.42 for HRS provision.</li> <li>• Current weekly unit costs range between £141.29 - £1820.00 Supported Living provision</li> <li>• There are no allocated low-to medium support schemes for older people with mental health needs</li> <li>• There are no specific services based on gender, ethnicity or age despite relationship between victimisation and mental health</li> <li>• Support is intrinsically linked to buildings not individuals</li> <li>• Operational priorities between HRS and ASC are not aligned, resulting in issues with prioritising high-risk/cost service users for pathway</li> </ul>	<ul style="list-style-type: none"> <li>• There is a minimum need for an additional 51 supported units for people with MH by 2030</li> <li>• There is around a 10-unit gap for a specialist service for women with complex needs around trauma</li> <li>• There is a gap in referral practice &amp; multi-agency communication to reduce hospital bed-blocking as a priority for the mental health pathway</li> <li>• There is a gap in the amount of specialist tenancy based support i.e. not intrinsically linked to a buildings</li> <li>• There is a significant gap in early intervention/prevention support to reduce demand for supported housing &amp; prevent hospital admissions</li> <li>• The current sheltered housing model is not suitable for many older people with LD and mental health</li> <li>• There is a gap in provision for individuals with co-morbid mental health and physical disabilities</li> </ul>

Young People		
Needs	Current Provision	Gaps
<ul style="list-style-type: none"> <li>• 26% decrease in number of young people leaving care since 2011</li> <li>• Approximately 100 young people leaving care in need of supported housing in 2015</li> <li>• There will be a 22% increase in demand from LAC leaving care in the next three years</li> <li>• Increasing proportion of young people with more complex needs; offending, learning difficulty &amp; gang affiliation</li> <li>• High-rate of eviction (55% of all move-on) in pathway services</li> <li>• High rate of abandonment (13.5% of all move-on) in pathway services</li> <li>• Increasing number of vulnerable people unsuitable for larger services but access to accommodation in smaller services is often difficult</li> <li>• Care Leavers social letting quota not fully utilised because young people not ready to live independently</li> <li>• Need to maximise opportunities to practice &amp; embed independent living skills whilst in supported housing</li> </ul>	<ul style="list-style-type: none"> <li>• Current weekly unit costs range between £72-£285 for HRS provision.</li> <li>• Current weekly unit costs of £290.94 pw for Semi-Independent Provision</li> <li>• The tri-borough LGBT service is innovative and well utilised but improvements need to be made in referral practice</li> <li>• High void rate in the rest of the pathway - not reflective of demand from care leaver cohort</li> <li>• Multi-agency communication and referral practice to achieve joint outcomes is fractured</li> <li>• Pathway approach is not evident - limited moves through services in a tapered manner</li> <li>• Eligibility criteria of services excludes those most in need of support, unable to cope with high-risk/vulnerability individuals</li> <li>• Semi-independent accommodation has recently been retendered using the 'dynamic purchasing system'</li> </ul>	<ul style="list-style-type: none"> <li>• The current model of young people's services is not meeting the needs of many service users or the local authority, as evidenced by utilisation, evictions and referral issues.</li> <li>• There appears to be a decreasing number of units required overall but an increased need for diversity of location &amp; support level</li> <li>• The foyer building is not fit for purpose for current or future cohorts</li> <li>• There is significant demand, evidenced by intelligence &amp; data, for smaller medium-high support units – e.g. for young women, those with learning difficulties and those who present a high-risk</li> <li>• Referrals, move-through and move-on are not being managed in accordance with strategic priorities</li> <li>• There would be distinct benefits in joint commissioning supported housing for care leavers and young people</li> <li>• <u>Operational:</u> Evictions and abandonments need to be closely monitored and a pathway-wide approach to preventing evictions drawn up</li> </ul>

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**HOUSING SUPPORT TRANSFORMATION**  
**Recommendations Framework**  
**Appendix 3**

Date: March 2017

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## 1 Introduction

### 1.1 Context

Haringey has a refreshed strategic direction in the form of the Corporate Plan 2015-18 'Building a Stronger Haringey Together'. The plan places emphasis on the impact of cross-cutting prevention, early intervention, independence and capacity building opportunities for Haringey residents.

Completion of the Supported Housing Review was an objective under Priority 5 of the Corporate Plan. Due to the interconnected relationships between housing, health, support and social care, the Supported Housing Recommendations Framework will be jointly owned & underpinned by Priorities 2 and 5, with Priority 1 playing an important role in steering the development of housing support interventions for care leavers and homeless young people.

**Priority 1:** *Enable every child young person to have the best start in life, with high quality education*

- Children and young people will be healthier, happier and more resilient and those who need extra help will get support at the right time
- Children and families who need more support will be helped earlier before issues escalate

**Priority 2:** *Enable all adults to live healthy, long and fulfilling lives*

- Strong communities, where all residents are healthier and live independent, fulfilling lives
- Support will be provided at an earlier stage to residents who have difficulty in maintaining their health and wellbeing

**Priority 5:** *Create homes and communities where people choose to live and are able to thrive*

- Prevent homelessness and support residents to lead fulfilling lives
- Drive up the quality of housing for all residents.

The Council is operating in an environment of unprecedented change. There is increasing pressure to make savings that affect the revenue funding available for housing support and care. The Care Act (2014) and the Council's Medium Term Financial Plan (MTFP) set challenging targets for transformation in Adult Social Care. Supported housing and housing support have a significant role to play in enabling transition from residential care for adults with disabilities and preventing homelessness in the first instance that puts pressure on supported housing services.

As well as the pressure on revenue funding, the demand for temporary accommodation for homeless households and increasing demand for Extra Care for older people and adults with severe disabilities places competing pressure on the Council's physical assets. It is crucial that Council housing stock is utilised effectively to reduce the cost of placing people in temporary accommodation elsewhere. It is also crucial that opportunities to develop much

needed specialist housing on Council owned sites are realised, to offer high quality care and support services that meet the needs of current and future populations.

This document sets out the proposed strategic framework from which to rebalance housing support need and availability in challenging economic circumstances, whilst making best use of available opportunities and best practice. It proposes a transformation of supported housing and housing support that addresses the need to manage demand and maximise independence for vulnerable adults. The transformation proposed includes change to both the provision and commissioning practice around supported housing, towards a sustainable housing support offer that recognises the value of preventative support but that ensures those with the greatest support and care needs remain our focus.

## 1.2 Background

The Supported Housing Review commenced in December 2015, exploring Haringey's supported housing provision with the end goal of delivering a set of recommendations for change. This report describes those recommendations and the strategic framework that will drive their implementation.

Phase One of the review delivered [Project Initiation](#); clearly defining the scope, outcomes and deliverables of the project in addition to bringing together a governance structure. Phase Two concluded in July 2016 with a comprehensive [Needs & Gaps Analysis](#), following a range of engagement and research activities.

The analysis showed that whilst supported housing in Haringey provides an important service to vulnerable adults there are significant areas of unmet need due to the pace of change within the Haringey population as well as the national political context. This need makes a compelling argument for a broad change of direction in housing support commissioning to address the following issues;

- **Cost-effective resource;** supported housing is undoubtedly a cost-effective resource that reduces and manages demand on a range of other acute and reactive housing and social care service provision. Currently though, valuable supported housing assets are not enabling the Council to respond to vulnerability, housing, health and community safety issues early enough. Assets could be better used to reduce the pressure on temporary accommodation, residential and nursing care facilities.
- **Reactive not preventative;** despite the preventative intention of housing related support, most people who access supported housing do so after a period of crisis rather than to prevent one. Additionally, the majority of floating support is provided to people living in temporary accommodation and thus equally reacting to, rather than preventing, homelessness.
- **Ageing models of support;** many of the supported housing delivery models in place have not changed for a long period of time and are no longer in line with best practice or the current or projected needs of vulnerable Haringey residents. This has resulted in an imbalance between the amount and type of housing support available and what is actually needed.
- **Low expectations for residents;** aspirations for vulnerable people in supported housing were typically felt to be low, with limited options for increasing independence and inclusion and high rates of eviction, abandonment and repeat stays in supported housing for some client groups. For people with particularly complex needs, services are not encouraged to think innovatively or take positive risks to secure housing & health outcomes where traditional methods have not been successful.
- **Inefficiencies;** a lack of integration between housing support and social care leads to inefficiencies, with clear opportunity to improve and streamline practice. A lack of coherence across support and care pathways results in the low utilisation of some types of supported housing even where demand is high elsewhere. Performance, outcomes monitoring and data collection practices do not provide sufficiently useful or good quality evidence to enable effective commissioning.

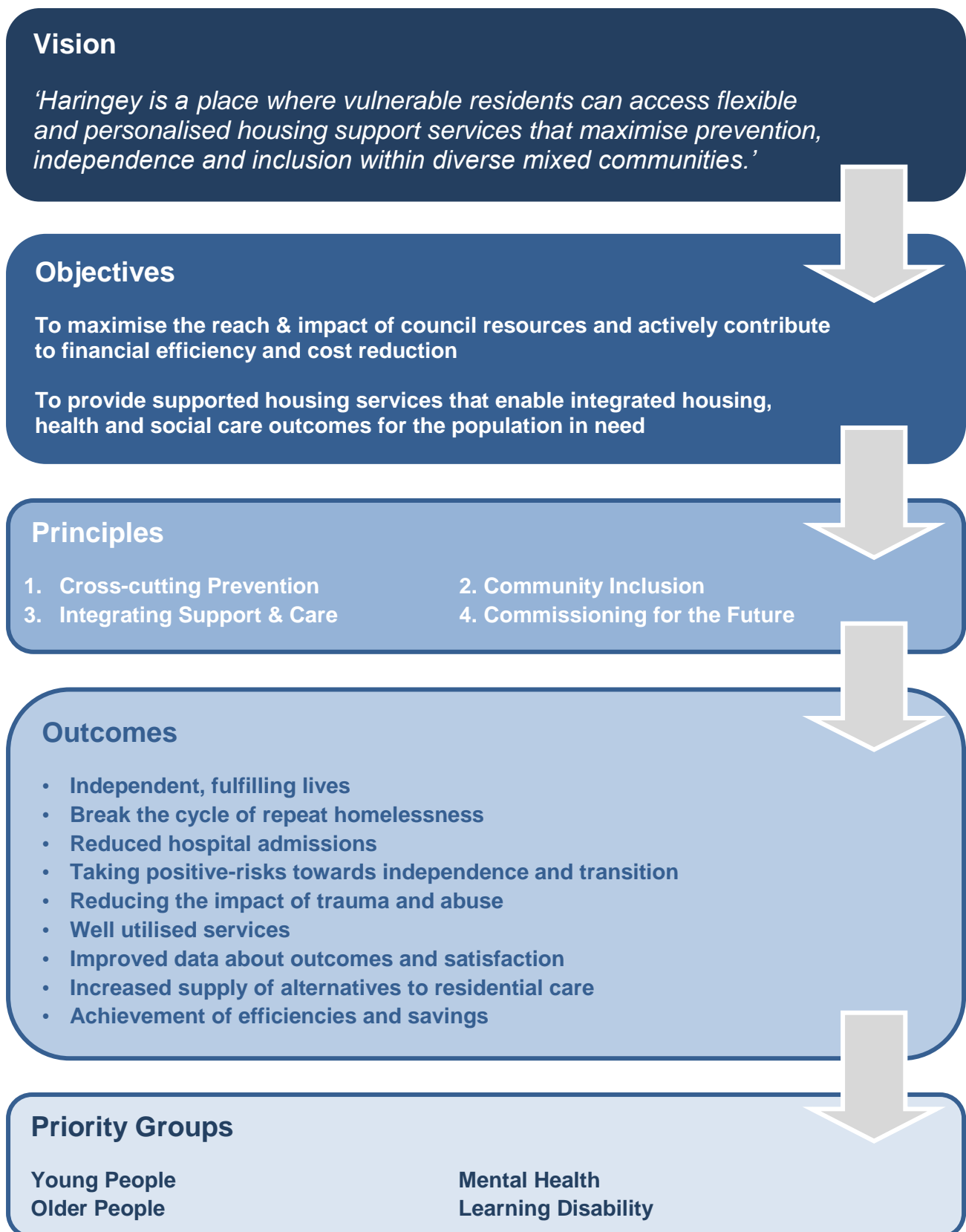
Figure 1

Area	Overview Needs & Gaps	Supply & Demand
<b>Older People</b>	<ul style="list-style-type: none"> <li>• Low demand for low support accommodation</li> <li>• Higher demand and low availability of floating support and appropriately timed aids &amp; adaptations</li> <li>• Increasing demand for supported housing for those with higher support</li> <li>• Gap between supported &amp; care provision (Extra-Sheltered)</li> <li>• Under-utilisation of communal spaces</li> <li>• Significant disparity between quality/suitability of schemes across borough</li> </ul>	<ul style="list-style-type: none"> <li>• Over supply of 300 units of low-support provision</li> <li>• Gap for 200 units of Extra Care provision</li> <li>• Gap for sheltered housing for people with LD and MH</li> </ul>
<b>Young People</b>	<ul style="list-style-type: none"> <li>• Lack of specialism in current support provision around risk, vulnerability, education, training and employment (ETE) and health</li> <li>• Current pathway not meeting needs of the most vulnerable &amp; in need</li> <li>• High rate of tenancy failure in care leavers</li> <li>• High rate of eviction &amp; abandonment in all supported housing types</li> <li>• Need for purpose built, age-specific provision for the cohort of young people/care leavers</li> <li>• Current commissioning for this group is high cost &amp; low yield</li> <li>• Gap in supported housing for young parents</li> <li>• Need for 'crash-pad' provision for young people in short-term housing crisis</li> </ul>	<ul style="list-style-type: none"> <li>• 60 young people leave care annually, with 'bulge' anticipated 2017-2020</li> <li>• 40 homeless young people referred to pathway each year</li> <li>• 10-15 young parents without supported housing offer</li> </ul>
<b>Learning Disability</b>	<ul style="list-style-type: none"> <li>• Low demand for low-level preventative supported housing</li> <li>• High demand for supported living units now &amp; in future</li> <li>• Gap in choice &amp; control of supported housing options</li> <li>• Very few independent living options</li> <li>• Gap in availability of gender &amp; age specific services</li> <li>• Gap in provision of social inclusion and wellbeing activities</li> </ul>	<ul style="list-style-type: none"> <li>• A further 63 units by 2018 (MTFP)</li> <li>• Additional 40 units by 2030 (pop growth)</li> <li>• 50/60 young people with LD transitioning to Adult Care each year</li> </ul>
<b>Mental Health</b>	<ul style="list-style-type: none"> <li>• Increasing demand at low-medium-high support levels</li> <li>• Success of Housing First pilot</li> <li>• Need to address sluggish access &amp; assessment processes</li> <li>• Need to reduce delayed hospital discharge</li> <li>• Small cohort of women with unmet complex needs around trauma</li> <li>• Gap in integrated floating support to enable move-on for those who need medication support</li> <li>• Expectation to 'prove' tenancy readiness stunts move-on</li> </ul>	<ul style="list-style-type: none"> <li>• A further 145 units by 2018 (MTFS)</li> <li>• Additional 51 units by 2030 (pop growth)</li> </ul>

## 2 Transforming Housing Support

### 2.1 Vision Model

Figure 2



## 2.2 Objectives & Outcomes

Although underpinned by the overarching priorities and objectives of the Corporate Plan, the Housing Support Transformation programme has two discrete objectives, with the intention of enabling measurable and focussed outcomes for vulnerable residents and the Council. How outcomes will be measured is outlined in [Section 3.1](#)

Figure 3

Objectives	Outcomes
<i>'To provide supported housing services that enable integrated housing, health and social care outcomes for the population in need'</i>	<ul style="list-style-type: none"> <li>• Vulnerable adults will feel they that their housing support enables them to lead fulfilling and independent personal and social lives</li> <li>• Vulnerable adults will be offered supportive interventions that prevent and/or break the cycle of homelessness and tenancy failure</li> <li>• Reduced acute admissions to hospital for adults with housing support needs, by intervening in health and housing issues earlier</li> <li>• Adults with disabilities will be encouraged to take positive risks to move-on in their lives and transition from high-lower support services</li> <li>• Women with complex needs will be supported to holistically address the impact of trauma and abuse</li> </ul>
<i>'To maximise the reach &amp; impact of Council resources and actively contribute to financial efficiency and cost reduction'</i>	<ul style="list-style-type: none"> <li>• Supported housing services will be well utilised with low void periods, efficient throughput and well managed referral processes</li> <li>• Improved data about the people who access housing support, their outcomes and satisfaction with the service will be utilised to inform future commissioning</li> <li>• Increased supply of viable alternatives to residential care for adults with disabilities</li> <li>• The housing support and care market will be dynamic and responsive to the boroughs commissioning needs</li> <li>• Commissioning will achieve financial savings by remodelling housing support in line with assessed needs and gaps</li> </ul>

## 2.3 Principles

The transformation of housing support is based on a vision of included communities, where residents with additional needs are empowered to thrive. Building and strengthening networks of family, social and locality-based support will prevent housing and health crisis and respond proactively to long-term needs to prevent costly escalation and dependence.

To achieve this vision, the Council proposes to adopt principled commissioning practice to create a spectrum of more integrated housing support and accommodation that better meets short and long-term need with an overarching preventative trajectory.

- **Cross-cutting Prevention;** using the Prevention Pyramid model ([Figures 9 & 10](#), pg 18-19), housing support services will support prevention in multiple housing & health areas; preventing homelessness, reducing demand on supported housing, and preventing escalation into residential care and unplanned hospitalisation. The transformation programme will create a more preventative housing support offer,

proactively supporting at-risk groups & reducing the social & financial cost of homelessness and housing crisis.

- **Integrating Support & Care;** bringing together services, professionals and commissioning functions will create more robust pathways of housing support & care. This approach will ensure that people don't 'fall through the net' between services, offer opportunities to secure better value for money and efficiency as well as taking greater advantage of available best practice and innovation
- **Community Inclusion;** housing support should reduce social exclusion, isolation, stigma and multiple disadvantage by securing housing, work and wellbeing opportunities that bring diverse people and services together. Encouraging supported housing services to work together to create volunteering, employment and relationship-building opportunities that will outlast someone's stay in supported housing, building resilience in our communities and fostering good relationships between Haringey's diverse cultures, identities and experiences.
- **Commissioning for the Future;** maximising the reach of revenue funding and capital assets to meet the changing demographics and support needs of Haringey residents. Commissioning will deliver improved value for money, work more collaboratively to achieve innovation and create a housing support sector that is responsive to the changing political and economic landscape.

## 2.4 Universal Recommendations

The Supported Housing Review [Needs and Gaps Analysis](#) identified four groups where there are immediate opportunities for change and improvement using the strategic principles outlined above. Figure 4 (pg. 11) identifies the specific recommendations for each of those client groups and Figure 5 (pg. 12) shows how each recommendation aligns with the strategic principles.

In addition to recommendations for individual groups of people who use supported housing there are five overarching and universal recommendations for change across the supported housing portfolio, as follows;

### **Recommendation1:**

Create a **Supported Housing Tenants Charter** that sets out our commitments to supported housing service users affected by change as part of this programme. It should recognise the intersecting identities and experiences of vulnerable people, give a platform to marginalised voices and embed co-design as the route to achieving a transformed supported housing offer in Haringey.

To ensure supported housing tenants are involved, informed and assured of our commitment to improvement, it is proposed that a **Supported Housing Tenants Charter** be produced. As well as detailing the explicit commitments and opportunities for supported housing tenants, the Charter will act as a pledge to actively involve, empower and give voice to marginalised people such as adults with learning disabilities and women with complex histories of homelessness and trauma. It is proposed that the development of the Charter be led by the Supported Housing Review Members Working Group in partnership with supported housing service users and Council officers.



**Recommendation 2:**

Amend the current **social lettings quotas** for people leaving supported housing to create more distinct groups and accurately reflect data on need.

The Annual Lettings Plan 2017/18 will describe a rebalanced and refreshed quota for the allocation of social lettings that reflects usage and current need from vulnerable priority groups. Current quotas are under-used and there is no clear eligibility criterion for accessing them from supported housing. The proposals set out below have been provisionally agreed in partnership with Homes for Haringey.

Client Group	Current Quota	Utilisation (2015/16)	Proposed Quota
Care Leavers	66	50	66
Supported Housing Move-on	50	21	0
Housing First (Mental Health)	5	5	10
Learning Disability	0	-	10
Complex Needs (Single Homeless)	0	-	20
<b>Total</b>	<b>121</b>	<b>76</b>	<b>106</b>

**Recommendation 3:**

The Housing Strategy commitment to **build new specialist housing** should be rigorously explored across the borough to increase the available supply of supported housing.

**New developments;** seeking opportunities to build new specialist housing for adults with disabilities should be embedded within all planning activities. All proposed redevelopment areas and local area action plans should proactively discuss this housing type. The type, specification and number of which should be individually discussed and agreed for each site and lessons learned from neighbouring boroughs, such as Islington, regarding configuration and charging.

**Planning;** there is need for a more coherent and structured approach to the development of new supported housing, jointly owned across Housing & Adults departments. A Supported Housing Development Plan, detailing needs across different client groups, potential sites and partners would improve responsiveness to emerging central government funding streams as well as providing evidence to aid 106 negotiations in larger regeneration projects such as Wood Green and Northumberland Park.

**Recommendation 4:**

Commissioning practice should mandate **improved and streamlined data collection and outcomes monitoring** practices in supported housing as well as a **commitment to provider collaboration** that strengthens relationships between vulnerable people and their communities.

Data collection is currently inadequate to really understand the cohort of people in supported housing, their needs, identities and experiences, reasons for homelessness and



histories within our services. This prevents high-quality commissioning practice from taking place and makes it challenging to track and identify emerging needs in a responsive way.

Commissioning practices, documents and contracting arrangements should ensure that support providers collect and report on data about the people they are supporting as well as the performance of their service.

Additionally, it should be a requirement that providers take responsibility for reducing duplication of effort, working together to create opportunities and sharing information and documentation appropriately to reduce the administration burden on service users when they enter or move between services.

#### **Recommendation 5:**

Build on the proud LGBT history in Haringey by improving the **data collected, professional training and visibility of the LGBT supported housing community**, with particular focus on older and younger people, people from BAME communities and those with disabilities.

The Supported Housing review highlighted lack of data and awareness about LGBT people in supported housing. Given the complex interrelationship between homelessness, sexuality and social exclusion, it is important that Council adheres to and exceeds its duties to vulnerable LGBT people.

As part of the Council's work with Stonewall to improve support for LGBT employees, it has been flagged that a commitment to tenants of general needs and supported housing would be a welcome development. It is recommended that this work be given sufficient platform to create a 'rainbow friendly' approach to people who approach any supported housing or housing support provider for support to prevent homelessness or reduce social care dependence.

## **2.5 Specific Recommendations**

Figure 4 sets out the specific recommendations for the four priority client groups, work on which will commence with immediate effect following Cabinet approval.

Figure 4

<b>Recommendations</b>	
<b>6. Young People</b>	<p><b>6a. Commission an entirely new and integrated pathway of supported housing</b> for homeless young people and care leavers, with a range of provision types, settings and support-levels that enable young people to build on their skills, interests and assets towards independent living</p> <p><b>6b. Create a specially designed resilience and independent living skills programme</b> for young people in supported housing as a prerequisite to move-on, ensuring young people leave supported housing with the skills and confidence to never return, to reduce tenancy failure, boost employability and strengthen healthy and positive choice-making.</p>
<b>7. Mental Health</b>	<p><b>7a. Create a peripatetic access and intervention team</b>, aligned with locality mental health models, housing offices &amp; support services; offering short-term tenancy sustainment interventions, medication support, pathway assessment and ongoing referrals/signposting for</p>

	<p>people at risk of homelessness or hospitalisation due to mental health conditions.</p> <p>7b. <b>Conduct a short and separate evaluation of the mental health supported housing pathway</b> with specific focus on contributions to reducing hospital admissions, reducing delayed discharge from hospital, employability, skills and community contributions and reducing risk and offending behaviour</p> <p>7c. <b>Increase the capacity of the Housing First scheme</b>, in recognition of the excellent outcomes and value for money it has demonstrated supporting adults with very complex mental health and homelessness histories</p> <p>7d. <b>Pilot the Psychologically Informed Environment approach</b> to create a designated service for women with complex needs around trauma, substance use and homelessness.</p>
<p><b>8. Learning Disability</b></p>	<p>8a. <b>Remodel and rebalance the supported housing provision for adults with learning disabilities</b> to create more supported housing for those with higher needs which is much needed as an alternative to residential care and to support adults with more complex and interconnected disabilities and health conditions</p> <p>8b. <b>Create a 10-unit social lettings quota for adults with learning disabilities</b> as a route into independent living out of supported housing.</p> <p>8c. <b>Commission a specialist floating support scheme</b> for those living independently, which enables people to build strong peer and community networks, pool resources and add value to the communities in which they live.</p>
<p><b>9. Older People</b></p>	<p>9a. <b>Support Homes for Haringey to remodel the current supported housing offer for older people</b>, moving to a hub and cluster approach with 8 open-access hub services spread equally between the east and west of the borough that will make better use of facilities as well as supporting older people in a more personalised way.</p> <p>9b. <b>Commit to building 200 units of Extra-Care provision in the borough</b> by exploring the potential redevelopment of existing sheltered housing schemes for this purpose. This will start with in-depth appraisals of nine Council sheltered schemes as well as discussions with RSL's about other suitable sites in the borough.</p> <p>9c. <b>Increase the availability of floating support for older people</b> to enable extended independence in the community and ensure earlier access to assistive technologies, adaptations and social inclusion activities</p>

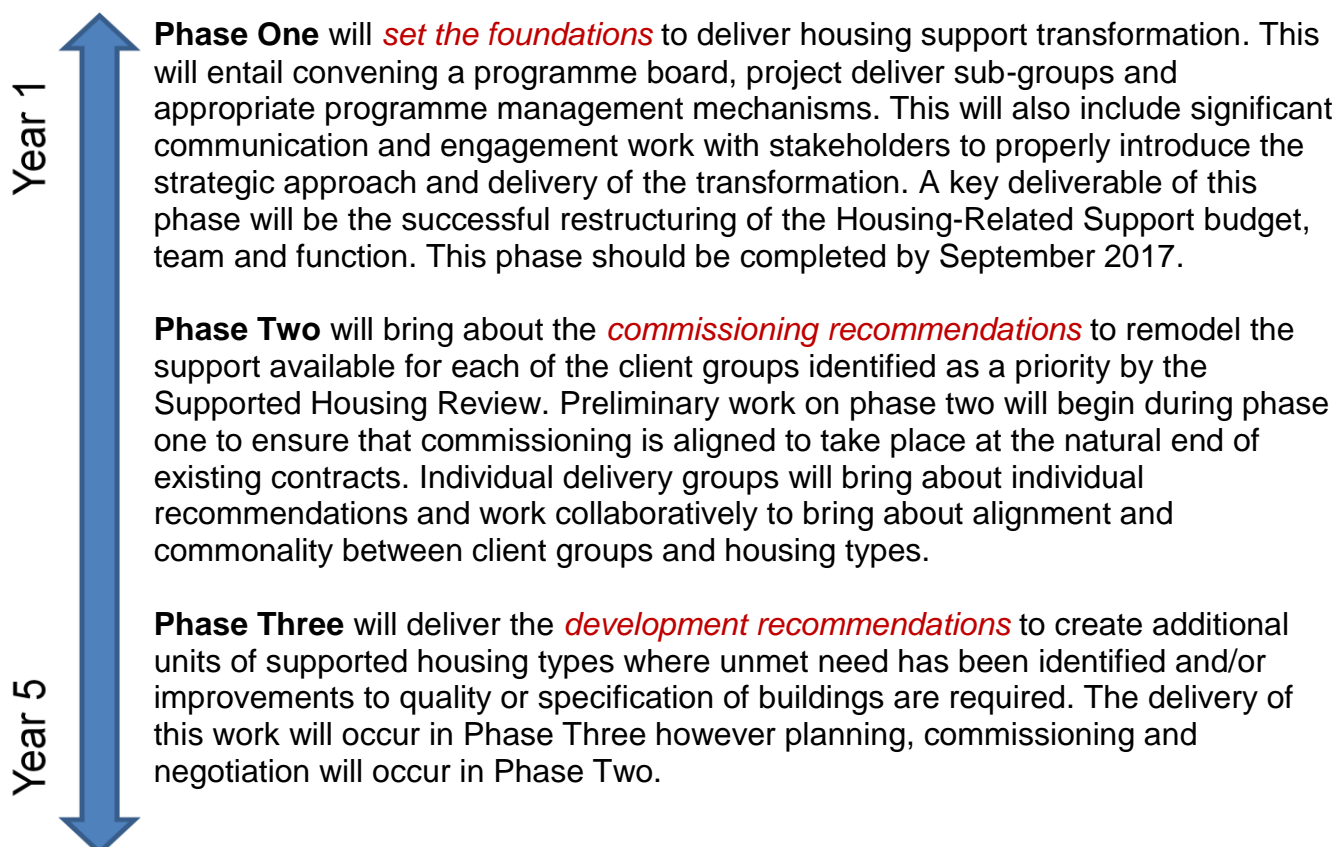
Figure 5 (below) gives an example of how recommendation 6a and 6b (young people) are centred in the four Supported Housing Principles identified in [Section 2.3](#). The aim is that all supported housing will clearly demonstrate how they deliver these principles.

Figure 5

<b>Integrating Care &amp; Support</b>	<ul style="list-style-type: none"> <li>• Bringing together the supported housing for homeless young people and care leavers into one pathway offer</li> <li>• Bringing together housing and social care professionals to make sure young people receive the right support when they need it</li> <li>• Enabling care leavers to transition into adulthood after a planned period of housing support that tapers towards independence</li> <li>• Giving all vulnerable young people an equal service and a solid platform of support, tackling the stigma of 'care' and 'homeless' labels</li> </ul>	<ul style="list-style-type: none"> <li>• Preventing young people from ending up in the 'cycle of homelessness' by creating a housing support offer focussed on tenancy sustainment with opportunities to learn and practice independent living skills and tenancy support when it's time to move-on</li> <li>• Offering homeless young parents supported housing to prevent homelessness, reduce inappropriate temporary accommodation</li> <li>• Preventing harm; reducing evictions and abandonments related to crime, victimisation and arrears.</li> </ul>	<b>Cross-cutting Prevention</b>
<b>Community</b>	<ul style="list-style-type: none"> <li>• Create informal opportunities for young people to learn skills &amp; get involved through volunteering, peer support, time credits</li> <li>• Reduce the risk of youth violence, gang affiliation &amp; sexual exploitation by creating supported housing that manages risk &amp; creates diversionary opportunities</li> <li>• Integrate our supported housing offer more closely with the existing youth offer and plans for YouthZone</li> <li>• Reducing the stigma of living in supported housing by creating smaller services within communities</li> </ul>	<ul style="list-style-type: none"> <li>• Balancing the costs and outcomes of supported housing for young people</li> <li>• Building capacity in the supported housing sector to create more innovative and efficient models of support</li> <li>• Using modern procurement practices and systems to provide small, specialist provision for young people with particular needs</li> <li>• Ensuring a clearer picture of the needs, demographics &amp; outcomes of vulnerable young people is collated through improved reporting practices &amp; data collection</li> </ul>	<b>Commissioning for the Future</b>

## 2.6 Approach

It is proposed that the programme to transform housing support takes three initial stages over a five year period, 2017-2022. Some of the phases will have overlapping & interdependent work streams and it will be necessary to build flexibility and dynamism into the market and service models, to respond to almost certain changes in the political and economic landscape within the period the framework is live.



## 2.7 Scope

The framework relates specifically to those changes and priority client groups identified as part of the Supported Housing Review conducted in 2016. However, the scope of future housing support transformation work will be broader and will change over time. The intention of this document is to create a dynamic framework that has the capacity to adapt & respond to the changing political and economic context that housing support operates within.

Included within the scope of this document, are the following groups;

- **Service Users;** all people who currently receive or live in supported housing or housing support services, especially those people receiving support under the client groups 'older people, 'learning disability, 'mental health' and 'young people/care leavers'. This includes people who receive services funded by both/either Housing-Related Support and Social Care teams and should particularly consider the needs of individuals with protected characteristics as defined by the Equality Act (2010).
- **Service Providers;** any or all organisations that are part of the supported housing sector, who currently or may in the future bid for, win and/or provide housing support

services to any of the previously mentioned client groups of Haringey residents. This includes providers who may wish to engage in supported housing development work with the Council, supply properties for the provision of supported housing and those who only wish to provide the support/care element of the service.

- **Homes for Haringey;** All teams within Homes for Haringey will contribute to the achievement of this transformation work, but within scope for change are the Supported Housing Service, Housing Demand and Tenancy Services.
- **Council Departments;** within particular scope are the Housing-Related Support and Adults Commissioning Teams who are responsible for engaging with the market identified above and commissioning services from it. Other Council teams and departments that will be required to support the delivery of this programme include; Housing Strategy & Commissioning, Planning, Procurement, Legal Services Finance and the Shared Service Centre.

## 3 Delivery

### 3.1 Success Measures

Successful delivery of the programme's recommendations will be evidenced by improved and positive outcomes for vulnerable service users and the services that support them. Figure 16 outlines the 8 indicative outcomes and the indicators that they are being achieved, which will be further developed and specified throughout the life of the change programme in housing support.

Figure 6

Outcome	Indicator	Measure/Target
<b>Vulnerable adults will feel they that their housing support enables them to lead fulfilling and independent personal and social lives</b>	Adult Social Care Survey - Social Isolation	Increase the percentage of people who use services with their care and support, who state that they have as much social contact as they would like to 44.5% by 2018.
	Average Mental Wellbeing score of Haringey adults measured by a survey (Short Warwick-Edinburgh Mental Wellbeing Scale).	Increase in the average Warwick-Edinburgh wellbeing score to 30 by 2018.
	Overall satisfaction of people who use services with care and support.	To achieve a 61.9% satisfaction rate by 2018.
	Proportion of people who use services, who say that those services have made them feel safe and secure.	To maintain a satisfaction rate of 86.45% by 2018.
	Proportion of people who use services, who have control over their daily life.	To achieve a 73.25% percentage outturn by 2018.
<b>Vulnerable adults will be offered supportive interventions that</b>	Positive move-on from Supported Housing	Minimum of 85% positive moves from all supported housing pathways
	Repeated & broken stays supported	<i>Baselines to be identified by</i>

Outcome	Indicator	Measure/Target
<b>prevent and/or break the cycle of homelessness and tenancy failure</b>	housing pathways	<i>delivery group(s)</i>
	Evictions and abandonments from Supported Housing	Reduce evictions from supported housing pathways to a maximum of 5%  0 abandonments that result in rough sleeping
	Homelessness acceptances for vulnerable single adults	To reduce the number of single people accepted as homeless
	Social lettings quota usage and tenancy monitoring	<i>Baselines to be identified by Lettings Plan 2017/18</i>
<b>Reduced acute admissions to hospital for adults with housing support needs by intervening in health and housing issues</b>	Non elective admissions to hospital	Reduce 3.4% per year to 2018
	Housing support interventions offered & accepted by vulnerable tenants with long-term health conditions especially mental health.	<i>Baselines to be set by delivery group(s)</i>
<b>Women with complex needs will be supported to holistically address the impact of trauma and abuse</b>	Positive move-on from Supported Housing	Minimum of 85% positive moves from all supported housing pathways
	Evictions and abandonments from Supported Housing	Reduce evictions from supported housing pathways to a maximum of 5%  0 abandonments that result in rough sleeping
	Drug treatment starts & completions	<i>Baselines to be identified by delivery group</i>
<b>Supported housing services will be well utilised with efficient throughput and well managed assessment and referral processes</b>	KPI Workbook Utilisation returns	Minimum 98% utilisation rates for all supported housing pathways
	KPI Workbook Throughput/Move-on Returns	Throughput targets set & monitored for individual contracts.  Minimum of 85% positive moves from all supported housing pathways
	Contract Monitoring – Referral & Assessment	Maximum 48hr wait for assessment in short-term services Maximum 7-day wait for assessment in long term services  Waiting lists updated & cleansed every 6 months

Outcome	Indicator	Measure/Target
<b>Increased supply of viable alternatives to residential care for adults with disabilities</b>	No. of Extra Care Units available	Additional 100 units online or due to come on line by year end 20/21
	No. of Supported Living Units available	Additional 29 units for adults with learning disabilities online by year end 18/19
		Additional 30 units contractually committed through s.106 agreements in new developments at Wood Green and Northumberland Park by year end 20/21
<b>The housing support and care market will be dynamic and responsive to the boroughs needs</b>	Co-production activities with service users	A service-user steering group will be set up for each priority client group area that will be included in design and delivery of the transformed approach to housing-support.
	Attendance at market shaping events	Attendee register identifying a mix of SME, voluntary sector, local and national providers engaged
	Number and quality of bidders on Dynamic Purchasing System Framework	DPS bidding data identifying a mix of SME, voluntary sector, local and national providers expressing interest
<b>Commissioning will achieve financial savings by remodelling housing support in line with assessed needs and gaps</b>	Savings made by commissioning an integrated Young People's Pathway	Savings of £600,000 achieved by year end 18/19
	Savings made by remodelling the learning disability housing support offer	Savings of £33,000 pppa for every transition from residential care into supported living



### **3.2 Resource Requirements**

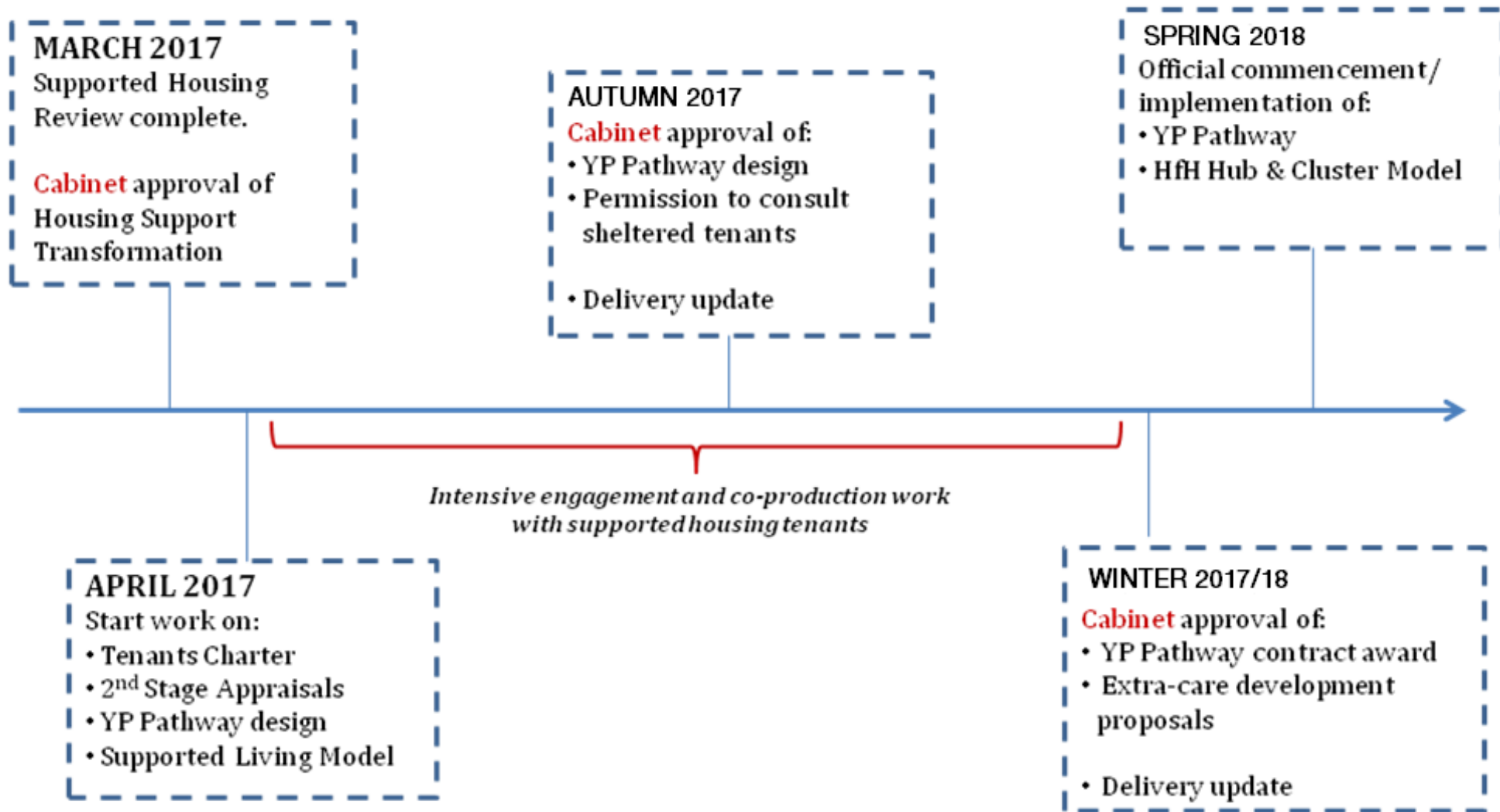
To deliver the transformation outcomes and savings, initial and ongoing human and financial resources will be required. The most significant of these is the capacity of Council officers identified in lead roles to commit to delivering individual projects alongside business as usual.

The majority of financial resources required for the delivery of the transformation programme will be found through a process of rationalising existing housing-related support contract values and commissioning plans. Integrating the housing-related support team into Adults Social Care will also enable access to social care and pooled budget funding for future commissioning of mental health services but this needs to be agreed formally as part of the delivery programme.

Resources for the completion of building surveys and some engagement work with affected supported housing tenants have been identified as a budget commitment from the Housing Strategy & Commissioning business unit.

### 3.3 Delivery Milestones & Decision Roadmap

Figure 13



### 3.4 Activities & Workstreams (Year One and Two)

Formal programme and project plans will be developed when the framework commences operation and progress reported as part of Priority 2 and 5 Boards. Governance structures identified in [Section 7.1](#) will monitor the programmes pace and direction through milestone trackers and a dedicated highlight reporting suite.

Figure 14

Workstream / Theme		Activity	Objective	Lead	Target Date
1	Delivery Groups	Identifying lead officers. Creation of individual delivery plans for each priority client group. Agreement of delivery group reporting procedures	To ensure the recommendations for each priority client group achieve the desired outcomes and savings on time.	AD Adults Commissioning/ AD Housing & growth/ Programme Manager	By end Q2 2017/18
2	Commissioning Intentions	Market analysis; mapping; benchmarking; co-production with service users & carers	Agree clear commissioning intentions to stimulate the market, increase range and volume of provision	AD Adults Commissioning	End of Q2 2017/18 following approval
3	Commissioning Logistics	Support models, service specifications, ITT documents, evaluation panels	To design and deliver high quality service models and bid evaluation methods.	Programme Manager/ Lead Commissioner (Older People)/ Young Adults Service Manager	Mid Q3 2017/18
4	Co-design	Co-creation of new models and services with current or previous service users inc. in procurement	To ensure service users are at the heart of new developments and commissioning is steered by their experience & insight	Engagement & Co-design Officer	To start in Q1 17/18
5	Market shaping	Engage with existing providers to increase their service offers; attract new local and national providers into Haringey	Develop a diverse market place able to support service user needs for housing support in the borough	AD Adults Commissioning	ongoing
6	Reviews	Re-assessment of around 29 LD adults for independent living/Keyring scheme and a further 29 for moving into supported living from residential.	Identify their individual support needs & suitability for transition	Service Providers & Adult Social Care Social Workers	Ongoing in Yr 1&2
7	Buildings	Conduct a scoping	To rebalance under	Head of	Q2

		<p>exercise to map availability of all supported housing buildings/units &amp; types in the borough.</p> <p>Complete 2<sup>nd</sup> Stage Site Appraisals of identified older people's schemes.</p> <p>Engage with residents to co-produce ideas/designs for Extra-care</p> <p>Identify as a priority, social lettings for LD adults to enable remodelling of supported housing</p>	<p>and over-provision and identify opportunities for redevelopment or redesignation that better meets the needs of vulnerable adults.</p>	<p>Housing Strategy &amp; Commissioning/ Head of Asset Management (HfH)/ Head of Operations (HfH) / Head of Tenancy Services (HfH)</p>	<p>2017/18</p> <p>By end of Q2 2017/18</p> <p>Q1-Q3 2017/18</p> <p>Ongoing through Yr1 &amp; Yr2</p>
8	Staff Consultation & Restructure	<p>Design restructured housing support function</p> <p>Consult with housing-related support team staff due to be restructured</p>	<p>To achieve the cross-cutting prevention principle by integrating and aligning aspects of this function with Adults Commissioning</p>	<p>Head of Housing Strategy &amp; Commissioning/ Head of Commissioning (Adults)</p>	<p>By end of Q2 2017/18</p>
9	Procurement	<p>Tender and procurement of agreed YP Pathway model</p> <p>Negotiating and issuing revised contracts for LD supported housing</p> <p>Negotiating revised SLA agreement with homes for Haringey for Older People's supported housing</p> <p>Procuring evaluation for MH Pathway</p>	<p>To tender &amp; award the housing support contracts to suitably qualified service provider(s)</p>	<p>Lead Commissioners/ Procurement Team/ Programme Manager</p>	<p>Q1 April 2018/19</p> <p>Q3/4 2017/18</p> <p>Q4 2017/18</p> <p>Q3 2017/18</p>
10	Development	<p>Engage an Extra Care development partner; agree terms, contracts and timelines.</p>	<p>To achieve growth in the number of Extra care units available in the borough</p>	<p>Head of Housing Strategy &amp; Commissioning/ AD Adults Commissioning</p>	<p>Start in Q3 2018/19</p>

### 3.5 Dependencies

Figure 15

<b>Give/Get</b>	<b>To/From</b>	<b>Dependency</b>	<b>Action</b>	<b>Date Required</b>
Get	<i>Housing Support Stakeholders</i>	Internal and external stakeholders need to be invested in the new approach to housing support for its outcomes (both cultural, personal and financial) to be achieved	Attendance at stakeholder meetings, delivery sub-groups and 1-1 meetings.  Collaboration in the design and delivery of new models and approaches.  Commitment to joint commissioning, budget pooling and knowledge sharing within the Council and NHS Trust	Ongoing but with forward plan of meetings and commitments in place by end of Q2 2017/18
Get	<i>Co-design Team</i>	Service users need to want to engage in the design of new services and support models.	Create an offer that is attractive to service users; expenses, CV building support, time-credits (?)	Ongoing but with start date of Q1 2017/18
Get	<i>HR/Recruitment</i>	Programme Manager to be in place to coordinate the delivery of individual transformation projects	Begin recruitment for this role as soon as Cabinet agreement achieved for recommendations.	In place by end of Q2 2017/18
Get	<i>HR/Housing &amp; Growth Directorate</i>	Restructured HRS roles and functions needs to be in place to deliver the rest of the programme	Begin restructuring ASAP	Complete by end of Q2 2017/18
Get	<i>Adults Social Care</i>	Making sure reviews are completed at all stages to identify suitable LD clients	Programme Manager to engage ASC & supported housing providers to schedule and complete reviews. Identify internal owner to ensure timely completion for Yr 1 and 2.	In a staged approach over a two year period with all 29 adults transitioned by the end of Year 2, end of Q4 2018/19
Get	<i>Building Surveyor</i>	Potential new Extra-Care developments cannot take place without 2 <sup>nd</sup> stage building appraisals	Full 2nd stage assessments of identified potential buildings	Complete by end of Q2 2017/18

## 4 Benefits

### 4.1 Direct Financial benefits

Financial benefits will be achieved by;

- Creating alternatives to residential care for adults with learning disabilities
- Integrating commissioning budgets and practices to secure better value in young people's services
- Reshaping the operating budget for Homes for Haringey Older People's supported housing, making a 5% saving

Figure 5 illustrates the anticipated financial benefits where they are currently understood. A more detailed budget for each area will be developed by lead officers and the Programme Manager as part of delivery planning.

Figure 5

Client Group	2017/18	2018/19	Total
Young People	-	£600,000	£600,000
Learning Disability	£470,000	£500,000	£970,000
Older People	£200,000	-	£200,000
<b>Total</b>	<b>£670,000</b>	<b>£1,100,000</b>	<b>£1,770,000</b>

### 4.2 Indirect Financial Benefits

The most significant financial benefits will be achieved by managing the demand for residential and nursing care provision, particularly to ensure older people achieve greater independence and social inclusion.

As at December 2016, 801 adults live in residential or nursing care placements in Haringey, with an average cost of £875.56 per person per week. 130 Extra Care placements are currently commissioned as an alternative to this, with a further 52 units opening in Spring 2017. An average Extra Care placement is £357.57 per week, a saving of £517.99 per person per week. For every additional bed of Extra-Care we are able to offer as an alternative to residential care, a saving of £26,000 per year is realised. If the reconfiguration of a current low-demand sheltered scheme yielded a new 50-unit Extra Care scheme, it would generate a £1,300,000 saving in one year compared with the equivalent residential care placements.

Preventing homelessness is a key element of housing support for single adults, helping to keep people in work and housing when they find themselves in need of support. Figure 6 outlines some conservative estimated costs of resolving single homelessness at the point of first contact and if left unresolved, after a one year period.

Figure 6

Client Example <sup>1</sup>	Short-term Prevention (no supported housing)	One-year homelessness (with supported housing)
19-yr old woman, asked to leave by	£1,558	£11,733

<sup>1</sup> 'At what cost?' [http://www.crisis.org.uk/data/files/publications/CostsofHomelessness\\_Finalweb.pdf](http://www.crisis.org.uk/data/files/publications/CostsofHomelessness_Finalweb.pdf)

family at first contact		
30-yr old man, rough sleeping for 3 weeks at first contact	£1,426	£20,128
Adult with learning disability death of carer leads to first contact	£4,726	£12,778

Adults who are vulnerable due to severe mental health conditions are more likely to be made homeless, come into contact with criminal justice services and have unplanned hospital admissions where discharge is delayed. The personal, social and economic costs of this are incalculable. However, figure 7 gives an estimation of some of the financial costs where crisis is not prevented and figure \*\* shows the costs of offering support that prevents and manages housing & health crisis.

**Figure 7; Reactive Response to Mental Health Need**

Arrest leading to admission and treatment under Section 2 of the Mental Health Act <sup>2</sup>	£13,719.00
33 night average stay in NHS acute psychiatric inpatient bed – (£360 per night)	£11,180.00
One year stay in forensic mental health supported housing service	£22,993.74
One-year weekly NHS support for adults with dually diagnosed mental health and substance use needs <sup>3</sup>	£2,475.74

**Figure 8; Preventative Response to Mental Health Need**

One-year weekly NHS support for adults with dually diagnosed mental health and substance use needs <sup>4</sup>	£2,475.74
One-year tenancy support service from Housing First	£9,200.00

### 4.3 Non-financial benefits

Working Together with our Communities - We will increase community participation for residents, by providing opportunities to connect people to their communities in Keyring schemes, intergenerational activities in sheltered housing.

Customer Focus - Providing more personalised housing support options that promote independence & inclusion within our communities for adults with vulnerabilities. Offering users of housing support services the opportunity to co-produce new service models in partnership with Council officers to ensure their voices are centred in future developments.

Prevention & Early Intervention – This framework will increase opportunities to prevent and intervene in housing and health crisis sooner, enabling vulnerable adults to remain in their homes, jobs and communities, reducing social isolation and the stigma of institutionalisation.

Figures 9 & 10 show 'Prevention Pyramid' diagrams. They illustrate activities at population, community and individual levels and at three tiers of support intensity (primary, secondary or tertiary with primary the lowest support available) to prevent the escalation of housing support and care need. Figure 9 shows housing support activities in Haringey 'As-is';

<sup>2</sup> 'Costs of the police service and mental healthcare pathways experienced by individuals with enduring mental health needs' (2016) <http://bjp.rcpsych.org/content/bjprcpsych/early/2016/03/10/bjp.bp.114.159129.full.pdf>

<sup>3</sup> 'NHS Reference Costs 15/16'

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/577083/Reference\\_Costs\\_2015-16.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/577083/Reference_Costs_2015-16.pdf)

<sup>4</sup> 'NHS Reference Costs 15/16'

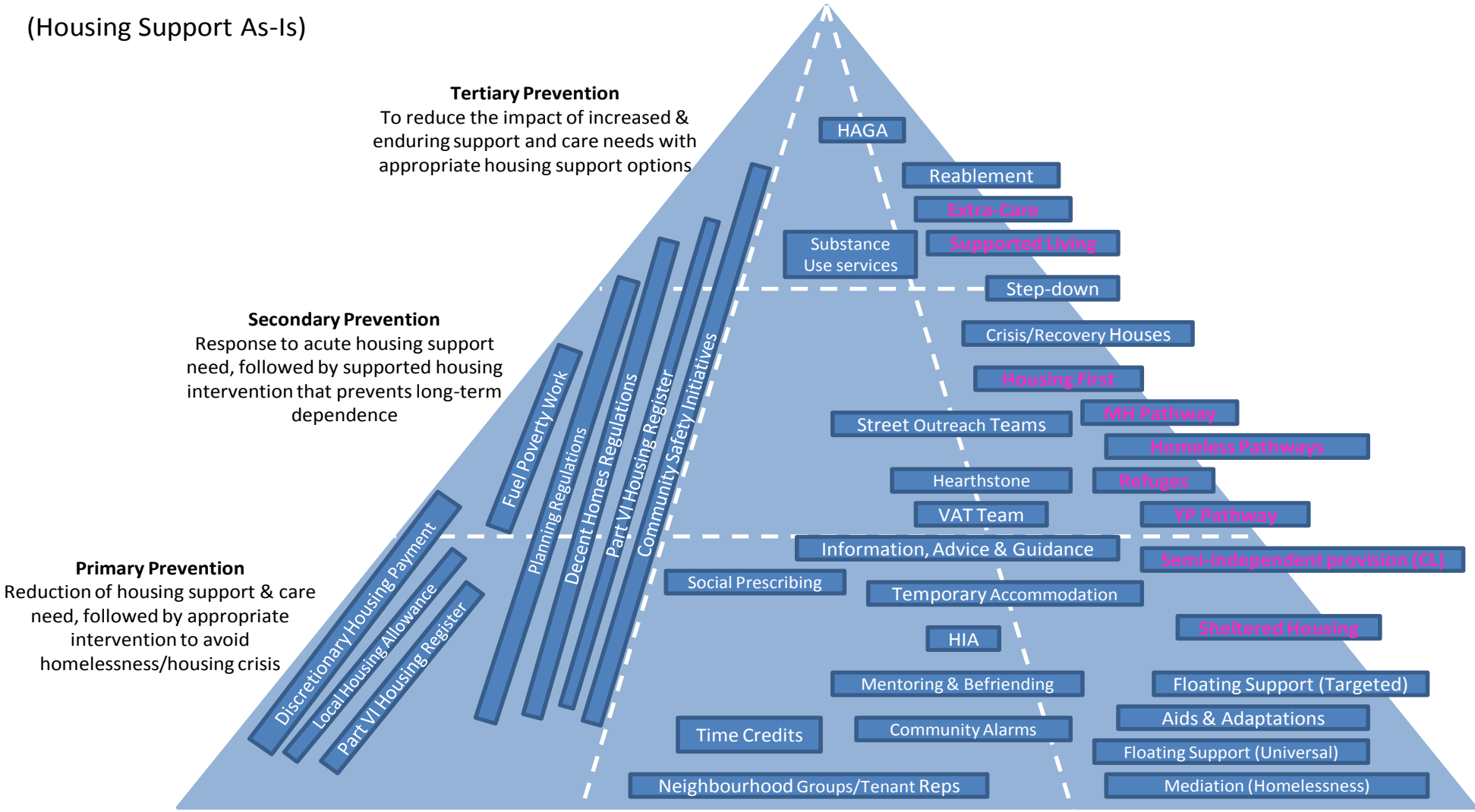
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/577083/Reference\\_Costs\\_2015-16.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/577083/Reference_Costs_2015-16.pdf)



services work mostly at individual level to react to crisis and provide support to individuals to manage housing and social care needs. Figure 10 shows the 'To-be' vision; a wider base of services that are working in stronger partnership with each other at primary community and individual level to genuinely prevent crisis and intervene early when someone needs support.

# PREVENTION

(Housing Support As-Is)

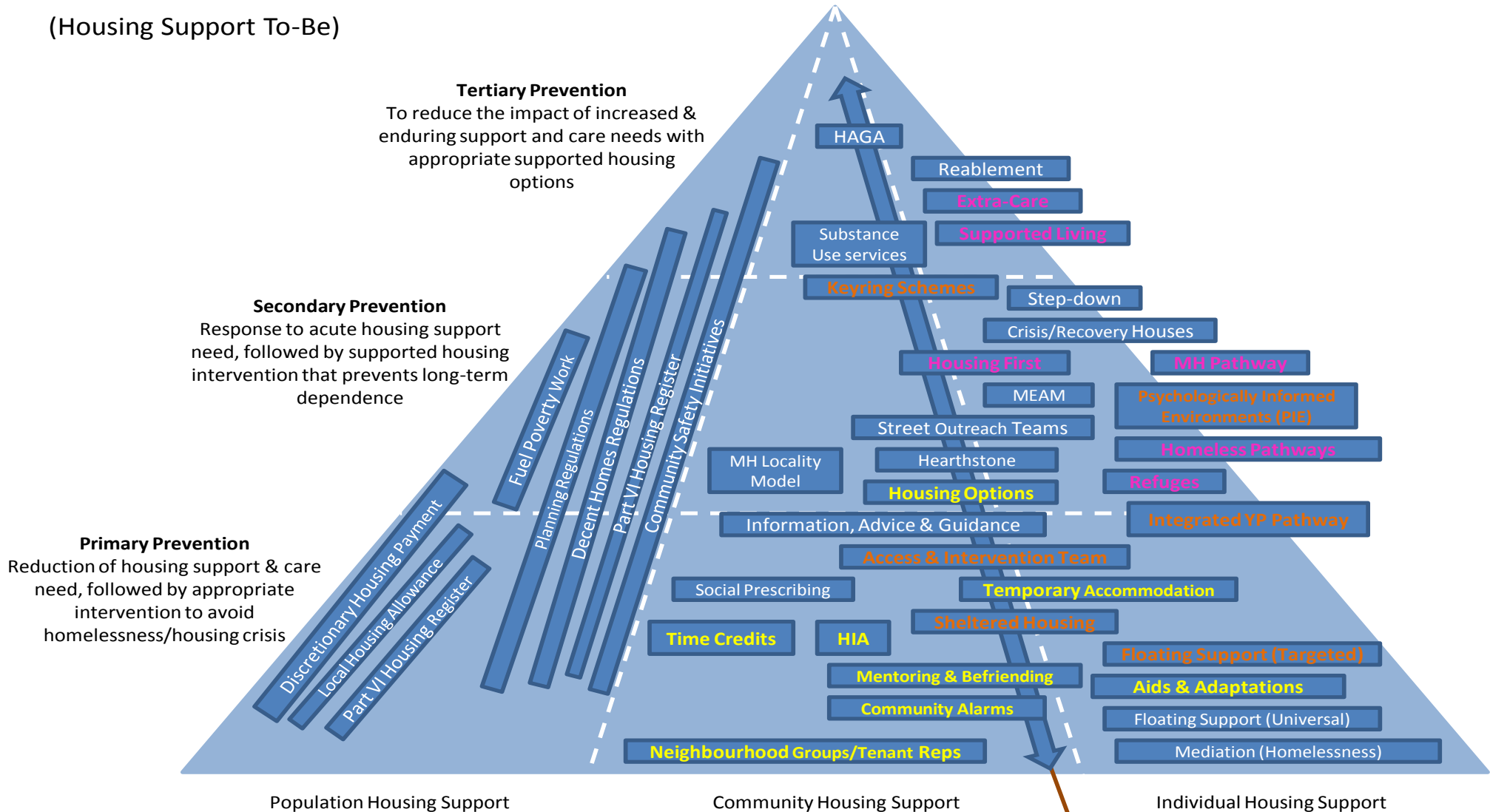


Housing Support Services & Pathways are targeted provision that operate primarily on an individual basis at secondary prevention level and above

**Pink** Directly within scope of Supported Housing Review

# PREVENTION

(Housing Support To-Be)



<b>Orange</b>	Proposed new or revised service models
<b>Pink</b>	Within scope of the Housing Support Transformation Framework
<b>Yellow</b>	Complementary & enabling services

Housing Support Services & Pathways are targeted provision that operate at a community and individual level in all stages of prevention

#### **4.4 Dis-benefits**

- a) Short-term resource requirements to implement such significant change to the housing support portfolio (see Figure 11)
- b) Disruption to current lifestyles for anyone who required to decant their property
- c) Short term: Stress/heightened anxiety around the changes
- d) Potentially negative media coverage as a result of proposals to close older people's schemes

#### **4.5 Assumptions**

- a) There are sufficient resources in Adult Social Care and Housing and Growth to deliver the transformation programme
- b) There are adults currently residing in residential care who are suitable and willing to move into supported housing
- c) There are adults currently living in supported housing who are suitable and willing to move into independent tenancies as part of a Keyring scheme
- d) There is supported housing within the Council's portfolio that is suitable and well placed for redevelopment as Extra Care or other in-demand supported housing types
- e) The range and volume of complementary services for vulnerable adults is available and providers are willing to engage in work to improve alignment and partnership approaches
- f) The range and volume of complementary services for older people are available and willing to build partnerships with sheltered housing hub services
- g) The new model of housing support will deliver the anticipated savings

## 5 Communication

Given the wide-ranging benefits and impacts of the housing support transformation work, a comprehensive approach to communicating and involving relevant stakeholders is required. The following tasks will be undertaken by the dedicated Programme Manager (Housing Support) within the first quarter that the strategic framework is live;

- a) Key messages prepared for use with local media and stakeholder groups
- b) Detailed staff communication to be devised in conjunction Communication Officers
- c) Detailed and targeted service user/carer communication to be devised in conjunction with Communication Officers for groups affected by each of the changes
- d) Individual consultation plans and documents will be devised for all service users of housing support services that are proposed for reconfiguration as part of the transformation work (a detailed consultation plan is contained within the overarching Consultation Business Case for Priority 2)

Figure 16 (below) identifies the key stakeholders to be included in communication, co-design and consultation about the Supported Housing Recommendations Framework and how the Council will approach them to widen participation, inclusion and investment in the programme.

Figure 17

Stakeholder Group	Areas of Interest	Relationship to	Approach
Service users of supported housing	Changes to access and availability Closure or reconfiguration of schemes Fears about transitioning into new homes Opportunities to receive improved care/support	They will be directly affected by the changes. Some will be involved in co-production	Focus groups Co-production opportunities Letters/e-mail Formal consultation (where appropriate)
Public	Closure of designated OP schemes Changes to access and availability	Impact on local service provision Impact on family members	Website Published Lettings Plan

Providers	Opportunity to deliver services/collaborate over the delivery of services/influence service redesign	Impact on the market, and their particular market share in the borough. Opportunity to collaborate & bid for new opportunities.	Website Market Engagement Events Provider Forum Partnership Boards
Legal Services	Transformation of housing support	To provide the service with legal advice on any changes regarding the transformation.	Email Meetings
Finance	Savings	To review the financial savings linked to the project and the financial viability of the new models	Email Meetings
Human Resources	Staff consultation	To provide advice, guidance and support on any changes affecting employees	Email Meetings
CCG, BEH	Joint work around the Mental Health Pathway, Secondary Care Locality Teams & potential pooling of budgets for a preventative Access & Intervention Team.	Partner in MH Pathway, key agent in changes to MH Pathway that may arise from evaluation.	Email Meetings Stakeholder Groups
Members	Affected services within ward boundaries Public facing – progress of programme, comms etc	Impact on ward residents. Opportunity to champion new developments.	Quarterly Members Briefings Email Meetings
Carer & service user representational groups	Services that are subject to change/closure/re-designation	They will be directly or closely affected by the changes.  Some will be involved in steering groups & co-production	Focus groups Co-production opportunities Letters/e-mail Formal consultation (where appropriate)

<p>Partnership Boards and other fora e.g. Older People’s Reference Group; LD Partnership Board, Adults Partnership Board, Carer’s Reference Group, VAWG Strategy Board,</p>	<p>Strategic direction of the Council in various areas of directly or indirectly related provision. Data holders of statistics, needs data and technical specialism which will be beneficial to pathway and service redesign in all areas.</p>	<p>They will not be directly affected by the changes.</p> <p>They will be involved in shaping and steering changes and will be a conduit for communication with a wider audience</p>	<p>Email Meetings Stakeholder Group Invitations Delivery Group Membership Joint commissioning Joint bidding</p>
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## 6 Risks and Issues

Figure 18

Risk	Mitigation	Likelihood	Impact H/M/L
<p><b>1. PROVIDER MARKET</b> Insufficient alternative community support &amp; inclusion available to meet the needs of vulnerable adults moving-on into independent tenancies in Keyring etc</p> <p>Buildings may not be found through tendering processes that are suitable for supported housing as identified by the Supported Housing Review</p>	<p>Map current community provision available to support adults with LD.</p> <p>Engage with Keyring to ensure appropriate transitional support is in place for those leaving supported housing.</p> <p>Consider usage of current TA and OP schemes. Give providers plenty of time to secure buildings. Engagement work with providers ahead of tendering.</p>	M	M
<p><b>2. RESOURCES</b> Commissioning resources will be insufficient to manage the volume of change</p>	<p>Allocate resource for a dedicated Prog Manager for Year 1.</p> <p>Implementation planning &amp; delivery subgroups formed as early as possible.</p> <p>Financial modelling work has taken place as part of the SHR to identify available resources.</p> <p>Contract waivers/extensions and variations have been sought to spread commissioning of new or recurring contracts over framework lifespan</p>	M	M
<p><b>3. CONTRACT/LEGAL</b> Current providers may not wish to continue working with the Council in the new model.</p> <p>Further contract extensions in lieu of full tender exercises may not be possible due to EU procurement law.</p>	<p>Commissioning meetings with providers to develop the new model for learning disabilities, PIE service for women with complex needs etc.</p> <p>Engage other providers to ensure a broad base in the supported housing market should current providers disengage.</p> <p>Map of current contract end-dates in place, LD contracts due for retender imminently, YP end in 2018, MH 2020 and OP service-level</p>	L	M

	<p>agreement with HfH has no specific end date.</p> <p>Advice from Legal on possibilities and alternatives for LD contract extensions if necessary.</p>		
<p><b>4. REPUTATIONAL</b> Intense negative public and media reaction to reconfiguration and possible closure of older people's schemes resulting in reputational damage and additional pressure on staff</p>	<p>Likelihood of actual closure of services is low; reconfiguration is in the public interest &amp; beneficial to older people and other vulnerable groups.</p> <p>Clear communication plan;</p> <ul style="list-style-type: none"> <li>• Proactively develop and use key messages for use with media and newsletters / updates</li> <li>• Establish a communication sub group to handle communications across closures (LD &amp; OP)</li> </ul> <p>Incoming communication 'traffic' to be directed to a single source</p>	M	M
<p><b>5. SERVICE QUALITY</b> Service users and their carers are not sufficiently engaged in the process</p>	<p>Set-up a service user steering group for each client group – engage in co-production wherever possible.</p> <p>Targeted engagement and co-production work with groups who may need to move house to enable changes to take place.</p> <p>Comms Plan to include regular &amp; occasional correspondence with service users/carers/services (ensure easy-read format) Updates at Carer Forums/LDP</p>	L	M
<p><b>6. COMMISSIONING</b> We won't be able to identify providers with sufficient skills to deliver the integrated YP Pathway or the MH Access &amp; Intervention Team</p>	<p>Preliminary scoping and benchmarking exercises have explored YP Pathways in Camden &amp; Westminster and Peripatetic MH Teams in Lambeth.</p> <p>Engage specialist YP providers in joining DPS Semi-Independent Framework</p> <p>Market engagement work to encourage partnership bid/proposals</p>	M	M

Inexperience of joint commissioning new models on such a large scale	between housing & health providers  Delivery subgroups led at AD Level, dedicated ProgM to steer and highlight issues/risks regularly at Board level.		
<p><b>7. FINANCIAL</b> The projected savings will not be achieved through the remodelling of the housing-support offer.</p> <p>Savings calculations are based on average unit costs and transformation reviews may generate suitable people for transition for whom such savings are not accurate.</p>	<p>Work with Finance to determine the possible variation on the financial benefit.</p> <p>Initial calculations have already generated a lower &amp; higher threshold of savings.</p> <p>Current commissioning practice is inefficient and economies of scale are not being achieved due to spot purchase arrangements &amp; small contracts.</p>	M	H

## 7 Organisation

### 7.1 Governance

The Priority 2 & 5 Strategic and Operational Boards provide overall direction to the project, setting out what is required, authorising work and monitoring progress. The Priority Board is also responsible for ensuring that benefits are realised. The Priority Board will monitor overall programme and project delivery through the principle of ‘management by exception’- that is the assumption that approved plans / deliverables / benefits in projects are on track unless told otherwise.

A Supported Housing Review Delivery Board will be made up of senior officers from Housing & Growth as well as Adult Social Care. They will oversee the progress of the programme and provide management to the Programme Manager throughout the framework period. It is likely this group will be made up of the same Senior Officers who made up the Supported Housing Review Project Board.

The Programme Manager provides oversight and management of the concurrent projects within the programme. They monitor and report success indicators, risk & issue mitigation and overall programme progress to the Priority Board via highlight reports & milestone tracker. They work with project managers to ensure coherence across the projects and work to ensure the strategic reach of the programme is maximised & integrated into projects elsewhere in the Council. They act as the conduit for communication and progress reporting between priority boards and departments.

Delivery Sub-Groups provides day to day management and delivery of the project. They identify issues and reports activity to the programme manager through the regular meetings & highlight reports. It identifies monitors and mitigates risks. It manages resources to deliver the project, and monitors budgets and savings, and delivery of benefits to ensure these will be realised. It is responsible for delivery of the project.

## 7.2 Key Roles

Figure 19

Name	Position	Role
Charlotte Pomery	Assistant Director Adults Commissioning	Joint Programme Sponsor
Dan Hawthorn	Director Housing & Growth	Joint Programme Sponsor
Alan Benson	Head of Housing Strategy & Commissioning	Joint Programme Executive
Tbc	Programme Manager (Housing Support Transformation)	Programme Manager
Tbc		Young People Delivery Subgroup Lead
Tbc		Learning Disability Delivery Subgroup Lead
Tbc		Older People Delivery Subgroup Lead
Tbc		Mental Health Delivery Subgroup Lead

## 8 Glossary

**Crash-pad** – a very short-term supported housing intervention for young people who are homeless or in need of a break from a foster care or other housing placement. Usually offered for no more than a week whilst the young person is supported to resolve any issues and return home.

**Child Sexual Exploitation (CSE)** – child sexual exploitation is a type of sexual abuse. It can refer to acts of violence as well as inappropriate behaviour and relationships with others. It can potentially involve trafficking and prostitution and could be perpetrated by peers as well as people much older.

**Cycle of homelessness** – this refers to a pattern of repeat stays in supported housing, often punctuated by eviction, spells in hospital and/or prison as well as a likelihood of rough sleeping. The term was coined to acknowledge the harm caused by these experiences, often resulting in entrenched patterns of behaviour and long-term periods of instability and poor health.

**Extra-Care** – a modern alternative to residential care providing high-intensity support, typically for older people but with models emerging for working-age adults with disabilities. A type of housing where personalised levels of support and personal care are provided to frailer older people who have individual tenancies. Some Extra-care schemes can be mixed tenure with some tenants renting and others owning their properties.

**Extra Sheltered** – A type of medium-intensity supported housing that provides housing support to sheltered housing tenants but with the additional provision to offer some personal care as part of the service for those who need it. For example, the service might have staff on-site for longer periods than typical sheltered housing, or offer medical rooms or cleaning services.

**Floating support** – this type of housing support is not linked to a specified building where the recipient lives but can move with them. It can be provided in someone's home or any setting agreed between key-worker and service user. It is typically low-intensity, for no more than a couple of hours each week and is usually intended to support a person to remain independent and prevent homelessness.

**Housing Support** – support that is provided with housing as a key focus. Housing support may be provided as part of supported housing, or in someone's home to help them live independently or prevent homelessness. Housing support also includes services such as home improvement agencies, community alarm systems, housing advice and street outreach teams.

**Key-ring Network** – a group of 9 tenants living in independent tenancies close to each other are supported by a Community Living Volunteer, creating a network of mutual support and community inclusion. The Community Living Volunteer might help them read and understand letters, find out about local events and groups and get together as a group. Members of the network may receive other types of support and care in addition to being in the network.

**Medium Term Financial Plan (MTFP)** – Haringey's strategy that sets out proposals to make the challenging savings targets required by central government by 2020. A key element of this plan is finding cheaper and more appropriate alternatives to residential care for adults who are able to live more independently.

**Multiple and Complex Needs** – this describes the interconnected and complex issues faced by a small number of people, often leading to long-term unaddressed homelessness, e.g. concurrent severe and enduring mental health conditions, substance and alcohol use, histories of abuse and histories of institutionalisation in prison, hospital or care setting.

**Pathway** – this describes a collection of housing support and/or care services that work together as a pathway, usually supporting people to move through services in a staged way towards a particular

goal. In housing support pathways the goal is typically to greater or full independence in a stable long-term home.

**Psychologically Informed Environment (PIE)** – supported housing services that are developed to specifically respond to the psychological and emotional needs and capacities of service users and staff. PIE's often have formal psychological input on-site, with spaces designed to improve wellbeing and encourage change.

**Residential/Nursing Care** – a type of high intensity supported housing that provides personal care to residents as part of the package. It is typically used for older people and people with severe and enduring disabilities who are unable to care for themselves. Provision of meals and other household support are part of this service.

**Semi-independent Housing** - this is a type of supported housing for care leavers aged 18 years and older. It is usually provided in shared houses with support available from either paid staff or responsible tenants until young people are ready to move-on into independence.

**Supported Housing** – housing where the offer of support is an integral part of the tenancy. Supported housing can be short-term to address a period of crisis or homelessness, or long-term to support someone to live with a chronic condition or disability.

**Supported Living** – a type of supported housing that offers high intensity support for adults with disabilities. Supported living properties and tenancies are tailored to suit the specific and often complex housing and care needs of the individual tenants. Supported living is an alternative to residential care for many adults with disabilities.

**Supported Lodgings** – a type of provision where young people are offered a room in the home of a host family. The host family are assessed, vetted and trained to provide low-level support to the young person to help them learn independent living skills and prepare for their own home. This type of housing support is typically offered to young people who are not assessed as suitable for supported housing due to vulnerability or because they are working.

**Support Model** – the different methods, styles and approaches that organisations use to provide support to people who live in supported housing. This usually entails some sort of assessment and then a support plan that details what will happen to support the service user to regain, retain or develop their independence. Support models usually have a theoretical basis, different coaching and communication styles and paperwork.

**Temporary Accommodation** – short-term accommodation provided to households who have made a homelessness application under Part VII of the Housing Act (1996/2002). No support is provided as part of this type of accommodation although some households may be offered support that visits them whilst they reside here.

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## Equality Impact Assessment

Name of Project	Housing Support Transformation Framework	Cabinet meeting date <i>If applicable</i>	March 2017
Service area responsible	Housing Strategy & Commissioning		
Name of completing officer	Gill Taylor	Date EqIA created	11/12/2016
Approved by Director / Assistant Director	Dan Hawthorn	Date of approval	

The Equality Act 2010 places a ‘**General Duty**’ on all public bodies to have ‘**due regard**’ to:

- **Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act**
- **Advancing equality of opportunity between those with ‘protected characteristics’ and those without them**
- **Fostering good relations between those with ‘protected characteristics’ and those without them.**

In addition the Council complies with the Marriage (same sex couples) Act 2013.

Haringey Council also has a ‘**Specific Duty**’ to publish information about people affected by our policies and practices.

**All assessments must be published on the Haringey equalities web pages. All Cabinet papers MUST include a link to the web page where this assessment will be published.**

This Equality Impact Assessment provides evidence for meeting the Council’s commitment to equality and the responsibilities outlined above, for more information about the Councils commitment to equality; please visit the Council’s website.

Stage 1 – Names of those involved in preparing the EqIA	
1. Project Lead - Gill Taylor	5.
2. Equalities / HR - Paul Green	6.
3. Legal Advisor (where necessary) – Michelle Williams	7.
4. Trade union – N/A	8.

**Stage 2 - Description of proposal including the relevance of the proposal to the general equality duties and protected groups. Also carry out your preliminary screening** (Use the questions in the Step by Step Guide (The screening process) and document your reasoning for deciding whether or not a full EqIA is required. If a full EqIA is required move on to Stage 3.

A Cabinet report is being brought forward to members for decision. Members are being asked to approve the outcome of the one-year Supported Housing Review, which culminates in the Housing Support Transformation Framework. The key aspects of the framework are;

:

- A comprehensive *Needs & Gaps Analysis* of supported housing in Haringey
- A *Vision* for the future of supported housing and housing support
- Four *Strategic Principles* to drive forward the commissioning and remodelling of housing support and supported housing over the next five years
- Four priority client groups where transformation will take place imminently, with others identified for future change

This report relates to the Council’s approach to commissioning housing support for vulnerable adults in Haringey, many of whom share one or more protected characteristics and these are often significant to their requiring housing support in the first instance. It is therefore of high relevance to the Council’s Equality Duty.

The Housing Support Transformation Framework provides a strategic guide to the commissioning and remodelling of housing support services in Haringey with a particular focus on prevention and early intervention, aligned with both the Corporate Plan and the Housing Strategy. It highlights where current services are not meeting the need of vulnerable residents and articulates how this can be addressed by improving community-based options, widening choice and improving physical environments in line with the needs of service users and best practice standards.

The framework recognises the challenges of supporting a growing population in need with finite, and in real terms reducing, resources. The intention of the transformation of housing support is to improve the housing support available to vulnerable people whilst also realising efficiencies identified through the process of the Supported Housing Review.

The four key principles of the Housing Support Transformation are as follows;

- **Cross-cutting Prevention;** the transformation programme will create a genuinely preventative housing support offer, proactively supporting at-risk groups & reducing the social & financial cost of homelessness and housing crisis. Using the Prevention Pyramid model defined in the framework document, housing support services will offer multiple preventative interventions at individual and community levels; reducing demand on supported housing, preventing escalation of need and offering viable alternatives to residential care.
- **Community Inclusion;** housing support should reduce social exclusion, isolation, stigma and multiple disadvantage by securing housing, work and wellbeing opportunities that bring diverse people and services together. Encouraging supported housing services to work together to create volunteering, employment and relationship-building opportunities that will outlast someone's stay in supported housing, building resilience in our communities and fostering good relationships between Haringey's diverse cultures, identities and experiences.
- **Integrating Support & Care;** integrating commissioning resources and functions will create broader pathways of housing support & care that reduce dependence and increase independence in a safe, personalised and holistic way. The vital preventative function of housing-related support will be integrated but preserved as discrete service provision.
- **Commissioning for the Future;** maximising the reach of revenue funding and capital assets to meet the changing demographics and support needs of Haringey residents. Commissioning will deliver improved value for money, work more collaboratively to achieve innovation and create a housing support sector that is responsive to the changing political and economic landscape.

The four client groups identified as a priority for transformation are as follows;

- Older People (the eligibility for supported housing in this category is people over 55 years old)
- Young People (people aged between 16 and 25 years old)
- Mental Health
- Learning Disability

**Stage 3 – Scoping Exercise - Employee data used in this Equality Impact Assessment**  
**Identify the main sources of the evidence, both quantitative and qualitative, that supports your analysis. This could include for example, data on the Council’s workforce, equalities profile of service users, recent surveys, research, results of recent relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national.**

<b>Data Source (include link where published)</b>	<b>What does this data include?</b>
EqIA Profile on Harinet	Age, gender, ethnicity, disability information – for the Council and the Borough

**Stage 4 – Scoping Exercise - Service data used in this Equality Impact Assessment**  
**This section to be completed where there is a change to the service provided**

<b>Data Source (include link where published)</b>	<b>What does this data include?</b>
Haringey JSNA 2012 <a href="http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment-jsna">[http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment-jsna]</a>	Specific age, gender, ethnicity, disability information about health and social care
Census 2011 <a href="https://www.ons.gov.uk/census/2011census/2011censusdata">[https://www.ons.gov.uk/census/2011census/2011censusdata]</a>	Population data and projections for the borough
SPOCC Net – web-based contract monitoring system [internal report]	Performance data about utilisation, void and move-on supported housing services commissioned by the housing-related support team in Haringey
MOSAIC – Adult Social Care Monitoring System [internal report – Feb and Sept 2016]	Data about specific individuals receiving social care packages living in supported housing in Haringey
Snapshot demographic data from individual housing support providers [internal report- data for 2015/16]	Snapshot data about the demographics of people receiving supported housing and housing support in Haringey during the period under review
HfH Sheltered Housing Needs Analysis & Demographic Report 2016 [internal report]	Specific data about the demographics and needs of older people living in HfH sheltered housing
Presentations at Housing Options and Vulnerable Adults [internal report ‘HW0125 – Advice & Options and VAT Call List’]	Specific demographic data about the households who have presented for assistance to HfH’s Vulnerable Adults and Housing Options services
Homeless Young Parents [internal report ‘TA0181 – Households in TA’]	Understanding the number and demographics of parents aged 19years old and under currently residing in temporary accommodation.
Haringey Housing Strategy 2017-2022	Specific data about the housing needs, projections and commitments


[ <a href="http://www.haringey.gov.uk/sites/haringeygovuk/files/draft_housing_strategy_2017-2022.pdf">http://www.haringey.gov.uk/sites/haringeygovuk/files/draft_housing_strategy_2017-2022.pdf</a> ]	in Haringey
POPPI and PANSI	National and local data about instances of a range of disabilities and long-term conditions affecting the groups and services within scope of this review – particularly adults with learning disabilities, mental health conditions and vulnerabilities related to age.
'Gender Variance in the UK' <a href="https://www.gires.org.uk/assets/Medpro-Assets/GenderVarianceUK-report.pdf">https://www.gires.org.uk/assets/Medpro-Assets/GenderVarianceUK-report.pdf</a>	Estimates about the prevalence and incidence of transgenderism in the UK.
'Still being failed but striving to survive' – Crisis UK <a href="http://www.crisis.org.uk/pages/homeless-diff-groups.html">http://www.crisis.org.uk/pages/homeless-diff-groups.html</a>	Survey of the needs, experiences and demographics of homeless women in the UK.
The Grove Substance Use Treatment Service [internal report – 'NFA Report 2015/16]	Information about the demographics, support needs and treatment outcomes of adults using The Grove service who were assessed as homeless or of no fixed abode in their initial assessment.
Care Programme Approach – Housing Status [internal report - November 2015; BEH / Haringey; NMHLDDS data]	Information about the housing status of adults with mental health conditions who are under the care of CPA in the Barnet, Enfield, Haringey Mental Health Trust

**Stage 5a – Considering the above information, what impact will this proposal have on the following groups in terms of impact on residents and service delivery:**

**Positive and negative impacts identified will need to form part of your action plan.**

	Positive	Negative	Details	None – why?
<b>Sex</b>	<input checked="" type="checkbox"/>		<p><b>[Priority Group 2 – Mental Health]</b> A 10-unit supported housing service for women with multiple and complex needs particularly where mental health, trauma and repeat homelessness are a factor, is proposed as part of the existing Mental Health Housing Support Pathway. We anticipate this would accommodate 100% of the known demand from this specific cohort. Women with other support needs are able to access all services across the housing support portfolio.</p> <p>Homeless women are particularly vulnerable and typically experience multiple and complex issues related to their gender that result in or perpetuate housing and health crisis. Research conducted by Crisis suggests that 26% of people accessing homelessness services are women, and 12% of rough sleepers are women. The Homeless Link Health Audit identifies homeless women as more likely to have mental health conditions &amp; to have used heroin or crack cocaine in the last month than their male counterparts.</p> <p>In Haringey, The Grove substance use treatment service identified that 16% of adults who were homeless when they presented for treatment were women. Their support needs were typically more complex and chaotic than male counterparts and their treatment outcomes considerably poorer. Of those who started treatment in 2015, 53% of this cohort were current or former sex-workers, 40% had experienced recent domestic abuse and 87% were poly-drug users. There was a 6% treatment success rate in this cohort, compared with 18% for the comparative male cohort.</p> <p>Men are over-represented in supported housing services in nearly all client groups, for example 56% of people in supported living for learning disabled adults are men and men make up 70% of St Mungo’s Mental Health Pathway</p>	

		<p>service users. This for a number of reasons including likelihood of homelessness due to being in prison, violent behaviour in interpersonal relationships and diagnosis of severe mental health conditions. The majority of housing support provision is designed and delivered with these needs in mind which is why specific services to meet the needs of vulnerable women are identified and proposed.</p> <p><b>[Priority Group 4 – Young People]</b> As part of the redesigned Young People’s Pathway a specific service for young women fleeing violence or at risk of violence is proposed. This service will provide housing-related support that addresses the interconnected issues that young women face when they become homeless due to violence or threats of violence.</p>	
<b>Gender Reassignment</b>		<p>Borough-specific information on gender reassignment is not available, however GIREs, the Gender Identity Research and Education Society estimate that between 1-5% of the population is transgender or gender non-conforming. In Haringey this could equate to upwards of 2600 people, although this also includes people with non-binary gender identities who are not protected under the Equalities duties.</p> <p><b>[Priority Group 4 – Young People]</b> Young transgender people are at increased risk of homeless due to prevailing attitudes and prejudices towards gender identity. It is estimated that 25% of homeless young people are LGBT. In recognition of this, Haringey commission a 12-unit supported housing service for LGBT young people is and this continues as there is clear evidence of demand/need. The service is a tri-borough initiative between Haringey, Islington and Hackney and has recently been expanded from 6-units per borough to absorb emerging unmet need.</p> <p><b>[Priority Group 1 – Older People]</b> Evidence from Homes for Haringey suggests either a significant under-representation of transgender older people or inadequate data collection practices.</p> <p>The plans to remodel the support available in older people’s supported housing should create improved data collection and assessment processes</p>	

			<p>which will aim to capture, amongst other characteristics, gender identity. Using best practice from existing providers, Homes for Haringey will begin to collect data on gender identity as part of a move to create LGBT positive supported housing environments, akin to the Pink Passkey approach identified in 'Building Safe Choices' by Stonewall Housing.</p>	
<b>Age</b>			<p><b>[Priority Group 1 – Older People]</b> There are almost 2200 older people living in supported housing (including Extra Care) in Haringey. The highest proportion of these (1333 residents) live in Homes for Haringey managed Sheltered Housing or Community Good Neighbour Schemes. These schemes utilise council housing stock across the borough in 54 schemes.</p> <p>Plans to rebalance supported housing in line with available data on need, demographic and population will improve the availability of housing support for older people and the framework specifically intends to reduce the vulnerabilities that older people face; social exclusion, poor health and isolation. This will specifically address the needs of an ageing older population with increased social care needs who are currently left with no alternative than to move into residential care placements at a loss to their independence and social inclusion.</p> <p><b>[Priority Group 4 - Young People]</b> There are currently about 180 young people living in supported housing placements, either as a result of homelessness or the cessation of a period in local authority care. Besides specific provision for LGBT young people there is no specific supported housing provision commissioned to address young people's needs, experiences or risks around disability, gender, offending and parenthood</p> <p><b>[Priority Group 3 – Learning Disability]</b> There are currently no specific supported housing services that support older people with learning disabilities despite the evidence of a growing population in need. The Housing Support Transformation Framework proposes to develop hub services for older people which will be well equipped to deliver the additional support that older people with learning disabilities may need to live independently.</p>	



			<p>In 2016, the majority of learning disabled supported housing users (58%) are aged between 25-49 years old, which remains a relatively stable proportion of the total cohort in the snapshot data. However, 36 residents are over the age of 50, representing 28.24% of the client group this year, a growing population both in number and proportion every year since 2012. Those aged 18-24 years old are a decreasing cohort within the supported living population.</p> <p>The median age at death for people with learning disabilities is about 24 years (30%) younger than for those who do not have learning disabilities<sup>1</sup>. However, people with learning disabilities are living longer and it is increasingly likely that they will outlive their parents. This shows a need for housing support to respond to the needs of older people with learning disabilities.</p>	
<p><b>Disability</b></p>	<p><input checked="" type="checkbox"/></p>		<p><b>[Priority Group 3 – Learning Disability]</b></p> <p>There are 193 people living in specified learning disability supported housing. The majority of these (128 people) live in spot purchase supported living placements commissioned by Adults Social Care. People with learning disabilities are also supported in other types of provision e.g. 3.5% of the sheltered housing population are recorded as having a learning disability.</p> <p>Besides the LBH Shared Lives scheme, which is akin to adult foster care, the supported housing portfolio for people with learning disabilities is provided from 24-hour staffed sites with single occupancy rooms, shared facilities and communal spaces. There are currently very limited opportunities for adults with learning disabilities to live independently and no floating or tenancy support service to encourage this is in place.</p> <p>A transformation of the current portfolio of housing support services for adults with learning disabilities is proposed. This will include rebalancing the provision available to meet the needs of adults who are able to live independently in the community, and for those who need supported housing as an alternative to residential care. This will help to reduce the social</p>	

<sup>1</sup> People with Learning Disabilities in England 2012 Eric Emerson, Chris Hatton, Janet Robertson, Susannah Baines, Anna Christie and Gyles Glover

inequalities faced by people with learning disabilities by embedding more opportunities for social inclusion and independence.


**[Priority Group 2 – Mental Health]** Adult Social Care & the Housing-Related Support Team currently commission 273 supported housing placements for adults with mental health needs, through a combination of a 123 unit short-term supported housing pathway and 154 units of long-term supported living accommodation. 12 units of sheltered accommodation are allocated as short-term step-down accommodation for people with mental health needs being discharged from hospital.


In addition to specialist accommodation, people with mental health needs are supported in all types of provision. For example 16% of the sheltered housing population are recorded to experience a mental health need, the true figure is expected to be much higher.


Demand for current provision is high and increasing, with many people in need of support being discharged following an unplanned in-patient stay in hospital or after losing their tenancy due to their mental health condition.

The Housing Support Transformation Framework attempts to create more preventative housing support offer. For people with mental health conditions this means increasing the amount of Housing First provision available in the borough which has proven successful in reducing support and care need, hospital admissions and evictions during the one-year pilot commissioned by the borough in 2015.

Additionally, it is proposed that the framework will act as a driver for more joined up work between housing, social care and health for people with mental health conditions, building on the work to pool budgets and responsibilities between Barnet, Enfield and Haringey Mental Health Trust (BEHMT) and the Council. The anticipated result of this work will be a jointly commissioned floating support service for adults with mental health conditions identified as at-risk of homelessness. People will be able to access preventative brief-interventions that prevent homelessness and health crisis

			such as; tenancy management, medication support, landlord or parent/carer negotiation, support to address repairs and rent arrears and linking into to local services and support networks.	
<b>Race &amp; Ethnicity</b>			<p>People in mental health supported living are disproportionately from Black African and Caribbean backgrounds, making up 52% of the cohort compared with only 18.7% of the borough population, with people of Jamaican heritage particularly over-represented. HRS mental health services show a similar but less marked over-representation (40.2% of the cohort) of people from Black African and Caribbean backgrounds. This over-representation is nationally observed; with Black men aged between 25-49 years old most likely to be diagnosed with severe psychotic disorders such as schizophrenia. People of Asian and Mixed backgrounds are significantly under-represented in mental health diagnosis locally and nationally.</p> <p>People in supported living are disproportionately from non-white backgrounds, with particular over-representation from all black backgrounds, which make up 32% of the learning disabled cohort in supported living or 41 people. This is 16% higher than the same population in Haringey as a whole which indicates the interconnected issues faced by black people with disabilities.</p> <p>Already the borough with the 5<sup>th</sup> most ethnically diverse older population in London, this is set to diversify further by 2030. By 2030 older people from BAME groups will make up almost 43% of the over-50 population in Haringey. BAME groups currently represent 44.7% of the older supported housing population, with people from black backgrounds significantly over-represented in both supported living and housing-related support schemes.</p> <p>The data available about young people in supported housing uses very broad ethnic groups which does not accurately reflect the diversity of ethnic and cultural backgrounds and needs. However, young people from Black African and Caribbean communities are vastly over-represented in the young people's pathway (40.5% of the cohort). Further, whilst the 'Mixed*' category is non-specific, provider feedback suggests that the majority of these young</p>	

			<p>people are mixed white and black Caribbean, further adding to the over-representation of young people from different ethnic communities in supported housing.</p> <p>The Housing Support Transformation Framework does not intend to create specific services for people from non-white or migrant backgrounds. However, data and intelligence from the Needs and Gaps Analysis will inform the service specifications for all new support models to a) improve demographic monitoring and b) provide housing-support that makes the connection between ethnicity and housing and health crisis, specifically the impact of mental health conditions on young black men.</p>	
<b>Sexual Orientation</b>			<p><b>[Priority Group 4 – Young People]</b> Young LGBT people are at increased risk of homeless due to prevailing attitudes and prejudices towards sexuality. It is estimated that 25% of all homeless young people are LGBT. A 12-unit supported housing service for LGBT young people is currently in operation and it is recommended that this continues. The service is a tri-borough initiative between Haringey, Islington and Hackney and has recently been expanded to absorb unmet need.</p> <p><b>[Priority Group 1 – Older People]</b> The plans to remodel the support available in older people’s supported housing should create improved data collection and assessment processes which will aim to capture, amongst other characteristics, sexual orientation. Using best practice from existing providers, Homes for Haringey will begin to collect data on gender identity as part of a move to create LGBT positive supported housing environments, akin to the Pink Passkey approach identified in ‘Building Safe Choices’ by Stonewall Housing.</p>	
<b>Religion or Belief (or No Belief)</b>			<p>Information on religion is not available. However, the 2011 Census reports that 45% of residents were Christian, 14% were Muslim and 3% Jewish. There were low numbers of Hindu (1.8%) and Sikh (0.3%) residents. A quarter of Haringey residents stated that they did not have a religion.</p> <p>The framework is not anticipated to have a disproportionate impact on this</p>	

			protected group and the focus on prevention and community-based support will enable people to access housing support in their locality, thereby enabling them to remain engaged with family and social networks, places of worship and other community resources which may be attached to their religious beliefs.	
<b>Pregnancy &amp; Maternity</b>			<p><b>[Priority Group 4; Young People]</b> A specific supported housing service for homeless young parents is proposed as part of the changes to housing support for young people.</p> <p>Information on the number of people who become pregnant whilst in receipt of housing support or were referred for housing support due to pregnancy is not available.</p> <p>However, around 2% of all homeless households are pregnant at any time. Of these approximately ** are young mothers or pregnant women aged 16-21 years old.</p>	
<b>Marriage and Civil Partnership (note this only applies in relation to eliminating unlawful discrimination (limb 1))</b>			<p>There is no information on marriage/civil partnership status but the Census in 2011 found 50% were single, 34% were married or in a civil partnership, and 16% were separated, divorced or widowed.</p> <p>There is no element of the framework that will disproportionately affect people who are married or in civil partnerships from accessing housing support interventions.</p>	

**Stage 5b – For your employees and considering the above information, what impact will this proposal have on the following groups: Positive and negative impacts identified will need to form part of your action plan.**

	<b>Positive</b>	<b>Negative</b>	<b>Details</b>	<b>None – why?</b>
<b>Sex</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Gender Reassignment</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Age</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Disability</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Race &amp; Ethnicity</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Sexual Orientation</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Religion or Belief (or No Belief)</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Pregnancy &amp; Maternity</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff
<b>Marriage and Civil Partnership (note this only applies in relation to eliminating unlawful discrimination (limb 1))</b>	Not applicable	Not applicable	Not applicable	The framework does not relate to council staff

**Stage 6 - Initial Impact analysis**      **Actions to mitigate, advance equality or fill gaps in information**

Initial impact analysis demonstrates that the housing support transformation framework seeks to advance equality of access and engagement for individuals with protected characteristics in need of housing support. However, for each individual change a specific EqIA should be completed where appropriate, to adequately capture the individual and specific effects of change on protected groups.	
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<p>There is a lack of data available about adults who are vulnerable due to their sexuality, particularly where those people are also vulnerable due to older age.</p>	<p>Immediate work has been undertaken to include supported housing tenants in the Council's work with Stonewall. Additionally, a new recording and reporting framework will be set up which records demographic information for those being assessed for housing support through supported housing pathways. Issues relating to training, stigma and confidence will be addressed with assessment staff to ensure that LGBT people are not denied access or inhibited from the most suitable support due to poor assessment practice.</p>
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**Stage 7 - Consultation and follow up data from actions set above**

<b>Data Source (include link where published)</b>	<b>What does this data include?</b>
<p>Supported Housing Review Engagement Survey</p>	<p>100 responses from current residents of Supported Housing who shared their views on their priorities, things that they were unhappy with and things they felt could be improved about the service they receive from housing support providers.</p>
<p>Service User Focus Groups</p>	<p>Targetted engagement events were held with the following groups of people who live in supported housing;</p> <ul style="list-style-type: none"> <li>- women (Feb &amp; Oct 2016) – 12 attendees</li> <li>- homeless young people – (Oct 2016) – 17 attendees</li> <li>- adults with learning disabilities – 5 attendees</li> <li>- older people – 70 attendees</li> </ul> <p>Participants shared their specific insights about the support they receive and the type of support that they felt would improve the housing and health outcomes for themselves and their peers. We discussed what was most important in the housing support available &amp; how this could be achieved given limited resources.</p> <p>The outcome of these sessions informed the four key principles of the framework.</p>
<p>Stakeholder Focus Groups</p>	<p>A group of 30 stakeholders met quarterly for the duration of the review to discuss emerging findings, recommendations and options. The</p>

	<p>group was made of internal and external professionals and included the involvement of parent carers of disabled adults living in supported housing. Break-out groups from the larger group met separately a total of 12 times throughout the review period.</p> <p>The outcome of these sessions was the inclusion of technical expertise and best practice in project documents, as well as ensuring a close alignment between the Supported Housing Review and other strategies and workstreams throughout the project period.</p>
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**Stage 8 - Final impact analysis**

The provision of housing support, excluding for those people where housing is part of a social care package, is not a statutory requirement of the local authority. However, it is an important aspect of the council’s housing and homelessness prevention work, supporting people who find themselves vulnerable due to incident, illness or disability to secure housing, support and care appropriate to their need or circumstance. The provision of supported housing and housing support is therefore in itself a contribution to the council’s duties under the Equality Act 2010.

The Housing Support Transformation Framework will bring about change in housing support services that reflects what is known about the current and future population in need. It pays particular attention to groups where gaps in the current provision have been identified for people with particular protected characteristics (age, disability, sex) for whom housing support is provided. Additionally, the transformation work makes recommendations to address limitations to the availability and quality of data of some characteristics, particularly gender reassignment and sexual orientation.



**Stage 9 - Equality Impact Assessment Review Log**

Review approved by Director / Assistant Director	<input type="text"/>	Date of review	<input type="text"/>
Review approved by Director / Assistant Director	<input type="text"/>	Date of review	<input type="text"/>

**Stage 10 – Publication**

Ensure the completed EqIA is published in accordance with the Council’s policy.

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**Report for:** Cabinet, 14 March 2017

**Item number:** 11

**Title:** Approval of the Haringey Travel Policy Promoting Independence, Enabling Mobility.

**Report authorised by :**   
Charlotte Pomery, Assistant Director Commissioning

**Lead Officers:** Sebastian Dacre, Commissioning Manager  
Victor Roman, SEND Project Manager

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Key Decision

## 1. Describe the issue under consideration

- 1.1 It is a statutory requirement for the Council to have a Travel Policy. A Policy is intended to provide clarity for service users and their parents and carers in accessing travel in a wide range of circumstances and to ensure that those with particular and significant needs are appropriately supported.
- 1.2 Following consultation with a wide range of stakeholders, this paper presents the Travel Policy (the Policy, a copy of which is attached as Appendix 1) to Cabinet for approval. The Policy sets out the basis on which Council funded travel will be provided. The Policy is set out in two main sections: Children and Young people (0 to 18 years) – including continuing learners who started their programme of learning before their 19<sup>th</sup> birthday – and Adults with Learning Disabilities and Disabilities (18+).

## 2. Cabinet Member Introduction

- 2.1 Our Corporate Plan, Building a Stronger Haringey Together, set out our ambitions to enable every child and young person to have the best start in life with high quality education and to empower all adults to live healthy, long and fulfilling lives. The Travel Policy attached contributes to the delivery of these priorities for all Haringey residents and shows how the Council will fulfil its statutory obligations with regard to pupils travelling to school and meet the travel requirements for adults with disabilities, including learning disabilities. The draft policy has been developed in full consideration of the Education Act 1996, the Children and Families Act 2014, including the reforms for children with a special educational need and or a disability, and the Care Act 2014.

- 2.2 Our objective will always be to ensure that everyone in Haringey is able to travel as independently and safely as possible and the Policy focuses on the development of travel skills to support independence and improved health and wellbeing by providing access to a range of travel options. This is a challenging and important issue, and we would like to extend our thanks to all those who participated in the development of the Policy.

### **3. Recommendations**

- 3.1 To consider and take into account the feedback from the consultation undertaken which is set out at 6.4 and in Appendix 3;
- 3.2 To consider and take into account the equalities impact assessment of the proposals on protected groups at Appendix 2;
- 3.3 To consider and take into account the actions proposed in Appendix 2 to mitigate the impact of the policy on the protected groups; and
- 3.4 To approve the Travel Policy, Promoting Independence, Enabling Mobility, to take effect from 1<sup>st</sup> April 2017 attached at Appendix 1.

### **4. Reasons for decision**

- 4.1 Through the Corporate Plan, the Council aims to give children the best start in life and to enable healthy and fulfilling lives for all residents. Council arrangements for travel support, which are not collated in a single policy, do not adequately reflect the current policy imperatives to maximise independence, promote personalisation and enable greater resilience.
- 4.2 The Council recognises that most service users can, with support, meet their own needs for travel to access services and can use public transport to develop independence and social and life skills. It further recognises that to enable children, young people and adults to be more independent often requires the provision of support through initiatives such as travel training and the development of community involvement. The Policy's core principle is to promote the principle of independence through such initiatives whilst ensuring that funded passenger transport is made available where, following assessment, it is deemed to be the only reasonable means of ensuring that the service user can be safely transported to an assessed service.

### **5. Alternative options considered**

- 5.1 Continuing with the current arrangements for travel was considered but rejected as it would not have met the requirements set out either in the Children and Families Act 2014 or the Care Act 2014 in respect of transitions and the importance of travel to giving children the best start in life and enabling adults to lead healthy and fulfilling lives. Developing separate policies for children and young people and for adults was also rejected on similar grounds.

5.2 Following consultation, the Policy better reflects the strategic aims of the Council to promote independence for children, young people and adults with the appropriate levels of support and training. The Policy changes largely reflect the primary purpose of the Policy which is to ensure that children, young people and adults who may have mobility needs are able to access support in the most independent way.

## **6. Background information**

6.1 The majority of people currently accessing funded travel assistance in Haringey are children and young people with Special Educational Needs and/or Disabilities (SEND) and adults with a range of needs including older people and people with learning disabilities. These will continue to be beneficiaries of funded travel assistance in the borough and we have consulted them, and other stakeholders, in drawing up this Policy.

6.2 A full round of pre-consultation engagement (prior to carrying out consultation in accordance to statutory guidance on the draft Travel Policy over the summer) was carried out in January and February 2016 with a range of stakeholders including parents and carers of current users of travel services in Haringey.

6.2.1 The methodology for this engagement was through discussion at a number of existing forums in the Borough, notably:

- the Adults Partnership Board (attended by voluntary and community sector representatives, Healthwatch, older people, carers, officers from across the Council and partners in the NHS);
- the Carers' Reference Group (a sub-group of the Adults Partnership Board (which comprises carers of adults with a range of needs); the Older People's Reference Group (also a sub-group of the Adults Partnership Board comprising older people);
- the Autism Partnership Board (membership of which is made up of carers, voluntary and community sector representatives, partners in the NHS and officers from the Council);
- the SEND Reforms Steering Group (a broad membership including parent carers, representatives of specific sectors – namely schools, both mainstream and special, further education establishments, voluntary and community sector organisations, providers, partners from the NHS and officers from the Council).

6.2.2 Officers attended the user and carer forums across adults' and children's services as identified above to share the early draft of the Travel Policy and to ensure resident feedback was incorporated into the version of the Travel Policy on which consultation pursuant to statutory guidance was carried out.

- 6.2.3 This pre-consultation period resulted in a number of changes to the draft Policy so that the draft which was consulted on already reflected a range of stakeholder views. The key issues raised were:
- Care Act compliance;
  - Impact on carers of any changes to policy or implementation;
  - Concerns about how the proposed Policy fitted with reducing usage of cars and the impact on parking.
- 6.2.4 Officers raised charging as an issue but this was not identified as an issue for users. In general, stakeholders were looking for more detail about how the Policy would be interpreted and implemented rather than more information about the broader statements set out in the Policy itself.
- 6.3 The statutory consultation ran for a period of 90 days from 7<sup>th</sup> of July 2016 to 4<sup>th</sup> of October 2016 and comprised the elements set out below in line with statutory guidance. Appendix 3 to this report summarises the responses. The consultation process was advertised on the Council website and the online questionnaire was also available on the website. Specific consultation events were also held on the draft Policy and officers attended existing forums to discuss it and gain feedback. Consultation packs containing questionnaires and information about the Policy were handed directly to users of funded transport and to users of day services and sent to all parent carers of children and young people using the transport provision. In addition, consultation packs were available in Wood Green Library throughout the consultation period.
- 6.3.1 Specific consultation workshops for parents, carers, users and all stakeholders potentially affected by the Policy were organised over the course of the consultation period in different venues and at different times which were attended by only 6 people. These were all held at the Civic Centre in October – one in the evening and two during the day time. These were publicised on the website alongside the consultation itself.
- 6.3.2 Officers brought the draft Policy for discussion to a range of established forums, reaching about 150 people and gaining valuable feedback. These forums took place during September and October and included:
- The Learning Disability Partnership Board, which comprises users, carers NHS and the voluntary and community sector;
  - The Learning Disability Carers' Forum, which comprises carers of children, young people and adults with learning disabilities;
  - The Dementia Steering Group, whose membership includes carers, people with dementia, partners from NHS provider Trusts and the Clinical Commissioning Group;
  - The Physical Disability Steering Group including carers and users who are physically disabled;

- The Autism Partnership Board, membership of which is made up of carers, voluntary and community sector representatives, partners in the NHS and officers from the Council;
- The Adults Partnership Board, attended by voluntary and community sector representatives, Healthwatch, older people, carers, officers from across the Council and partners in the NHS;
- The SEND Reforms Steering Group, the membership includes parent carers, representatives of schools, both mainstream and special as well further education establishments, voluntary and community sector organisations, providers, partners from the NHS and officers from the Council;
- Officers carrying out the consultation also met with carers and people with dementia at the Haynes Older People's Day Service and visited the learning disability day provision at Birkbeck Road, Roundway and Ermine Road to meet directly with users of transport. Advocates were present at these meetings to ensure users were able to contribute fully to the consultation process.

6.3.3 The consultation process and how to engage in it was also highlighted at the above mentioned forums to maximise awareness and therefore responses from a range of sectors.

6.3.4 As well as active engagement with the membership of the above forums, the consultation pack was distributed to all children, young people and their parents using or affected by SEND Transport through the special schools (The Vale, Riverside and The Brook) or colleges (Haringey 6<sup>th</sup> Form Centre and CONEL) they were attending. All adult in-house day centre users were also sent a consultation pack. In all, 650 consultation packs were distributed to users and carers of the current transport services. Some copies were also made available at Wood Green Library. There were 39 written responses in total, which equates to a response rate of 6%. 15 of these were received online.

6.3.5 There were two meetings with schools during the consultation period. The first was a meeting of headteachers of Special Schools attended also by Haringey 6<sup>th</sup> Form Centre and the second a meeting of the SEND Reforms group, where early years settings, Haringey 6<sup>th</sup> form college, CONEL college, Haringey mainstream and special schools are represented and on the circulation list for all information. This included a presentation about the draft Transport Policy then out for consultation. Specific meetings were held with a special school and a further education establishment in the borough to discuss the potential implications of the application of the Policy for each school in terms of pick up and drop off of children and young people at their provisions.

6.4 A second period of consultation specifically with schools and other agencies was held from 22<sup>nd</sup> December 2016 until 7<sup>th</sup> February 2017. During this period, additional consultation was carried out with the following agencies:

- Other local authorities considered appropriate to consult.
  - The Secretary of State for Education.
  - Transport for London.
  - Owners of 16-19 Academies in the Council's area.
  - The governing bodies of all schools in the Council's area, including maintained schools, academies and free schools.
  - The governing bodies of schools maintained by the Council at which education suitable to people aged 17 or older is provided.
  - The governing bodies of further education institutions in the Council's area.
- 6.4.1 The Consultation yielded two responses from schools and one from the DfE on behalf of the Secretary of State.
- 6.4.2 The responses from the two schools were positive, with some comments around formatting that were taken into account in the redraft of the policy.
- 6.4.3 The DfE has expressed a view on the use of Disability Living Allowance for Home to School Transport. The Council has addressed this in redrafting the policy.
- 6.5 There were a number of issues raised during the consultation which have either resulted in changes to the Policy and or have been fed into the Equalities Impact Assessment (EqIA) and in response to which mitigating actions have been identified. These are summarised in 8.4.4 and set out in more detail in the EqIA, attached as Appendix 2 to this report. The key issues raised during the consultation were as follows:
- 6.5.1 Parking – concerns were raised about the sufficiency of disabled parking bays and whether there would be a greater reliance on use of personal cars, which could contribute to further congestion.
- 6.5.2 Infrastructure – concerns were raised about whether the borough's infrastructure, including pavements, is wheelchair accessible and an audit has been requested.
- 6.5.3 Travel assistance – whilst there was support for greater reliance on travel assistance to support independence, it was also questioned whether there would be sufficient assistance available for everyone requiring this and concerns that this would restrict mobility for some people.



- 6.5.4 Travel options – where options such as sharing vehicles are being proposed, respondents were keen to ensure that Disclosure Barring Checks had been adequately undertaken.
- 6.5.5 Carers – carers expressed a risk that they would be required to provide travel for the people they care for on a regular basis to support access to care and support, where currently they may not.
- 6.5.6 Costs of travel – carers noted that cars and mobility vehicles are expensive to purchase and to run and that this could have an impact on family finances.
- 6.5.7 Charging for travel – people were concerned that disability related and other benefits would be used to pay for travel charges, that this would be unreasonable and that charges would not be related to the charging policy or to the overall charges agreed for the care package.
- 6.5.8 Reduced provision – some respondents were anxious that existing supported travel would be taken away from them or the people they care for leading to increased risk of isolation.
- 6.5.9 Scope and eligibility – feedback highlighted that the policy did not offer sufficient clarity on who was eligible for travel support and in what circumstances.
- 6.5.10 Passenger Transport – respondents asked that the Passenger Transport Policy for Children and Young People’s Services be referenced in the policy.
- 6.5.11 Outcomes – there was a concern that insufficient attention may be paid to the priority of the Policy which is to enable outcomes to be achieved for users of the policy, children and adults.
- 6.5.12 Care Act compliance – further feedback suggested that there were areas where the Policy did not meet Care Act requirements particularly with regard to maximising independence.
- 6.5.13 Disability Living Allowance – the point was made that if a child was eligible for free home to school transport, receipt of any further benefit or payment such as Disability Living Allowance does not remove the Council’s statutory duty to make suitable transport arrangements for the child.
- 6.5.14 Alternative provision – a clearer statement of the circumstances in which public transport may not be suitable for pupils who have been placed in alternative provision by their school or by the Council.
- 6.6 In response to each of these points, and some additional points of style raised during consultation, the draft Policy was amended and the draft Equalities Impact Assessment revised. The issues regarding charging and potential use of disability benefits have been reviewed and the Council has changed the draft Policy in response to the concerns raised. There has been a full examination of the draft

Policy's compliance with the Care Act and all other relevant legislation. The wider issues highlighted, regarding for example parking and infrastructure which touch on implementation of the Policy are being explored by the Council. Subject to approval by Cabinet, it is proposed that the Policy be implemented across children, young people and adult provision from 1<sup>st</sup> April 2017.

- 6.7 Currently, the Council offers support for travel for eligible children, young people and adults through the offer of the in-house transport service, access to commissioned transport services, provision of an escort and or support with travel training. As there has previously been no single policy in place which supports these arrangements, or ensures that where, for example, travel training has been delivered in one setting but a young person moves school or placement the skills developed are transferred to the new journey, there has been a lack of continuity for families. Importantly for users, this has also contributed to increased dependence on services.
- 6.8 In addition, the current arrangements for travel support, particularly where they centre on provision of the in-house passenger transport service, pay little attention to wider environmental and health concerns for example the reduction of traffic congestion, the environmental impact of vehicle journeys and the improvement of road safety. The health and wellbeing impacts of alternative forms of travel, such as walking, wheel-chairing, cycling and the use of integrated public transport are not regularly taken into account in assessing the travel options open to individual users.
- 6.9 The Policy now provides a single approach to travel assistance for children and young people attending school or college and adults accessing day opportunities and other services in the community. This will help to ensure that the service received and the user experience are consistent and that the most efficient, effective and suitable travel assistance is provided. The policy recognises that there may be charges for the provision of travel arrangements as part of a care package which also attracts charges. These would only be applied following a financial assessment and would form part of any charges applied to the provision of the care package overall. Wherever possible, in the provision of travel assistance the Authority will consider travel options for eligible children and adults that lead to reducing the number and length of vehicle journeys and promoting health and wellbeing.
- 6.10 In light of the Policy, the current practices for children and young people need to be made more flexible for the service user and also help to promote the independence of the young person by also providing Independent Travel Training, operating from Central Pick Up Points/ Single Collection Points and making Personal Budgets for travel more widely available. Any changes for individuals will be introduced gradually as part of a transition plan to ensure that there is minimal disruption for children, particularly those with certain conditions.
- 6.11 Likewise for adults, there will be changes in light of the Policy aimed at promoting independence and enabling mobility. The changes will be delivered through moving

away from a reliance on passenger transport particularly the use of multiple occupancy vehicles for transporting people to buildings based provisions and developing and implementing a range of community based travel support solutions, including travel training and buddy arrangements. The intention is to replace passenger transport as these alternatives become more widely available as they offer the best route to independence and are cost effective to deliver.

## **7 Contribution to strategic outcomes**

7.1 The Corporate Plan, Building a Stronger Haringey Together, sets out the vision and priorities for the Council over the next three years. Its underpinning principles of empowering communities to enable people to do more for themselves and promoting equality to enable each young person to thrive and to achieve their potential are reflected in the Travel Policy.

## **8 Statutory Officers comments (Chief Finance Officer, Procurement, Assistant Director of Corporate Governance, Equalities).**

### 8.1 Finance

8.1.1 The two main budgets for transport for service users are the Home to School Transport budget for Children with Special Educational Needs which is £2.905m (including £0.5m from the Dedicated Schools Grant) and £560k for transport for users of Adults Services Day Opportunities (largely Older People and Adults with Learning Disabilities).

8.1.2 The Children's Service is expected to make £0.9m of savings in 2017/18 from the budget for services for Children with Additional Needs. This policy is in line with the Council's overall strategic aims for the service and should also support the delivery of savings by promoting more flexible and better value for money options for transport (although it is too early to attribute a specific figure to this).

8.1.3 Cabinet has approved proposals for the provision of Day Opportunities for Adults with Learning Disabilities and Older People that will result in a shift away from traditional buildings based care towards a more flexible model providing net savings of around £2m. (£1.5m for the Learning Disabilities centres and £0.5m for Older People centres.) The transport budget forms part of this overall reprovision. This policy will support the overall aims of this reprovision and the delivery of savings.

### 8.2 Procurement

8.2.1 The recommendation does not identify any Procurement issues

### 8.3 Assistant Director of Corporate Governance

8.3.1 Cabinet is being asked to approve the Travel Policy that include the arrangements for the provision of transport to attend school, further and higher education and to access services to meet an adult's eligible care and support needs. This is to

ensure compliance with the Council's statutory duties under the Education Act 1996 as amended, the Children and Families Act 2014 and the Care Act 2014, and to better manage resources.

- 8.3.2 The Education Act 1996 as amended and the supporting statutory guidance sets out the Council's duties in respect of home to school travel and transport for children of compulsory school age (5-16) and for all persons of sixth form age receiving education or training (post 16). This includes children and young persons with special educational needs.
- 8.3.4 Section 508A of the Act (*duty to promote sustainable modes of travel etc*) places a general duty on the Council to promote the use of sustainable modes of travel to meet the school travel needs of its area. The duty applies to children of compulsory school age and to young people of sixth form age who travel to receive education or training in the Council's area. The duty relates to journeys to and from institutions where education or training is delivered.
- 8.3.5 Under Sections 508B (*travel arrangements for eligible children*), the Council must make such travel arrangements as it considers it necessary, to facilitate attendance at school for eligible children in its area. Schedule 35B of the Act defines eligible children – those categories of children of compulsory school age (5-16) and for whom free travel arrangements will be required. The Council is required to:
- a) provide free transport for all pupils of compulsory school age (5-16) if their nearest suitable school is: beyond 2 miles (if below the age of 8); or beyond 3 miles (if aged between 8 and 16) (*Statutory walking distances eligibility*);
  - b) make transport arrangements for all children who cannot reasonably be expected to walk to school because of their mobility problems or because of associated health and safety issues related to their special educational needs (SEN) or disability (*Special educational needs, a disability or mobility problems eligibility*);
  - c) make transport arrangements for all children who cannot reasonably be expected to walk to nearest suitable school because the nature of the route is deemed unsafe to walk (*unsafe route eligibility*);
  - d) provide free transport where pupils are entitled to free school meals or their parents are in receipt of maximum Working Tax Credit if: the nearest suitable school is beyond 2 miles (for children over the age of 8 and under 11); the school is between 2 and 6 miles (if aged 11-16 and there are not three or more suitable nearer schools); the school is between 2 and 15 miles and is the nearest school preferred on the grounds of religion or belief (aged 11-16) (*Extended rights eligibility*).
- 8.3.6 Section 508C (travel arrangements etc for other children) of the Act provides the Council with discretionary powers to go beyond its statutory duties and provide transport for children who are not entitled to free transport. The Council may, as it thinks fit, pay the whole or part of the child's reasonable home to school travel expenses.

- 8.3.7 Under Section 508D (Guidance etc in relation to sections 508B and 508C) of the Act, the Secretary of State is required to issue guidance in respect the discharge by local authorities of their duties under sections 508B and 508C of the Act. The Department for Education has issued statutory guidance entitled “Home to school travel and transport guidance” in July 2014 which the Council is under a duty to have regard to when carrying out its duties under sections 508A, 508B and 508C. The guidance requires the Council to publish its arrangements and policies for home to school travel and transport for children of compulsory school age.
- 8.3.8 The guidance also requires the Council to consult stakeholders on any proposed changes to the policy on school travel arrangements.
- 8.3.9 The Council is required by the guidance to have in place both complaints and appeals procedures for parents to follow should they have cause for complaint about the service, or wish to appeal about the eligibility of their child for travel support. The procedure should be published alongside the Council’s travel policy statement. The statutory guidance includes a review/appeals process which is recommended for local authorities to adopt.
- 8.3.10 There are also distinct transport provisions for young people (over compulsory school age) aged 16-18 and those continuing learners who started their programme of learning before their 19<sup>th</sup> birthday. These young people and continuing learners are defined as “persons of sixth form age”. Under Section 509AA (*provision of transport etc. for persons of sixth form age*) the Council must prepare for each academic year a transport policy statement. The statement shall specify the arrangements for the provision of transport or otherwise that the Council consider necessary for facilitating the attendance of persons of sixth form age receiving education or training at schools , at further education institutions and at higher education institutions maintained or assisted by the Council. The statement, amongst others, must specify the arrangements that the Council consider necessary for the provision of financial assistance in respect of the reasonable travelling expenses of persons of sixth form age receiving education or training at any of these establishments. The statement shall specify any travel concessions which are to be provided to persons of sixth form age receiving education at any of these establishments. The Council must publish the statement, in a manner which they consider appropriate, on or before 31st May in the year in which the academic year in question begins.
- 8.3.11 Section 509AB (*further provision about transport policy statements for persons of sixth form age*) requires the policy statement prepared under section 509AA to state to what extent transport arrangements include arrangements for facilitating the attendance at these establishments of disabled persons and persons with learning difficulties. It also requires the Council to consult, when preparing the policy statement, governing bodies of schools it maintains at which young people are educated, further education institutions in its area, young people and their parents in its area, and Transport for London.



- 8.3.12 In preparing the post 16 policy statement, the Council is required by section 509AB to have regard to the statutory guidance issued by the Secretary of State titled “Post – 16 transport to education and training” February 2014.
- 8.3.13 The Act in Sections 508F – H makes provision for additional duties owed by the Council to adult learners. This includes transport arrangements to facilitate attendance at further education institutions or higher education institutions maintained or assisted by the Council, preparation and publication of transport policy statements and having regard to statutory guidance issued by the Secretary of State.
- 8.3.14 The Post-16 guidance requires the Council to publish as part of the transport policy statement the process which will be followed should a complaint or an appeal be made on behalf of, or by, a young person. It requires the Council to consult with a number of stakeholders in developing the transport policy. This includes persons of sixth form age and their parents, the governing bodies of schools and further education institutions, Passenger Transport Executives and Transport for London (TfL).
- 8.3.15 Under Section 30 of the Children and Families Act 2014 (*Information and Advice: Local Offer*) the Council must publish information about the provision it expects to be available in its area for children and young people who have special educational needs or a disability. This includes the arrangements for travel to and from schools and post-16 institutions and places at which relevant early years education is provided.
- 8.3.16 The Travel Policy covers the arrangements for the provision of transport as part of the assessed care and support needs of an adult under the Care Act 2014. Section 1 of the Care Act (*Promoting individual well-being*) requires the Council when exercising its care and support functions in respect of an individual, to promote the individual’s wellbeing.
- 8.3.17 Section 2 of the Act (*Preventing needs for care and support*) requires the Council to provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will contribute towards preventing, delaying or reducing needs of adults in its area for care and support, or the needs of carers in its area for support.
- 8.3.18 Section 4 of the Act (*Providing information and advice*) requires the Council to provide an information and advice service in relation to care and support for adults, and support for carers. The service should include information on how the care and support system operates in the Council’s area, how to access it, what services and providers are available, how to access independent financial advice and how to raise concerns about the safety or well-being of an adult with care and support needs.
- 8.3.19 When an adult is found to have care and support needs following a needs assessment under section 9 of the Act (or in the case of a carer, support needs

following a carer's assessment under section 10), the Council must determine whether any of those needs are at a level sufficient to meet the "eligibility criteria" under section 13 of the Act. Sections 18 and 20 of the Act set out the duty of the Council to meet the adult's needs for care and support and the carer's needs for support which meet the eligibility criteria. For service users and carers, the Council must continue to meet their eligible needs.

- 8.3.20 Section 26 (*Personal budget*) requires the Council to provide each service user with a personal budget. The Care and Support Statutory Guidance provides that "11.3. *The personal budget is the mechanism that, in conjunction with the care and support plan, or support plan, enables the person and their advocate if they have one, to exercise greater choice and take control over how their care and support needs are met. It means....having a choice over who is involved in developing the care and support plan for how the personal budget will be spent, including from family or friends...*"
- 8.3.21 In addition to the statutory requirements mentioned above for consultation on school and post 16 transport, there is a common law duty on the Council to consult with stakeholders that are likely to be affected by the transport policy proposals. The consultation must take place at a time when the proposals are still at their formative stages. The Council must provide the consultees with sufficient information to enable them properly to understand the proposals being consulted upon and to express a view in relation to it. The information must be clear, concise, accurate and must not be misleading. The consultees must be given adequate time to consider the proposals and to respond.
- 8.3.22 The Council must give genuine and conscientious consideration to the responses received from the consultees during the consultation before making its final decision on the proposals.
- 8.3.23 As part of its decision making process, the Council must have "due regard" to its equalities duties. Under Section 149 Equality Act 2010, the Council in exercise of its school and further education transport functions and care and support functions under the Acts referred to above, must have "due regard" to the need to eliminate unlawful discrimination, advance equality of opportunity between persons who share a relevant protected characteristic and those who do not, and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The relevant protected characteristics are age, gender reassignment, disability, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Council is required to give serious and substantive consideration to the adverse impact (if any) the proposals would have on the protected groups and, if there would be such adverse impact, to what mitigating factors can be put in place. This exercise must be carried out with rigour and an open mind and should not be a mere form of box ticking.
- 8.3.24 The responses to the consultation on the proposals, the EQIA of the proposals, 'the steps being taken to mitigate any adverse impact on protected groups, and the

general duties of the Council under the Acts referred to above, all must be considered before the Cabinet makes its decision.

#### 8.4 Equality

8.4.1 The Council has a public sector equality duty under the Equality Act 2010 to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (as defined in paragraph 8.3.23) and those who do not;
- Foster good relations between persons who share a relevant protected characteristic and those who do not.

8.4.2 The Council currently funds supported travel arrangements for over 500 children and young people needing assistance to travel to their educational establishment. The Council also currently provides supported travel to around 150 adults who need assistance in travelling to adult care services.

8.4.3 An Equalities Impact Assessment (EqIA) has been carried out to accompany the Travel Policy and is attached at Appendix 2. The EqIA finds that the new Travel Policy does not discriminate against protected groups. It aims to adopt a more consistent approach to supported travel based on an assessment of service user needs. The Travel policy intends to advance equality of opportunity by promoting independence and ensuring that all those who have a need for travel assistance are able to access the educational establishment or care service that meets their needs.

8.4.4 As mentioned earlier in paragraph 6.5, the EqIA also identifies in stage 6 a number of mitigating actions to help address some of the concerns raised during the consultation over the fairness and future structure of supported travel arrangements. A summary of the mitigating actions are as follows:

8.4.4.1 We will monitor the consistency of the assessment approach taken under the new Travel Policy, including across different protected characteristics. We will also ensure there are high standards governing supported travel risk assessments and that those carrying out the assessments have the rights skills and experience.

8.4.4.2 The new Travel Policy introduces an objective appeals process for both children and young people and adults so that a travel decision can be challenged if service users or their carers believe it has been wrongly made.

8.4.4.3 Carers' and families' situations, including where appropriate their financial position, will be an active part of the assessment around supported travel assistance.



8.4.4.4 Haringey's information, advice and guidance services including those on the website will be updated to incorporate the new Travel Policy, ensuring that children, young people and adults know about the criteria and options available.

8.4.4.5 Should we change any of the current in-house supported travel services, we will ensure alternative travel options are identified and phased in gradually to avoid risks of disruption or uncertainty for users. This is in acknowledgement of the fact that a significant proportion of those using funded transport services have conditions which may mean they become distressed by any changes to their routines.

## **9 Use of Appendices**

9.1 Appendix 1: Travel Policy Promoting Independence, Enabling Mobility

9.2 Appendix 2: Equalities Impact Assessment

9.3 Appendix 3: Consultation feedback

## **10 Local Government (Access to Information) Act 1995**

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**APPENDIX 1:**

**Promoting independence, enabling mobility:**

**Haringey's Travel Policy 2017**

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## **Promoting independence, enabling mobility: Haringey's Travel Policy**

### **1. Introduction**

Haringey Council has developed a single travel policy to cover travel arrangements for all eligible children and young people with a special educational need and or disability and adults in receipt of adult social care and support to facilitate attendance at education and services. This Travel Policy sets out both the policy framework and the procedures for travel assistance including eligibility criteria, entitlement, how parents/carers/service users may apply, how decisions are made and how parents/carers service users may appeal against decisions with which they are unhappy.

The policy offers a single approach to travel assistance for children and young people attending school or college. The aim is to ensure that the service received and the user experience are consistent and that the most efficient, effective and suitable travel assistance is provided. Haringey Council expects all pupils to travel to their education provision by walking where possible, wheel chairing or making use of the free travel available on London Transport. Haringey Council also provides travel arrangements through a variety of options to people with learning disabilities, mental health needs, physical disabilities, frailty and dementia across the borough. This policy outlines how we will move towards a consistent and equitable way of supporting such people in the provision of Council funded travel.

Haringey Council is committed to reducing improving road safety and reducing the environmental impact of vehicle journeys by promoting alternative forms of travel, such as walking, wheel chairing, cycling and use of integrated public transport. Wherever possible, in the provision of travel assistance the Authority will consider travel options for 'eligible children and adults' that lead to reducing the number and length of vehicle journeys.

The policy is intended to provide clarity for parents and service users in a wide range of circumstances, and to ensure that those with particular and significant needs are appropriately supported. References in this Policy to "parents" are to parents, carers or legal guardians. The Policy is divided into two main sections Children and Young people (0 to 18 years) (including continuing learners who started their programme of learning before their 19<sup>th</sup> birthday) and Adults with Learning Disabilities and Disabilities (18+)

#### **1.1 Background**

Our three year Corporate Plan, Building a Stronger Haringey Together, sets out the vision and priorities for the Council over the next three years. Its underpinning principles of empowering communities to enable people to do more for themselves and promoting equality to enable each young person to thrive and to achieve their potential are reflected in this Travel Policy.

As well as seeking to ensure every child has the best start in life and that adults are enabled to lead healthy and fulfilling lives, the Council is also committed to improving our environment and to making Haringey one of the most cycling and pedestrian friendly boroughs in London.

This policy has been drafted therefore to promote independence and to enable mobility for children, young people and adults with additional needs and disabilities who may not be able to access mainstream transport without assistance. This policy has been drafted to support wider policy imperatives of independence, personalisation and self-reliance and to ensure that all children, young people and adults are empowered to be as independent as possible.

This policy offers the opportunity to support a key aim of the Special Educational Needs and Disabilities Reform 2014 which is preparing children and young people with special educational needs (SEN) and disabilities for adulthood. Being supported towards greater independence and employability can be life-transforming for children, young people and adults with SEN. Preparing for adulthood includes preparing for independent living and being as healthy as possible in adult life, themes echoed in Haringey's Health and Wellbeing Strategy with its focus on obesity, long term conditions and mental health and wellbeing and in the Corporate Plan.

## **2. Children and Young People**

### **2.1 Introduction**

This section of the policy explains the entitlement to travel assistance for children and young people up to the age of 19 (including continuing learners who started their programme of learning before their 19<sup>th</sup> birthday) and up to 25 for those who have a statement of Special Educational Needs or an Education, Health and Care (EHC) Plan and who are in education or training. It has been developed in the context of the Special Educational Needs and Disabilities (SEND) reforms under Part 3 of the Children and Families Act 2014 and a new Code of Practice, the *Special educational needs and disability code of practice: 0 to 25 years* which set out respectively the duties and guidance for local authorities, schools and others in respect of these reforms, including in respect of travel. Under these reforms, there are a number of key principles for children and young people with special educational needs and/or disabilities. The following relate directly to travel assistance:

- To give more importance to the views, wishes and feelings of children and young people and their families.
- To offer support which enables children and young people with SEND to achieve the best possible educational progress, and have choices in their lives as they grow up.
- To ensure the EHC plan is relevant from birth to 25 years where appropriate

The aim of this policy is to support all children, young people and adults with significant SEND to lead lives that are as independent and as free from restriction as possible. The criteria for granting travel assistance will be based on what is best for each person in supporting their development to achieve independent travel.

In light of the above, Haringey Council expects pupils/students to travel to their learning provision using local arrangements by walking, wheel chairing or making use of the free or concessionary travel available on London Transport. This policy sets out in what circumstances Haringey Council will agree home to facility travel assistance.

The Policy does not affect, remove or reduce the legal responsibility of parents to ensure that their children attend school regularly.

The Authority also has a duty to ensure that all arrangements make best use of its resources. If the Authority agrees to provide travel assistance it will be provided in a safe and cost effective manner taking account of the child's specific needs and working closely with parents/carers, schools and other agencies to oversee the application of this policy and the allocation of travel assistance.

This policy is designed to be consistent with the Council's legal obligations as set out in the Government's Home to School Travel and Transport Guidance. If there are any inadvertent differences between this Policy and the underlying legislation, then the legislation will of course take precedence, wherever the legislation imposes a higher duty on the local authority.

The Council must make decisions in accordance with the relevant provisions which are (primarily) in Sections 509AA, 509AB, 509AC, 509AD, and 509A, Schedule 35B of the Education Act 1996 (as amended). The Act provides that a duty to provide free school transport will be owed by the Local Authority to a child of compulsory school age in its area who is an "Eligible Child" and either (i) no travel arrangements relating to travel in either direction between his home and school are provided free of charge by any other person, or (ii) such arrangements are not suitable for the purpose of facilitating attendance at school.

In addition, parents should note their responsibility to ensure that their child/children attend school under Section 444 of the Education Act 1996 – this includes making the necessary travel arrangements to get their child/children to and from school. The initial onus therefore rests with parents to make travel arrangements but to ask for assistance from the Council where this is not possible or where the parent considers that the responsibility should fall on the Council. The Council will make an assessment to identify eligibility for assistance in line with the law and its published criteria as set out in the policy below.

The Council will assist parents with travel arrangements after an assessment has been carried out and it has been proved that the service user meets the criteria outlined in this document.

## **2.2 Purpose**

This policy is aimed at promoting the maximum possible independence for the service user, and sets the criteria that will be used to assess whether the service user's travel needs can be met best through independent travel arrangements or whether assisted travel services are necessary.

## **2.3 Eligibility Criteria for access to travel assistance where there are special educational needs, a disability or mobility problems**

Eligibility is based on the needs of the child, and not family circumstances such as parental employment responsibilities. However, the Authority may take family circumstances into account when considering the type of travel assistance to be offered provided that it is consistent with the efficient use of resources (including routing).

A child or young person will normally be eligible for travel assistance under this policy if the child or young person:

- a) Has a statement of Special Educational Needs or an Education, Health and Care (EHC) Plan; or
- b) Has a disability for the purposes of the Equality Act 2010 (e.g a significant learning, physical or sensory disability) or mobility problems; and
- c) His/her special educational needs or disability affects his/her capacity to travel independently; and
- d) S/he attends a school that the Authority has determined or is named in the Statement or EHC Plan as being the nearest available school that is able to meet the needs of the child

A child or young person may be eligible for travel assistance if the child or young person:

- a) Has a Statement or EHC Plan, lives within the statutory walking distance but is unable to travel to school owing to disability or mobility problems (including temporary medical conditions) and family circumstances make it impossible for the parent to take the child to school.
- b) Has a significant learning, physical or sensory disability affecting capacity to travel independently.
- c) Lives further than the statutory walking distance between home and school (ie over 2 miles for children under eight years of age or over 3 miles for children aged eight years old and over).
- d) Attends a school that the Authority has determined or is named in the Statement or EHC Plan as being the nearest available school that is able to meet the needs of the child.
- e) Attends a school chosen by the parents on the grounds of a recognised religion or belief and there is evidence of adherence to that religion and the first preference was for a denominational school and the denominational school is the nearest available for the pupil's age group and the denominational school can meet the needs of the child.

Other than in exceptional circumstance a child or young person will not be eligible for travel assistance under this policy:

- a) Where the pupil is not attending their local mainstream school, or the closest special provision or as named in their statement and the school is one of parental preference (except when the preference is on religious or belief grounds – see above).
- b) Where the parent has requested that the Statement or EHC Plan names a school that is not the nearest available school able to meet the child's needs as deemed by the Authority.
- c) When travel assistance is being requested solely to facilitate attendance at school. It is a parental responsibility to ensure their child/children attend school regularly.
- d) For Pupils aged 14 or older who have a Statement or EHC Plan, vehicular transport (school bus or taxi) will not be offered. If the statutory walking distance criteria are met then the Authority may offer petrol reimbursement for parents or a travelcard. Examples of exceptional circumstances where the pupil would be eligible for travel assistance under this policy would include where the pupil had severe learning difficulties or profound and multiple learning and physical disabilities.
- e) Children in Early Education Settings/Pre-school Children (under the age of 5 are eligible to travel free on public transport when accompanied by a fare-paying passenger. An example of exceptional circumstances where the child would be eligible for travel assistance under this policy would include where there is a profound need for such assistance.
- f) For young people over the age of 19 attending further education, provision of transport will be the responsibility of Haringey Council's Adult Care Services (ACS). Such arrangements will form part of their transition into adulthood plan.
- g) When travel assistance is being requested solely because a child is being raised by a lone parent.



- h) When travel assistance is being requested solely because a parent or parents are disabled for the purposes of the Equality Act 2010. An example of exceptional circumstances where the child or young person would be eligible for travel assistance under this policy would be where the parent(s) can demonstrate with medical evidence that they have a disability which prevents them from accompanying their children along a pedestrian route, in circumstances where adult accompaniment is necessary to make the route safe.
- i) Where a child does not have a Statement or an EHC Plan and cannot attend school for a diagnosed medical condition. For further information, the parent will need to contact Haringey Council Customer Services.

Where families of children likely to be affected by this policy live at more than one address, they must be clear which home is the child's main home for travel assistance purposes. The Council may require proof that this address is the child's main home as travel assistance will not automatically be provided in respect of more than one home.

#### **2.4 Travel beyond statutory walking distances**

Local authorities must provide free home to school travel assistance for children aged between 5 and 16 years if their nearest suitable school is further away than the statutory walking distances, which are:

- 2 miles for pupils aged under 8.
- 3 miles for those aged 8 and over.

A 'suitable school' is defined as "a school with places available that provides education appropriate to the child's age, ability and aptitude and to any special educational needs the child may have".

Please note however, that if parents choose a school which is further away than a suitable one where a place is available and that chosen school is beyond the statutory walking distances from their home, they will be responsible for their own travel assistance.

#### **2.5 Nature of the Route**

Local authorities are required to offer travel assistance to children registered at a school within statutory walking distance of their home but, having regard to the nature of the routes which they could reasonably be expected to walk, cannot reasonably be expected to walk them, and no suitable arrangements have been made to enable the child to attend a nearer school.

#### **2.6 Travel to Alternative Provision**

Pupils aged 14-15 who have been placed in alternative provision by their school are expected to make use of free travel on buses and trams operated by Transport for London. However pupils can apply to the governing body of their school to cover the costs of travel on the London Underground or Overground network if :-

- a journey by bus will take longer than an hour during peak hours as calculated using the TFL Journey Planner ([http://journeyplanner.tfl.gov.uk/user/XSLT\\_TRIP\\_REQUEST2?language=en](http://journeyplanner.tfl.gov.uk/user/XSLT_TRIP_REQUEST2?language=en)) ;or
- they consider there are other circumstances which make a journey by bus unsuitable

Pupils aged 14-15 who have been placed in alternative provision by Haringey Council are expected to make use of free travel on buses and trams operated by Transport for London. However pupils can apply to Haringey Council to cover the costs of travel on London Underground or Overground network if :-

- a journey by bus will take longer than an hour during peak hours as calculated using the TFL Journey Planner ([http://journeyplanner.tfl.gov.uk/user/XSLT\\_TRIP\\_REQUEST2?language=en](http://journeyplanner.tfl.gov.uk/user/XSLT_TRIP_REQUEST2?language=en)) ; or
- they consider there are other circumstances which make a journey by bus unsuitable

Where the pupil is unable to travel to the alternative provision then Haringey Council will facilitate transportation

## **2.7 Individual circumstances**

Where there are reasons relating to the child's health or social needs (as supported by documentary evidence) which Haringey Council deem as exceptional, travel costs will be met or travel arrangements will be made . Each case will be considered on an individual basis bearing in mind the individual circumstances of each particular case.

## **2.8 Free school Meals**

Pupils are entitled to free travel assistance where they are entitled to free school meals or their parents are in receipt of maximum Working Tax Credit if the nearest suitable school is:

- Beyond 2 miles (for children over the age of 8 and under 11).
- Between 2 and 6 miles (if aged 11-16 and there are no more than three suitable nearer schools).
- Between 2 and 15 miles and is the nearest school preferred on the grounds of religion or belief (aged 11-16).

## **2.9 Parental preference for particular schools or educational institutions on the ground of religion or belief**

A child or young person will normally be eligible for travel assistance under this policy if:

- The child or young person attends a school chosen by the parents on the grounds of a recognised religion or belief.
- There is evidence of adherence to that religion by the parents.
- The parents' first preference was for a denominational school.
- The denominational school is the nearest available for the pupil's age group.
- The denominational school can meet the needs of the child.

## **2.10 Children with Special Educational Needs and or Disabilities (SEND)**

This section explains what travel assistance will be provided for children and young people with a Statement of Special Educational Needs (SEN) or disabilities or an Education Health and Care Plan, or with mobility problems, if they could not reasonably be expected to travel to school/college independently and even if the journey is within the statutory walking distance described above.

Having a Statement of Special Educational Needs or an Education, Health and Care Plan does not necessarily provide entitlement to free travel. Requests will be considered for children with special educational needs, a disability as defined by the Equality Act 2010 or mobility problems, who:

- Live within the statutory walking distance, but cannot reasonably be expected to walk to the school; and
- Cannot be placed by the Local Authority at a suitable school nearer to his/her home;
- Have needs such that public transport is not a suitable method for them of travelling between their home and the school.

If possible, Haringey Council will always aim to enable children to walk, wheel or use public transport independently by the age of 16 or earlier.

The entitlement to travel assistance for children and young people who meet these criteria varies according to their age group as follows:

➤ Pre-School children with a statement of SEN under the age of 5

There is no legal requirement for the Local Authority to provide travel assistance for children under the age of 5 to travel between home and school. The LA expects that children under the age of 5 will be taken to their educational provision by a parent.

Children under the age of 5 can travel free at any time on the Underground Railway (tube), Docklands Light Railway, buses, trams, London Overground, and Emirates Air Line cable car, as long as they are accompanied by an adult with a valid ticket.

In exceptional circumstances, where a child has a statement of special educational needs, the Local Authority will provide travel assistance, after looking at the individual circumstances and the individual merits of the particular case,

For children without a statement of SEN and are not eligible for LA travel arrangements, Haringey may offer support, depending on availability.

➤ Children with SEND aged 5-16

The Local Authority will make a decision for children with a Statement of Special Educational Needs, an Education, Health and Care Plan, or disabilities as defined in the Equality Act based on a number of key factors which include:

- distance from home to school; and
- the needs of the child (whether the child has physical, learning and/or mental health needs which mean they cannot walk or access public transport);

Any travel assistance will only be provided for travel to a qualifying school.

A qualifying school means one that can meet the child's needs and is nearest to their home. The Local Authority is not obliged to pay the travel assistance costs for a child to travel to a school, if a school nearer to the child's home can meet the child's needs. If the parent(s)

expresses a preference for a school which is further away, the presumption would be for parent(s) to pay the costs of travel arrangements in respect of that school. However, in deciding whether to pay these costs, each case will be considered by the Council on an individual basis bearing in mind the individual circumstances of each particular child or young person.

➤ Children and young people with SEND aged 5-19 in educational residential placements

A residential school is a specialist provision which caters for pupils with special educational needs and/or disabilities, who receive overnight accommodation (usually over a 38 week period).

Haringey Council will reimburse the parents their reasonable costs of accompanying their child to and from school via public transport. The costs of second-class, not first-class, train travel will be reimbursed. Reimbursement will be made for journeys taken at the start and end of term, of half term holidays and for parents to attend the Annual Review meeting. Reimbursement will be dependent on production of valid receipts.

Parents may wish to transport their child to school by car. Where Haringey Council agrees to this arrangement, the parent will be reimbursed their reasonable fuel expenses, if this is an additional/different journey to that undertaken to take other children in the family to their schools. In the event of illness of the parent then they should accept full responsibility and make alternative arrangements to transport their child to and from school.

➤ Young people and adults with SEND aged 16 – 25

For young people with statements of SEN or Education Health and Care Plans who move from schools to Further Education colleges at age 16, and who were given travel assistance support until the end of their school studies, travel assistance provision will be reviewed. Where Haringey Council has decided that it is necessary to continue to provide travel assistance, it will, in addition, consider whether it is necessary to provide an escort to supervise the young person's journey. This will depend on, amongst other matters, their age and general behaviour.

The majority of Haringey Council pupils with a Statement of SEN or EHC Plan do not receive or require specialised travel assistance from the Authority. Wherever possible the Authority expects parents of pupils with a Statement of SEN or EHC Plan to make arrangements for their child to attend school in the same way as for parents of pupils without a Statement of SEN, as this is an important factor in developing the pupil's independence, social and life skills. To assist with facilitating independence, young people of compulsory school age (including students in full time education up to the age of 18 years) are entitled to free travel on buses and trams operated by Transport for London. Young people with special educational needs and/ or disabilities where free travel on buses and trams is not suitable, but where there is a long term plan to achieve as much independence as possible, including travel, will be eligible for travel assistance.

## **2.11 Travel Assistance Allocation**

Haringey Council will allocate travel assistance in the most cost-effective manner. Pupils will be expected to travel with other children attending the same, or nearby school, unless there are compelling reasons for individual travel, (eg no travel sharing options available, significant challenging behaviour and/or significant medical needs). The Local Authority

where agreed will provide home to school travel collecting identified children and young people from agreed designated pick up points or bus stops and where not appropriate then from designated home addresses.

Haringey Council has an ongoing responsibility to ensure value for money. Therefore the mode of travel assistance offered will be regularly reviewed, and will not necessarily remain the same for the duration of eligibility.

Generally, travel provision will not be made other than at the beginning and end of the normal school day. However there are some instances where this can be waived if this will benefit the young person's educational development (for example, where a child has to attend an after school class as part of their education, or related work experience/ examinations at a different location other than the school). In cases of exclusion, illness etc, when a child has to go home during the course of the school day the school's governing body, or parent would be responsible for travel.

Where the Authority decides to issue a travel card, it will be available for collection at the beginning of each term from the education establishment that the child attends. In order to collect a travel card, the pupil and/or parent must present a current photo card.

## **2.12 Pickup and Drop off**

The Council where agreed will provide pick up and drop off, collecting identified service users from agreed designated group pick up points or bus stops. The vehicle will arrive at the designated pick up or drop off point at agreed times [+/- 5 minutes]. Parents/carers who bring the service user late to the drop off point will be expected to bring the service user to the school or centre themselves.

## **2.13 Entitlement**

### **Standard**

Children in Early Education Settings or pre-school who are under the age of 5 years are eligible to travel free on public transport when accompanied by a fare-paying passenger.

For large numbers of children, getting to school will be a reasonable and safe travel experience, which will also help in promoting their independence and physical well being. In addition, children:

*London Transport for Under 5s:* Children under five can travel free at any time on the Tube, Docklands Light Railway (DLR), buses, trams and London Overground as long as they are accompanied by an adult with a valid ticket.

*London Transport for 5 to 10-year-olds:* Children aged five to ten can travel free at any time on buses, Tube, DLR, trams and London Overground as long as they travel with an adult who has a valid ticket. Up to four children can travel free with one adult. Children aged 5 to 10 who are travelling unaccompanied on the Tube, DLR or London Overground will need a 5-10 Oyster photocard to travel free.

*London Transport for 11- to 15-year olds:* Children aged 11 to 15 years can travel free on buses and trams and at child rate on Tube, DLR and London Overground services, provided they have an 11-15 Oyster photocard.

*London Transport for 16 - 18s:* 16 and 17-year-olds can travel at a child rate on buses, Tube, DLR and trams, provided they have a 16+ Oyster photocard. 16 to 18 year-olds who live in a

London borough and are in qualifying free time education can also apply to get free travel on buses and trams.

### **Non Standard**

Transport for London provides free bus passes for all children under the age of 16, and so it is worth remembering that Haringey Council will not need to make any additional arrangements for the vast majority of the children in its area.

The Local Authority is not required to provide free travel for pupils who attend schools outside the statutory walking distance if there is a suitable place available at a nearer appropriate school. Whilst the wishes of parents are an important consideration, they are not the only legally recognised criterion in determining decisions by the Council on support for travel.

## **3 Adults (18 or older+)**

### **3.1 Introduction**

As set out in the Care Act 2014, the core purpose of adult care and support is to help people to achieve the outcomes that matter to them in their life. The Act and its supporting statutory guidance set out how a local authority should go about performing its care and support responsibilities in light of this and also set out the need to ensure that doing so focuses on the needs and goals of the person concerned. In particular, local authorities must promote wellbeing when carrying out any of their care and support functions in respect of a person. This may sometimes be referred to as “the wellbeing principle” because it is a guiding principle that puts wellbeing at the heart of care and support. The wellbeing principle applies in all cases where a local authority is carrying out a care and support function, or making a decision, in relation to a person. It applies equally to adults with care and support needs and their carers.

This section of the Policy has been drafted in light of the principles of the Care Act 2014 and its wider focus on promoting wellbeing, preventing reducing or delaying needs of adults for care and support, and of carers for support and providing information and advice in relation to care and support for adults, and support for carers. The Act highlights the need for complementary approaches across all areas of provision which support independence and promote self-reliance.

#### **Purpose**

This policy is aimed at promoting the maximum possible independence for the service user, and sets the criteria that will be used to assess whether the service user’s travel needs can be met best through independent travel arrangements or whether assisted travel services are necessary.

#### **Scope**

This part of the policy covers adults (18 or older) with the exception of those adults aged 25 or lower who have a special educational need and /or disability and are in education or training. Those adults aged 18 – 24 years with a special educational need and/or disability who are in education or training are covered under section 2 of this policy.

This is not a general policy regarding transport: in line with the Care Act, it is specifically for travel arrangements required to access services or support identified as part of an adult social service funded care package.

### **3.2 Policy Principles**

Haringey's aim is to support the promotion of independence through the provision of Travel Training and by developing community involvement. Wherever possible the Council expects service users to utilise public transport as this is an important factor in developing the service user's independence, social and life skills and this policy rests upon a general expectation that service users will meet their own needs for travel to access and take advantage of existing services or support wherever possible.

Travel arrangements are a means of accessing social care services or support. The overriding principle is therefore that the decision to provide travel support is made in order to enable needs for care and support to be met and to promote independence.

Funded travel will only be provided if, in the opinion of the assessor, it is the only reasonable means of ensuring that the service user can safely access an assessed and eligible service. It is not available to attend routine health appointments unless it is part of an agreement with the relevant health authority.

The need for travel arrangements must be part of the initial assessment of an individual's needs for care and support and travel arrangements can only be provided where the individual is eligible for a service as set out in the Care Act 2014 and travel arrangements are required to enable the needs for care and support to be wholly or partly met and after all travel options have been considered. An individual's use of Personal Independence Payment (PIP) (mobility component) and other transport concessions will be considered when determining whether travel support should be funded.

Travel arrangements should not be offered as an incentive to take up a care package.

Where there are appropriate travel options available (either personal or public transport), it will be assumed that the service user will use these as a first option. Travel will only be supported if alternatives are unavailable or inappropriate for some reason.

### **3.3 Eligibility**

This policy is for those people assessed as eligible for adult social care. As a general principle:

#### **Travel arrangements will be considered if:-**

- No suitable public transport is available
- No other modes of travel are available for example walking, access to a personal car or a vehicle funded through the Motability Scheme
- The service user is not able to use public or community transport for health or other identified reasons
- The family or other carer is not able to support travel arrangements
- There would be an unreasonable additional responsibility on family or other carer
- In the opinion of the assessor, it is the only reasonable means of ensuring that the service user can safely access an assessed and eligible service.

### **3.4 Charging**

The policy recognises that there may be charges for the provision of travel arrangements as part of a care package which also attracts charges. These would only be applied following a financial assessment and would form part of any charges applied to the provision of the care package overall. These charges would be made in line with the approach to charging in

place at the time and the costs of travel arrangements will be added to the costs of the care package overall in determining these. The approach to charging may be subject to amendment and is reviewed annually through the Council's budget setting process.

The Council will always ensure that when there is a choice of travel options which adequately meet the individual's needs, the most sustainable and cost efficient one will be chosen.

### **3.5 Roles and Responsibilities**

As part of the Council's commitment to inclusion and independence, individuals who can travel to community activities, day opportunities and college independently or with assistance from family, friends or support providers will be encouraged and expected to do so.

The Council will allocate travel support in the most cost-effective manner. Where a number of individuals are accessing the same or close by services the provision of shared travel arrangements should always be considered. Service users will be expected to travel with other service users attending the same, or nearby centre, unless there are compelling reasons for individual travel arrangements, (eg no sharing or community based options available, significant challenging behaviour and/or significant medical needs).

The Council has an ongoing responsibility to ensure value for money. Therefore the mode of travel assistance offered will be regularly reviewed, and will not necessarily remain the same for the duration of eligibility. The assessment and provision of travel assistance will form part of the annual review of the care and support plan.

Individuals who qualify for concessionary travel will be expected to apply for and use this as and when appropriate according to assessed needs. Where the Council decides to issue a travel card, it will be available for collection from the establishment that the service user attends. In order to collect a travel card, the service user and/or parent/carer must present a current photo card.

### **3.6 Risk Assessment**

Service users who are assessed and successfully travel trained will only be expected to travel independently if the Council considers it is appropriate and safe for them to do so. The capacity to travel independently will always be subject to a risk assessment and the service user and or carer may decide to travel independently and disagree with the assessment made by the Council.

When assisted travel is provided the Council will ensure that providers are on an approved list of contractors and that drivers have enhanced DBS (Disclosure Barring Service) clearance and have received passenger assistance training and any other training necessary for travel, in particular, in respect of service users with complex and specialist needs. As the Council seeks value for money, transport providers may change. However, any change will only be made after consultation with the service user, carer and care manager.

### **3.7 Personal Budgets**

The assessed travel need will make up part of the service user's personal budget. This can be taken as a direct payment or as a Council managed service. Service users can pool their direct payments and managed personal budgets to meet their travel needs. The personal budget can be used to purchase travel assistance options which build confidence and independence.



#### 4 Travel assistance options for children, young people and adults

Where travel assistance is agreed, it may take one of the following forms:

- a) An allocated **Personal Budget** for parent to arrange travel assistance themselves.
- b) **Support Worker/Escort** to provide travel assistance.
- c) Provision of a **bus pass for a parent or responsible adult** (of parent choice) to accompany the child to/from school.
- d) **Travel Training** where the users will be supported to gain confidence and independence. This is a gradual process which finishes with the user able to undertake with confidence unaccompanied journeys.
- e) **Travelmate** where users are accompanied on journeys by peers for support and to promote confidence.
- f) **Walking Bus** which is a community walking bus scheme led by a volunteer or parent(s) taking groups of people to their destination where it is practical and local.
- g) **Reimbursement of mileage costs** for parents who are deemed able to transport their children to school in accordance with Her Majesty's Revenue & Customs (HMRC) directions.
- h) **Car Share Scheme** where a lift may be provided through a car journey matching service where a parent already driving a similar route, has room and is willing to provide a lift to someone else. In these circumstances the driver may be paid a mileage rate in line with HMRC's directions.
- i) **Share car schemes** which are forms of a car club that gives the driver access to the car or van s/he needs when s/he needs it.
- j) **Passenger Transport Service (PTS)** coordinates home-to-school travel for children, and for young people up to 25 years with special educational needs and disabilities, as long as the passenger is able to walk unaided or with support, is a wheelchair [or buggy] user or can transfer to a seat It also provides transport for children looked after by the Council, irrespective of where the child lives (in or out of borough).
- k) **Pooled Budget/Individual Service Fund** is the mechanism for users to pool personal budgets together for example to hire a Minibus or a taxi.
- l) **Community Ride** scheme (along the lines of the community ambulance schemes) is provided through a commissioned voluntary agency.
- m) **Dial-a-Ride** membership is open to people with a permanent or long-term disability which prevents them using scheduled public transport services.
- n) **Taxicard** is a service that allows Haringey residents with a mobility impairment that prevents them from using buses or trains, to travel in licensed radio taxis or black cabs at lower rates.
- o) **Licensed Taxi** may be used in exceptional circumstances for the provision of travel assistance with or without a passenger assistant.

## 5 Quality and Performance of the Policy

The effectiveness of the delivery of the policy will be measured through some Key Performance Indicators (KPI's) focusing on:

1. Improved range of travel assistance options
2. Take up of travel assistance options
3. Usage of Freedom Pass
4. Reduction in money spent on higher cost travel assistance
5. Amount of concessionary travel
6. Numbers travelling in integrated groups
7. Measurement of improvement in Levels of travel independence (5 point scale with criteria).

## 7. Reviews, Appeals and Complaints

### Children and Young People

The SEN Transport Team, in discussion with colleagues in SEN, will keep under review the eligibility criteria for travel assistance and/or the type of travel assistance which is provided. Reviews will occur:

**a) Annual Review.** Every pupil with a Statement of SEN or EHC Plan will have an Annual Review, held at the school, to discuss progress towards targets and support requirements. Travel assistance will form part of this discussion.

**b) When a pupil makes progress towards independence** and is deemed capable of independent travel by school/college staff and/or parents.

**c) When there is a significant change to the pupil's SEN**, since the time of first application, rendering them no longer eligible for travel assistance.

**d) If the Council decides to cease to maintain a Statement of SEN or EHC Plan** . Travel assistance will be ceased.

**e) At the Passenger Access Transport Services' annual review of transport routes.** Prior to the start of each academic year, existing transport routes will be reviewed and where necessary changes will be made.

**f) If a child moves from one education establishment to another.** Travel assistance will not automatically continue, and parents must reapply.

**g) if there is a change in other circumstances that affect eligibility.**

**h) If there is a change of home address.** Distance between the home address and the school will be recalculated and may change eligibility for travel assistance.

### Appeals

The Council will write to parent/carers to tell them if travel assistance will be given and what arrangements will be made. If parents are not satisfied with the decision, in whole or in part, they have the right to appeal.

Appeals should be made within 15 working days of receipt of the decision from the Council.

Parents who would like to seek support and information from an independent source in preparing evidence to present in their appeal will be put in touch by the Council with community based support.

During an appeal, travel assistance will not be initiated (although it will continue for those pupils where travel assistance currently exists and a change is being recommended).

### **Stage 1**

Parents who wish to appeal should first write to;

Head of Integrated Service SEN and Disabilities  
Haringey Council Children and Young People's Service  
Haringey Council  
40 Cumberland Rd  
Wood Green  
London N22

Parents should provide further information/clarification as to why travel assistance is required, if they are appealing against the refusal of travel assistance and why they feel unable to undertake this responsibility themselves. If they are appealing against the decision concerning what arrangements will be made they should explain why they consider these arrangements inappropriate. They should give details of any personal and/or family circumstances they believe should be considered when the appeal is heard.

On receipt of an appeal, the Head of Integrated Service SEN and Disabilities will present the case to the SEN Panel for re-consideration. Parents will be informed of the outcome by letter or e-mail . If the parent is still dissatisfied they may make further appeal to the SEN Transport Appeals Panel.

### **Stage 2**

Any Parent still dissatisfied with the outcome of a stage 1 appeal should write again to;

Feedback and Information Team  
6th Floor  
River Park House  
225 High Road  
Wood Green  
N22 8HQ

within 15 working days of receipt of the stage 1 appeal outcome decision.

Parents should explain writing in why they are dissatisfied with the stage 1 appeal decision  
Stage 2 appeals will be considered independently of Haringey Council's SEN service. A letter detailing the outcome will be sent to the parent. Decisions at this stage are final.

### **Passenger Transport Service (PTS) Complaints should be made to:**

**Passenger Transport Service (PTS)**  
Alexandra House [Level 6]  
10 Station Road  
Wood Green  
London  
N22 7TR

### **Corporate complaints procedure**

If you would like to make a complaint please complete our online feedback form at <http://www.haringey.gov.uk/contact/council-feedback/complaints-about-council>

The Council's corporate complaints procedure has two stages:

#### **Service investigation**

When we receive your complaint, we will try to sort out the problem straight away. If we can't:

- we will write to you within two working days to let you know who is dealing with your complaint
- a senior manager will reply to you in writing within 15 working days

If we need more time we will let you know and give you a new date for our response.

#### **Independent review**

If you are not happy with the response you received, please contact the [Feedback and Information Governance Team \(FIG\)](#) to explain why. FIG is independent of the service departments and Homes for Haringey and their investigations are impartial and on behalf of the Chief Executive. FIG will try to resolve the matter, but may investigate further, in which case they will:

- write to you within two working days to let you know who is dealing with your complaint
- reply to you in writing within 25 working days
- usually offer you escalation to the Local Government Ombudsman

If they need more time they will let you know and give you a new date for their response.

### **Adults: Complaints**

When an annual review of a care and support plan is carried out, travel needs will be taken into account.

Where a review/re-assessment identifies that assisted travel is no longer the best way to meet an eligible need, a time limited transition period of up to one month will be allowed so that alternative arrangements can be made according to needs and circumstances if required.

In all other circumstances, provided all other travel options have been considered, evidenced and recorded, assisted travel will then be considered. All requests for assisted travel will be approved as part of the service package by Team Manager, Service Manager or Head of Service according to delegated responsibilities.

Where clients move from Children's to Adult Social Care services, then their needs will be reassessed by Adult Social Care in relation to the new services required with no assumptions made regarding automatic continuation of any assisted travel.

### **Appeals**

The Council will write to the service user to inform them if travel assistance will be given and what arrangements will be made. If the service user is not satisfied with the decision, in whole or in part, or travel arrangements proposed by the Council, they have the right to appeal.

Appeals should be made within 15 working days of receipt of the decision from the Council. Service users who would like to seek support and information from an independent source in preparing evidence to present in their appeal will be put in touch by the Council with community based support. During an appeal, travel assistance will not be provided (although it will continue for those service users where a change is being recommended when travel assistance currently exists).

### **Stage One**

Service Users who wish to appeal should first write to the relevant area's Head of Service at:-

Haringey Council Adult Social Services  
Haringey Council  
River Park House  
225 High Road  
Wood Green  
London  
N22 8HQ

Service Users should provide further information/clarification as to why travel assistance is required, if they are appealing against the refusal of travel assistance, and why they feel unable to undertake this responsibility themselves. If they are appealing against the decision concerning what arrangements will be made they should explain why they consider these arrangements inappropriate. They should give details of any personal and/or family circumstances they believe should be considered when the appeal is heard.

On receipt of an appeal, the Head of Service will present the case to the Service Area Panel for re-consideration. Service Users will be informed of the outcome by letter or e-mail . If the service user is still dissatisfied they may make further appeal to the Adults Travel Appeals Panel.

### **Stage Two**

Any service user still dissatisfied with the outcome of a stage 1 appeal should write again to:-

Haringey Council Adult Social Services  
Haringey Council  
River Park House  
225 High Road  
Wood Green  
London  
N22 8HQ

within 15 working days of receipt of the stage 1 appeal outcome decision

Service users should explain in writing why they are dissatisfied with the stage 1 appeal decision. Stage 2 appeals will be considered independently of Haringey Council's Adult service. A letter detailing the outcome will be sent to the service user. Decisions at this stage are final.

### **Passenger Transport Service (PTS) Complaints should be made to:**

#### **Passenger Transport Service (PTS)**

Alexandra House [Level 6]  
10 Station Road

Wood Green  
London  
N22 7TR

### **Corporate complaints procedure**

If you would like to make a complaint please complete our online feedback form at <http://www.haringey.gov.uk/contact/council-feedback/complaints-about-council>

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- we will write to you within two working days to let you know who is dealing with your complaint
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If we need more time we will let you know and give you a new date for our response.

#### **Independent review**

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- write to you within two working days to let you know who is dealing with your complaint
- reply to you in writing within 25 working days
- usually offer you escalation to the Local Government Ombudsman

If they need more time they will let you know and give you a new date for their response.

**APPENDIX 2:**

**Equality Impact Assessment**

<b>Name of Project</b>	Travel Policy	<b>Cabinet meeting date <i>If applicable</i></b>	14/03/2017
<b>Service area responsible</b>	Commissioning		
<b>Name of completing officer</b>	Sebastian Dacre	<b>Date EqIA created</b>	October 2016
<b>Approved by Director / Assistant Director</b>	Charlotte Pomery	<b>Date of approval</b>	28/02/2017

The Equality Act 2010 places a ‘**General Duty**’ on all public bodies to have ‘**due regard**’ to:

- **Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act**
- **Advancing equality of opportunity between those with relevant ‘protected characteristics’ and those without them**
- **Fostering good relations between those with relevant ‘protected characteristics’ and those without them.**

In addition the Council complies with the Marriage (Same Sex Couples) Act 2013.

Haringey Council also has a ‘**Specific Duty**’ to publish information about people affected by our policies and practices.

**All assessments must be published on the Haringey equalities web pages. All Cabinet papers MUST include a link to the web page where this assessment will be published.**

This Equality Impact Assessment provides evidence for meeting the Council’s commitment to equality and the responsibilities outlined above, for more information about the Council’s commitment to equality please visit the Council’s website.

<b>Stage 1 – Names of those involved in preparing the EqIA</b>	
1. Project Lead - Sebastian Dacre	5.
2. Equalities / HR - Ben Ritchie	6.
3. Legal Adviser (where necessary) Ed Jankowski	7.
4. Trade union – N/A	8.

**Stage 2 - Description of proposal including the relevance of the proposal to the general equality duties and protected groups. Also carry out your preliminary screening** (Use the questions in the Step by Step Guide (The screening process) and document your reasoning for deciding whether or not a full EqIA is required. If a full EqIA is required move on to Stage 3.

The Council currently funds supported travel arrangements for over 500 children and young people needing assistance to travel to their educational establishment. The Council also currently provides supported travel to around 150 adults who need assistance in travelling to adult care services.

Supported travel arrangements can include (i) Haringey’s in-house transport service, (ii) commissioned transport services from external providers, (iii) provision of an escort, and (iv) support with travel arrangements on public transport.

The Council has a statutory requirement to have a Sustainable Modes of Travel Strategy and a Transport Policy Statement in place. The Travel Policy is intended to provide clarity for service users and their parents and carers as to the circumstances when access to supported travel will be considered, and to ensure that those with particular and significant needs are appropriately supported.

The Travel Policy outlines how the Council will move towards a more consistent and equitable way of supporting people in the provision of Council funded travel. It is set out in two main sections: Children and Young people (0 to 18 years) (including continuing learners who started their programme of learning before their 19<sup>th</sup> birthday) and Adults with Learning Disabilities and Disabilities (with the exception of adults aged 18 to 24 with a special educational need and/or disability who are in education or training (18 and older +).

References in this document to “parents” is to parents, carers or legal guardians



**Key Stakeholders**

- Those who have a special educational need and/or disability (SEND) and require travel assistance to access school or other educational services
- Users of adult social care that require supported transport to access care settings
- Parents of those children and young people with SEND or carers of those eligible for adult social care
- Residential homes/supported living

The Travel Policy intends to advance equality of opportunity by promoting independence and ensuring that all those who have a need for travel assistance are able to access the educational establishment or care service that meets their needs.

**Stage 4 – Scoping Exercise - Service data used in this Equality Impact Assessment**  
**This section to be completed where there is a change to the service provided**

Data Source	What does this data include?
List of those currently using supported travel services in Haringey	<p>Age break down of children and young people accessing supported travel:</p> <ul style="list-style-type: none"> <li>• 5- 9 year olds 19%</li> <li>• 10- 14 year olds 36%</li> <li>• 15 – 18 year olds 30%</li> <li>• 19 -25 year olds 15%</li> </ul> <p>List of those using SEND transport</p> <ul style="list-style-type: none"> <li>• Learning disabilities /Autistic 31%</li> <li>• Wheel chair user 13%</li> <li>• Cerebral palsy 7%</li> </ul>

	<ul style="list-style-type: none"> <li>• Down Syndrome 4%</li> <li>• Blind/visually impaired 4%</li> <li>• Various other disabilities 41%</li> </ul> <p>List of those using Transport accessing adult social Care</p> <ul style="list-style-type: none"> <li>• Learning disabilities 71.5%</li> <li>• Dementia 28.5%</li> </ul>
<p>Haringey Joint Strategic Needs Assessment</p>	<p><a href="http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/health-mothers-children-and-young-people/disabled-children-and-young-people">http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/health-mothers-children-and-young-people/disabled-children-and-young-people</a></p> <p><a href="http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/adults-and-older-people/dementia">http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/adults-and-older-people/dementia</a></p> <p><a href="http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/adults-and-older-people/jsna-learning-disabilities">http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/adults-and-older-people/jsna-learning-disabilities</a></p>

**Stage 5a – Considering the above information, what impact will this proposal have on the following groups in terms of impact on residents and service delivery:  
Positive and negative impacts identified will need to form part of your action plan.**

	<b>Positive</b>	<b>Negative</b>	<b>Details</b>	<b>None – why?</b>
<b>Sex</b>			The Travel Policy is deemed to have no adverse impact on gender, as the policy is needs based and applies equally irrespective of sex.	X
<b>Gender Reassignment</b>			The Travel Policy is deemed to have no adverse impact for residents who have undertaken gender reassignment, as the policy is based on needs and applies equally irrespective of gender characteristics. There is no indication that residents who have undertaken gender reassignment are treated differently under the terms of this policy or are disadvantaged compared to other groups by this policy, although we will continue to keep this under review.	X
<b>Age</b>	X		The Travel Policy applies differently to children and young people who are in education from adults aged 18 or above eligible for Adult Social Care. This is because of the statutory duty on the Council to ensure that all children and young people can access education locally, and to ensure that complex disabilities or other factors do not present a barrier to this. For adults, the Council's Travel Policy is there to assist those adults who cannot independently travel to adult care services.	

<b>Disability</b>	X		The Travel Policy is deemed to have a positive impact upon residents with disabilities as it ensures that they are able to access schools/services which meet their needs and are not discriminated against by being unable to access them due to not being able to get there.	
<b>Race &amp; Ethnicity</b>			The Travel Policy is deemed to have no impact on residents of different races and ethnicity as the policy is based on needs and applies equally irrespective of ethnicity. There is no indication that residents of different races and ethnicity are treated differently under the terms of this policy or are disadvantaged compared to other groups by this policy, although we will continue to keep this under review.	X
<b>Sexual Orientation</b>			The Travel Policy is deemed to have no impact on residents of different sexual orientations, as the policy is based on needs and applies equally irrespective of sexual orientation. There is no indication that residents of different sexual orientation are treated differently under the terms of this policy or are disadvantaged compared to other groups by this policy, although we will continue to keep this under review.	X
<b>Religion or Belief (or No Belief)</b>	X		The Travel Policy takes into consideration children, young people and parent's choice to apply for admission to a particular faith school, even if this is not the closest school to	

			them by travel distance. This will ensure that those children and young people who want to attend a faith school because of their religion/beliefs are not indirectly prevented from doing so because of proximity restrictions on travel support.	
<b>Pregnancy &amp; Maternity</b>			The Travel Policy is deemed to have no impact on residents who are pregnant or on maternity, as the policy is based on needs and applies equally irrespective of pregnancy/maternity. There is no indication that residents who are pregnant are treated differently under the terms of this policy or are disadvantaged compared to other groups by this policy, although we will continue to keep this under review.	X
<b>Marriage and Civil Partnership (note this only applies in relation to eliminating unlawful discrimination (limb 1))</b>			The Travel Policy is deemed to have no impact on residents who are married or in civil partnerships, as the policy is based on needs and applies equally irrespective of marital status. There is no indication that residents who are married or in civil partnerships are treated differently under the terms of this policy or are disadvantaged compared to other groups by this policy, although we will continue to keep this under review.	X

**Stage 6 - Initial Impact analysis**

**Actions to mitigate, advance equality or fill gaps in information**

The policy will not result in any direct or indirect discrimination to any of the protected groups.

In particular, the policy will help to advance equality of opportunity between those with disabilities and those without by continuing to ensure that those with disabilities are able to access services that they would otherwise be unable to access without travel assistance.

There were however a number of concerns raised during the consultation around potential changes to the delivery of supported travel arrangements in the future (see Stage 7 below). Identified to the right is how we intend to address some of these concerns and mitigate risks.

**1) Managing any future transition to alternative travel options**  
 There may be a risk of disruption if alternative travel options are not fully established before potential future changes to in-house travel services. We will therefore ensure alternative travel options are identified and fully phased in **before** changing any of the current in-house supported travel services. We are actively engaging with the market around identifying broader range of transport options

**2) Factoring in the individual circumstances of carers and families**  
 Some concerns were raised during the consultation that changes to travel support may create undue burden on carers and families. Therefore we will ensure that carers and families' situations will be an active part of the assessment around travel assistance

We will also take into account families' financial situation when making future travel decisions. We will look at introducing a discounts policy should charging for some services be considered in the future. We will ensure that we do not charge groups who can't afford but require travel assistance

**3) Appeals process**  
 The new Travel Policy also introduces an objective **appeals process** for both children and young people and adults so that a travel decision can be challenged if service users or their carers believe it has been wrongly made.

**4) Information, advice and guidance (IAG) around travel options.**  
 The IAG service will be able to signpost to travel options. This will be through:

- IAG Drop in
- IAG Pop ups
- IAG Outreach

Travel options will be listed on the Council's service directory: Haricare

	<p><b>5) Safeguarding duties and ensuring risk assessment process is adequate</b> We will ensure there are high standards governing travel risk assessments. We will ensure that those carrying out the assessments have the rights skills and experience. We will also monitor the consistency of the assessment approach taken</p> <p><b>6) Monitoring and evaluation</b> Travel assistance will be monitored to ensure that there is enough capacity in the market to meet the demand. This will be done by the service as a matter of course and will also be monitored annually to ensure that all protected group where eligible are receiving travel assistance and that there is no inconsistency in who receives this support.</p>
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**Stage 7 - Consultation and follow up data from actions set above**

<b>Data Source (include link where published)</b>	<b>What does this data include?</b>
<p>A full round of pre-consultation engagement was carried out with a wide range of stakeholders prior to carrying out statutory consultation on the draft Travel Policy over the summer. This pre-consultation period resulted in significant changes to the draft Policy so that the draft which was consulted on already reflected a range of stakeholder views.</p> <p>The consultation ran for a period of 90 days from 7<sup>th</sup> of July 2016 to 4<sup>th</sup> of October 2016. As well as organising specific consultation workshops for parents, carers and users which were attended by only 6 people, officers brought the Policy for discussion to a range of established forums, reaching about 150 people and gaining valuable feedback. The consultation pack was sent out to all users of SEND Transport and all in-house Day Centre Users. There was also an electronic questionnaire and hard copies available at Wood Green Library. This was shared</p>	<p>From reading all the responses to the consultation (a low return rate of 6%), the perception was that most people who responded are service users/carers/ parents who have /care for high complex need cases, and are had concerns that travel assistance would be taken away from them.</p> <p>Most people stated in various forms that that <b>travel arrangements should take individual circumstances into account.</b></p> <p>Also, most respondents felt that the drive of the draft policy was to make further budget savings, rather than offer a wide range of alternative travel arrangements, which would be tailored to each individual's needs and outcomes to be met.</p> <p>Key issues raised during the consultation were as follows:</p> <ul style="list-style-type: none"> <li>• Parking – concerns were raised about the sufficiency of disabled parking bays and whether there would be a greater reliance on use of personal cars, which could contribute to further congestion.</li> <li>• Travel assistance – whilst there was support for greater reliance on travel assistance, it was also questioned whether there would be sufficient assistance available for everyone requiring this.</li> <li>• Carers – carers expressed a risk that they would be required to provide travel for the people they care for, where currently they may not</li> </ul>

with as a wide a group as possible through established forums. There were 39 written responses in total, which equates to a response rate of 6%.

- Charging for travel – people were concerned that disability related and other benefits would be used to pay for travel charges
- Reduced provision – some respondents were anxious that existing supported travel would be taken away from them or the people they care for
- Scope and eligibility – feedback highlighted that the draft policy did not offer sufficient clarity on who was eligible for travel support

Care Act compliance – further feedback suggested that there were areas where the Policy did not meet Care Act requirements particularly with regard to maximising independence

**Following this feedback and other points raised during consultation, the draft Policy has been amended.**

## Stage 8 - Final impact analysis

The Council currently funds supported travel arrangements for over 500 children and young people needing assistance to travel to their educational establishment. The Council also currently provides supported travel to around 150 adults who need assistance in travelling to adult care services.

This equality impact assessment (EqIA) finds that the new Travel Policy does not discriminate against protected groups. It aims to adopt a more consistent approach to supported travel based on an assessment of service user needs. The Travel policy intends to advance equality of opportunity by promoting independence and ensuring that all those who have a need for travel assistance are able to access the educational establishment or care service that meets their needs.

The EqIA also identifies a number of mitigating actions to help address some of the concerns raised during the consultation over the fairness and future structure of supported travel arrangements:

- We will monitor the consistency of the assessment approach taken under the new Travel Policy, including across different protected characteristics .We will also ensure there are high standards governing supported travel risk assessments and that those carrying out the assessments have the rights skills and experience.
- The new Travel Policy introduces an objective appeals process for both children and young people and adults so that a travel decision can be challenged if service users or their carers believe it has been wrongly made



- Carers and families' situations, including where appropriate their financial position, will be an active part of the assessment around supported travel assistance
- Haringey's Information, advice and guidance services will be updated to incorporate the new Travel Policy, ensuring that children, young people and adults know about the criteria and options available
- Should we change any of the current in-house supported travel services, we will ensure alternative travel options are identified and fully phased in to avoid risks of disruption.

**Stage 9 - Equality Impact Assessment Review Log**

Review approved by Director / Assistant Director	Charlotte Pomery	Date of review	28/02/2017
Review approved by Director / Assistant Director		Date of review	

**Stage 10 – Publication**

Ensure the completed EqIA is published in accordance with the Council's policy.

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APPENDIX 3

# Travel Policy Consultation Results

21.02.2017

# Response Rate Consultation Part 1- Service Users and Carers

- We did pre-consultation work with both adults and children services
- The consultation ran from 7<sup>th</sup> of July 2016 to 4<sup>th</sup> of October 2016.
- We organised various workshops for parents, carers and users.
- We sent the consultation pack to all users of SEND Transport and all Day Centre Users.
- We got 39 responses to the consultation which equates to a response rate of 6%

# Q1. Do you agree with the principle of the policy 'to encourage more independent travel' through accessing the range of travel assistance options identified in the policy ?

- a) Strongly Agree -8%
- b) Agree – 20%
- c) Neither Agree or disagree -18%
- d) Disagree -20%
- e) Strongly Disagree -34%
- f) No Reply – 0%

In general people capable of using public or independent transport would not be asking or requiring council transport

My daughter is 5 years old with cerebral palsy and requires equipment plus no interventions. Uses a wheel chair buggy. Parent agrees with independence but this should start with secondary school.

This wouldn't apply as my child goes to school far away. Not my choice where he was placed

It has to be proportionate to the service users ability to travel independently and not solely reliant on the carer who may be taking free time

I agree but only with full support in place

I agree but only with full support in place

As long as people travelling more independently are supported in this by Haringey Council, and they do not end up deprived of any practical transport provision.

My son can not travel independently and as a working single mother, it will be difficult to manage him if he has to travel on public transport.

I think you need to carry out independent travel needs to be assessed individually, according to the user's needs.

Not if you are a child and physical disabled like my daughter who is 5 year old and has cerebral palsy uses a buggy. How is this possible making her more independent

I agree but only with full support in place

# Q2. Alternative options to travel assistance. Please choose all that you would like to use:

- a) Freedom pass or free Oyster photo card for all under 18's from Transport for London – 49%
- b) Provision of a bus pass. – 39%
- c) Reimbursement of mileage costs for parents/carers – 23%
- d) Personal Transport Budget– 41%
- e) Car Share – 10 %
- f) Walking bus – 15%
- g) Travel Mate 10%
- h) Zip Car – 8%
- i) Dial a ride – 38%
- j) Travel Training – 18%

With a freedom pass I would need someone younger to travel with me, A support worker or similar. In my experience dial-a-ride don't always turn up.

Please remember that not only mobility impairment persons are unable to take public transport. A child with autism finds it difficult to take public transport. They become anxious because of sounds, unable to get a seat and as simple as if one bus stop is close and they have to go to the other can be a real challenge.

My daughter is 5 years old and uses a buggy as well as additional equipment that goes with her to school. The practicalities of using public transport at peak times is not ideal

NONE of the above are possible at all INSANE to think this is an option for my young person

Door to door service which my son has used all along. He is now at the stage where it is a bigger step towards his independence travelling on the minibus to and from 6th Form

None other than school buses.

I have 4 children at different schools. 1 in Camden, 1 in Barnet, 1 in Essex 1 in Haringey. None of these options would work for my children.

### Q3. If you currently use transport what are your main reasons for using travel assistance? (1 for highest and 5 for lowest priority)

	No reply	1	2	3	4	5
<b>Total</b>	44%	16%	10%	9%	3%	18%
To achieve the quickest travel time from A to B	46%	18%	14%	2%	2%	18%
For the convenience of the carer	44%	10%	14%	4%	2%	26%
To develop the independence of the service user	41%	14%	15%	10%	2%	18%
To reduce the costs of the service user/carers	54%	8%	8%	8%	4%	18%
To improve the health of the service user	46%	10%	10%	24%	2%	8%
To access services	39%	37%	4%	4%	0%	16%

My daughter is 5 - cant walk and needs additional equipment that goes with her to school

At present I could walk to the day centre but Haringey would have to pay more money to provide a support worker.

I have another child at another school I cannot do school runs at the same time in different parts of the borough

## Q4 . When deciding who should be entitled to free travel assistance which of the following do you think should be assessed? (rank from 1 to 7)

Person has the potential to benefit from travel training and travel independently	Whether suitable public transport is available for the journey	Whether other modes of travel are available (eg. access to a family car or a vehicle funded through the Motability Scheme)	Whether the service user is able to walk or ride on public/community transport due to ability, behaviour or health	Whether it places an unreasonable additional responsibility on the family or other carer	Whether transport is identified as part of an Education Health and Care Plan	Whether the reason for the journey is to attend routine health and or social care appointments
116	112	122	47	87	81	113

I'm a service user and whatever way I travel I will need to have a support worker to accompany me

I use transport to go to and from day centre

We have an adapted mobility car but I cannot drive my disabled daughter to school in Tottenham at the same time as I drop my other child to school in Crouch End.

Can travel but does not need total support and assistance to travel safely

I have 3 children below/in primary how would that work?

Anyone who reaches the criteria to have a freedom pass and free travel for their carer should be able to travel for quality of life and equality. Also safety. Haringey is a dangerous place.



# Q5. The Travel Policy mentions that travel assistance will be reviewed regularly. How long do you think is a reasonable time frame to review your travel needs?

- a) Under a month -2%
- b) Every 3 months – 13%
- c) Every 6 months -8%
- d) Annually -57%
- e) Other -5%
- f) No Reply – 15%

Never. If I see yet another required assessment I will go crazy.

Adults with high needs should only be reassessed as part of their regular care review.

Flexible approach depending on child's diagnosis. If a child has long term disability, LD this is not going to change so why review annually

Every five years. But with the option for the service-user to make it sooner if independence has increased

You need flexibility as everyone's circumstances are different

Not reviewed. My necessity is for life. Cannot travel independently

# Q6- 7

**Q6. Do you agree that young people with statements or Education Health Care Plans, who move from schools to Further Education colleges at age 16 will have their travel needs reviewed?**

No reply	Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly Disagree
8%	10%	39%	15%	13%	15%

**Q7. Do you agree that Haringey Council is not responsible for providing transport for young people, who have been placed by Haringey Children and Young People's Services with fostercarers in another borough?**

No reply	Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly Disagree
8%	5%	21%	28%	28%	10%

## Q8. Some people are eligible for concessionary fares. Do you think people in receipt of concessionary fares should not be entitled to further travel assistance from Haringey Council?

- a) Strongly Agree -13%
- b) Agree – 10%
- c) Neither Agree or disagree -21%
- d) Disagree -21%
- e) Strongly Disagree -28%
- f) No Reply – 7%

Depends on disability as they might not be able to access public transport

The Motability scheme and provision of the vehicle is every five years; however people should have access to transport if needs worsen or other circumstances change

Some people need travel assistance to access services such as health, visiting family

Children with long term disabilities will still need the same provision so I'm not sure that it's necessary

Again Safety is an issue. You need to take so many things into account. Have you ever tried to get an electric wheelchair onto a public bus or get a cab when you need it.

I am really concerned that young and vulnerable service-users are being forced into situations that will cause them a great deal of distress.

Everyone wants to be as independent as they can be, but trying to ram everyone into a one-size-fits-all approach will not work. Many service-users require a lot longer than a few weeks to build up to gradually more independent way to travel. My real objections are to the bus-stop style pick-ups which do not make anyone more independent, indeed they make service-users more dependent, create complications for households with more than one service user or those with very young children who will have to get their entire families out in the morning to wait at a bus stop with the service user and then repeat the whole performance, whatever the weather, again in the evening.

# Q9. Do you think that people receiving a mobility benefit should use this to pay for travel assistance from the local authority?

- a) Strongly Agree -0%
- b) Agree – 7%
- c) Neither Agree or disagree -19%
- d) Disagree -21%
- e) Strongly Disagree -51%
- f) No Reply – 2%

Children with special needs have multiple appointments in multiple settings to attend and I don't think above will cover all of this. Also going to school 5 days a

I disagree because it depends how much you get in benefit. Also what needs a person has are different.

My daughters mobility component goes towards a car which is needed for her to travel anywhere. If I took her to the day service it would take at least 3 hours of her time away from home. I could not cope without this time to do all that is necessary before 3pm when she leaves the centre.

These questions cannot be answered in a blanket way like this! There is far too much that depends on an individual's own abilities and needs. If you take away part of the mobility benefit to pay for travel assistance to access education or services during the week, then those using the Motability scheme would have to give up the scheme in order to fund the travel assistance they need during the week leaving them without a vehicle for the evenings, weekends and holidays. Is that what Haringey wants.

What Haringey fail to remember is that mobility rate ranges from low to high. A person getting low rate cannot afford to pay for transport from it so this needs to be more specific. People use their mobility allowance to purchase convenient means of equipment to ensure their children are fully equipped. These things are not provided by the LA. The mobility rate is not a lot of money so it cannot pay for transport at all

A proportionate charge may be appropriate, but some of the mobility allowance should be available to meet the person's wider travel needs.

# Q10. Do you agree or disagree that people in residential or supported housing who are charged a contribution for transport should have their travel assistance costs paid for by their provider?

- a) Strongly Agree -21%
- b) Agree – 30%
- c) Neither Agree or disagree -21%
- d) Disagree -8%
- e) Strongly Disagree -15%
- f) No Reply – 5%

I don't feel I know enough about this.

Assistance should be paid for by the Council.

Without more information I can't answer this question properly. If, for example, the people in residential or supported housing are paid an adequate contribution then my answer would be 'Agree'. If, however, the contribution was inadequate to meet all the costs of the transport needs, then my answer would be 'Disagree'.

That would depend on whether the contribution paid to the provider was a true reflection of the cost of meeting the person's travel needs.

Depends on circumstances

Depends on circumstances

# Q11. If you are a carer would you be interested in any of the following:

	No reply	Yes	No
Attending Travel Training so that you could train the person you care for?	26%	18%	56%
Attending Travel Training so that you could train other carers?	28%	10%	62%
Attending Travel Training so that you could train other service users?	28%	8%	64%
Would you be willing to Car share your car?	26%	8%	66%
Would you be willing to share a ride in someone else's car?	26%	13%	61%
Would you be interested in using something like Zipcar or DriveNow car schemes?	26%	13%	61%

My daughter needs an adapted wheelchair car not able to car share Zipcar

As we are both working parents of disabled child who uses the school bus to get to school safely I do not understand why change, I can see this being more costly in the long run

As carer life is so hard looking and caring for the loved ones. This is more responsibility for carer and they don't get paid for any hard work that they do.

In principle training the carer is a good idea. However, in practice most carers are parents of the service-users and of course are already doing everything they can to prepare their young people for an independent life including using their common sense and training them to travel independently as far as possible. For many of these young people it is not just a case of "get on a couple of buses and push your wheelchair between bus stops, the provision and home", it is how exhausting that would be and the fact that they would be too tired to access the provision once they reached it after having undertaken such a journey. On a separate note, you also need to be very careful about suggesting car-sharing to users of Motability vehicles as they could potentially be in breach of their lease agreement under the scheme.

# Q12. Overall do you agree with the purpose of the Travel Policy?

- a) Strongly Agree -0%
- b) Agree – 21%
- c) Neither Agree or disagree -13%
- d) Disagree -20%
- e) Strongly Disagree -36%
- f) No Reply – 10%

I agree with the principles of sustainable transport and greater independence but am frankly insulted that the council is couching its cuts and money saving in this way. As I said before, if the authority really wants to help our young people to gain greater independence in travelling, more time and work individually with carers, provision and the young people themselves is required.

As previously stated, the Travel Policy tries to mix up the development needs of the people with disabilities with environmental concerns and a drive to save money. These are separate issues and should be addressed separately. Some people with high needs would benefit from accompanied travel on public transport, even though they may not be able to progress to fully independent travel.

If the individuals could be independent then they would have been, there is no point in trying to give independence to children it will only bring more problem to their life.

Promoting independence, enabling mobility. Does Haringey like seriously understand the wide vast of disability. You see, we try to make sure our children live as independent as possible but sometimes it is just hard and causes more distress than what we expect. Our children being happy is so important and they just cannot cope. It is so hard to now force a child to go take public transport and other means that will take them in a melt down, makes them so distress and then the carer parent is unable to manage. I strongly disagree with this and I hope there can be some other purpose or elaborate more on this purpose but definitely not for our children.

# Equalities

<b>No Reply</b>	5%
<b>A child or young person with SEND</b>	10%
<b>An adult social services user</b>	10%
<b>A carer</b>	54%
<b>Parent</b>	21%

White	British	Irish
14	12	2
35%	30%	5%

White Other	Turkish/Cypriot	Kurdish
3	2	1
7%	5%	2%

Mixed	White and Black Caribbean	White and Asian	White and Black African	Other
5	1	1	1	2
11%	2%	2%	2%	5%

Asian or Asian British	Indian
3	3
8%	8%

Black or Black British	African	Caribbean
4	3	1
11%	8%	3%

Chinese	Chinese
3	3
8%	8%

Prefer not to Say
8
20%

Are you or the person you care for in receipt of any mobility benefit?

No reply	Yes	No	Don't know
5%	62%	31%	2%

Do you, or the person you care for live in residential or supported housing?

No reply	Yes	No	Not applicable
5%	8%	82%	5%

What is your age

No reply	16-24	25-44	45-64	65+	Prefer not to say
0%	2%	28%	46%	10%	14%

Do you have a physical or mental health condition or illness

No reply	Yes	No	Prefer not to say
0%	21%	64%	15%

What is your gender?

No reply	Male	Female	Prefer not to say
-	18%	72%	10%

What is your sexual orientation?

No reply	Homosexual (Gay)	Homosexual (Lesbian)	Heterosexual (Straight)	Bisexual (Attracted to both sexes)	Prefer not to say
10%	0%	2%	63%	2%	23%



# General Interpretation of Results – Consultation Part 1

- From reading all the responses to the consultation (a low return rate of 6%), the perception was that most people who responded are service users/carers/ parents who have /care for high complex need cases, and are afraid that the Travel Policy will take travel assistance away from them.
- Most people stated in various form that this should not be a blanked policy (which is not) and that travel arrangements should take individual circumstances into account (which Haringey does).
- Also, most respondents feel that the drive of the policy is to make further budget savings, rather than offer a wide range of alternative travel arrangements, which would be tailored to each individuals needs and outcomes to be met.

# Consultation Part 2 – Schools and Other Agencies

- Consultation papers were sent out on 22<sup>nd</sup> December 2016 for an additional period consultation with Schools and Other Agencies which ran until 7<sup>th</sup> February 2017
- We consulted with:
  - Any other local authority we considered it appropriate to consult
  - Secretary of State for Education
  - Transport for London
  - proprietors of 16-19 Academies in the Council's area
  - the governing bodies of all schools in the Council's area
  - the governing bodies of schools maintained by the Council at which education suitable to people aged 17 or older is provided
  - the governing bodies of further education institutions in the Council's area
- The Consultation yielded 2 responses from schools and 1 from the DfE

# Consultation Part 2 – General Feedback

- One of the respondents felt that:  
*“the policy is comprehensive in nature and does provide a clear and fair rationale behind the changes. I am certain many parents and guardians may have their own views, but as a policy it answers the pertinent questions, provides options and alternatives and explains why such changes have to be made, whilst emphasise the importance for learner independence and delicately balance the needs of learners and concerns of parents, carers and guardians”*
- One of the other respondents commented on some of the formatting of the document (which we have clarified in the new draft) and expressed disagreement on faith school pupils being entitled to school transport on the ground that they are attending a faith school further away from home, than the closest non-faith school to their address.

# Consultation Part 2 – General Feedback

- The DfE made comments around section 2.3 with regards to the Disability Living Allowance and around section 2.6 with regards to Alternative Provision
- Both points were taken into account and the policy has been re-drafted in response

**Report for:** Cabinet 14 March 2017

**Item number:** 12

**Title:** North Tottenham Townscape Heritage Initiative - Appointment of Principal Contractor (Phase 1)

**Report authorised by:** Lyn Garner, Director of Regeneration, Planning and Development

**Lead Officer:** Catherine Cavanagh, Project Officer, Tottenham Regeneration  
T x3648, E Catherine.cavanagh@haringey.gov.uk

**Ward(s) affected:** Northumberland Park

### Report for Key Decision

#### 1. Describe the issue under consideration

- 1.1 This report seeks approval to enter into contract with the preferred bidder for Phase 1 of the North Tottenham Townscape Heritage Initiative (THI), Cuttle Construction Limited (Cuttle). As principal contractor, they would undertake conservation works to building elevations including the shopfronts at 791, 797-805 (odd) and 816-822 (even) High Road and 1-7 White Hart Lane (odd).
- 1.2 The contract is to be awarded on the basis of the highest quality and best value for money. Cuttle's tendered price was £673,845 for Phase 1 works lasting 25 weeks.
- 1.3 The THI is a £2.3m project to restore up to 28 historic buildings in North Tottenham funded by the Heritage Lottery Fund (HLF) £1.5m, Haringey Council £0.5m and property owners £0.3m. It aims to improve the appearance of the North Tottenham Conservation Area and encourage people to shop locally.

#### 2. Cabinet Member Introduction

- 2.1 Tottenham High Road is home to some fantastic historic buildings and shopfronts. For too long though, some of this important local heritage has been unloved, or covered up and unseen.
- 2.2 I'm delighted that the Council, Heritage Lottery fund and property owners are investing £2.3m to restore up to 28 historic shopfronts. It's been fascinating to chair the board overseeing this project and to work with officers, ward councillors and local residents to agree restoration plans. I'd like to thank the many local residents who have sent in old photographs of Tottenham High Street, which have been invaluable in helping us agree plans faithful to the original designs.
- 2.3 Following this work, I'm pleased to recommend, in this report, awarding the contract for Phase 1 of the improvements.
- 2.4 The North Tottenham Conservation Area is on Historic England's At Risk register. Repair and restoration of historic properties will improve the physical

appearance of the conservation area and contribute to the wider regeneration of the area.

2.5 The benefits of this project will go well beyond heritage improvements. We hope that this project will be important in:

- creating a better experience for visitors, residents and traders through improved shopfronts and buildings contributing positively to the environment and townscape of North Tottenham.
- providing better accommodation for traders and residents.
- encouraging awareness of its historical significance and greater participation in its management via a programme of heritage activities.
- bringing building facades up to an acceptable standard for a conservation area and to facilitate future planning and enforcement.

### **3. Recommendations**

3.1 That in accordance with Contract Standing Order 9.07.1(d) Cabinet approves the award of the contract for Phase 1 of the North Tottenham THI to Cuttle Construction Limited for the contract sum of £673,845.

### **4. Reasons for decision**

4.1 To enable the implementation and completion of repair and restoration works as part of the THI. In accordance with the grant agreement between the Council and HLF and the approved programme, Phase 1 works are required to start in July 2017 and be completed by December 2017.

### **5. Alternative options considered**

5.1 To not appoint a contractor would mean the terms of the grant agreement between the Council and HLF not being met and potentially result in the loss of external investment in North Tottenham of over £1,468,000 from HLF and £304,000 from local property owners. The HLF grant must be spent by March 2020.

### **6. Background information**

6.1 The Tottenham Strategic Regeneration Framework (2014) sets the vision for the future of Tottenham, which prioritises North Tottenham as an area for improvement and investment. Major changes to North Tottenham will be delivered via the following schemes:

- High Road West estate redevelopment which will provide a minimum of 1400 new homes, commercial space, and associated public realm improvements.
- The redevelopment of White Hart Lane station and public realm works around White Hart Lane to improve the physical environment.

- The regeneration of Northumberland Park estate to provide a range of new homes, community facilities and public spaces.
  - The new 61,000 seater Tottenham Hotspurs stadium which also includes 585 residential units, club store and museum , extreme sports centre, 180 bedroom hotel and 49 serviced apartments, community medical centre, 400m2 of community or office space, (enhanced public realm, and a new public square.
- 6.2 In addition to the above significant developments, heritage improvements to enhance the physical appearance of the High Road in North Tottenham will be delivered. £3m of Council capital funding for heritage building improvements was agreed by Cabinet in February 2012. This was part of a £41 million package of support for Tottenham in conjunction with the Greater London Authority: *Funding and Investment Package for the Tottenham Regeneration Programme*. £500,000 of the £3m is match funding for the HLF THI grant. The remaining £2.5 million will contribute to improving the historic buildings in the vicinity of the Northumberland Development Project, subject to a future report.
- 6.3 The THI funding bid to HLF was approved by the Cabinet Member for Regeneration on 20 November 2014. A grant agreement between HLF and the Council was entered into in June 2015 when HLF gave permission to formally start the project. The construction works and activity plan form the implementation stage of the project. The works will take place in two phases over the next two years.
- 6.4 Phase 1 comprises the facades of mixed use commercial and residential buildings, six of which are Grade II listed. These are 791, 797-805 (odd) and 816-822 (even) High Road and 1-7 White Hart Lane (odd). See map in Appendix 1.
- 6.5 Property owners and business tenants are contributing 15% of the works costs in accordance with the conditions of the HLF grant. The freeholders and leaseholders have each signed a contract with Haringey Council that includes information on the proposed designs for the buildings and a detailed schedule of works. Planning permission or listed building consent has been granted by Haringey Council for all of the properties in Phase 1.
- 6.6 The final list of properties is dependent on contractual agreements from the owners; therefore, properties may be added or omitted by instruction during the works phase.
- 6.7 Phase 2 will commence in summer 2018 when it is planned to conserve the remaining properties comprising 769-789 High Road. The inclusion of these and potential reserve properties will depend on whether the property owners wish to be involved in the THI scheme.

- 6.8 An Activity Plan runs alongside the capital works to provide learning and skills opportunities for local people to learn about the heritage of Tottenham and become involved in its restoration and maintenance. Bruce Castle Museum is coordinating the participation of schools, colleges, volunteers and the local community. The contractor's tender documents include opportunities for apprenticeships, training and outreach during the conservation works.
- 6.9 The communication plan includes a launch for the conservation works in early June, which will also celebrate the activities that have been delivered. Heritage banners will be created for the scaffolding as a family art project. Both Council officers and the contractor will write to and regularly meet with those directly affected by the works, including the property owners, business and residential tenants and the conservation officer. Information about the project is available online and regular updates and articles about the THI will be provided.
- 6.10 Governance of the Townscape Heritage Initiative is via the Partnership Board chaired by the Cabinet Member for Regeneration and Housing. Representatives on the board include ward councillors, the Tottenham Conservation Area Advisory Committee, Tottenham Traders Partnership, sixth form colleges and Haringey's conservation, museum and regeneration teams.
- 6.11 The design team comprises the Principal Designer, Quantity Surveyor, Project Manager and a representative of the Tottenham Conservation Area Advisory Committee, who have experience of conservation and shop front restoration projects in Tottenham, Haringey, and elsewhere in London.

## 7. Procurement Process

- 7.1 A tender exercise was carried out using the Council's London Construction Programme ( LCP ) Framework. Five Lot 4 contractors tendered. The tenders were assessed on quality (60%) and cost (40%) by members of the design team, with the resulting scores in Table 1 below:

**Table 1** Combined price and quality scores

<b>Contractor</b>	<b>Cost 40%</b>	<b>Quality 60%</b>	<b>Combined Total %</b>
<b>Cuttle</b>	<b>40.00</b>	<b>57.60</b>	<b>97.60</b>
Contractor B	39.77	53.40	93.17
Contractor C	35.98	48.95	84.93
Contractor D	33.13	43.20	76.33

- 7.2 Following an evaluation of the submitted tenders the preferred bidder was found to meet all quality and value for money standards and it is therefore recommended that the contract be awarded to Cuttle Construction Ltd.



## 8. Contribution to strategic outcomes

- 8.1 The THI contributes to Priority 4 of Haringey's Corporate Plan 2015-18 in relation to sustainable growth and employment.
- 8.2 The Tottenham Strategic Regeneration Framework (2014) sets the vision for the future of Tottenham which prioritises North Tottenham as an area for improvement and investment.
- 8.3 The THI contributes to three of the four Tottenham Strategic Regeneration Framework priorities (2014):
- People: To deliver improved access to jobs and business opportunities; world-class education and training; and a strong and healthy community
  - Place: Better caring for the place and delivering improved public realm throughout Tottenham
  - North Tottenham including High Road West, a new stadium/leisure destination and comprehensive estate regeneration and housing renewal.
- 8.4 The draft Tottenham Area Action Plan 2016 includes the aim to enhance the overall character and setting of Tottenham High Road which this project will contribute to.

## 9. Statutory Officers comments

### Finance

- 9.1 The Chief Finance Officer confirms that the total cost of the project including the amount of the contract award recommended by this report can be contained within the budget available.
- 9.2 The preferred bid of £673,845 compares favourably with the pre tender estimate of £739,287 excluding contingency for Phase 1 works.
- 9.3 The total budget of £2.3 million comprises HLF and Council funding. The property owners and businesses affected are contributing 15% towards the works costs, payable before the works start. See Table 2 below.

**Table 2** Project funding sources

<b>Funding sources</b>	
HLF contribution	£1,467,700
Haringey Council contribution: part of the £3m heritage allocation approved by Cabinet on 7 February 2012.	£499,022
Property owners: 15% of works costs	£289,664
Arts funding: various sources	£14,950

<b>Total budget</b>	<b>£2,271,336</b>
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9.4 HLF need to approve the following before the grant for existing and future capital spend can be claimed:

- Procurement report for appointing the principal contractor
- Planning permission and listed building consent for architectural designs which has been received apart from 1-5 White Hart Lane.
- That all participating property owners and tenants will have signed a contract with Haringey Council and have made their 15% payment towards the cost of the works. All Phase 1 owners have signed a contract and invoices have been issued, apart from 816-818 High Road and 1-5 White Hart Lane.

### **Procurement**

9.5 The contractor has been selected from the London Construction Programme Major Works 2014 (LCP W1 - MW14) Framework Agreement, Lot 4 North London – Education and other areas including leisure, care, health, industrial, commercial etc. (value band) £100,000 to £999,999.

9.6 The tender has been prepared and tendered on the award criteria using 40% price and 60% quality to determine the “Most Economically Advantageous Tender”.

9.7 Mott MacDonald were commissioned as the Cost Consultant for the project but also assumed responsibility for the administration of the Delta e-procurement portal due to insufficient Haringey resources being available.

9.8 The selected contractor as referenced in paragraph 3 represents best value for money for the Council.

9.9 The construction works are split into two phases with a separate works contract for each. Another contract award report will be prepared in February 2018 in advance of awarding the contract for Phase 2 of the project.

### **Legal**

9.10 The Assistant Director of Corporate Governance notes the contents of the report.

9.11 The LCP Major Works Framework Agreement was procured in accordance with procurement rules.

9.12 The contract to which this report relates has been procured by undertaking a mini-competition in accordance with the requirements of the Framework Agreement and the selection was made on that basis.

9.13 The report is recommending an award to Cuttle Construction Limited on the basis that their tender was the most economically advantageous in accordance with CSO 9.07.1(b)(i).

9.14 This is a key decision and as a result it has been included on the Forward Plan in accordance with CSO 9.07.1(e).

- 9.15 The Assistant Director of Corporate Governance is not aware of any legal reasons preventing Cabinet from approving the recommendations set out in paragraph 3 of the report.

### **Equality**

- 9.16 An Equalities Impact Assessment (EqIA) has been completed and is appended to this report. The THI will contribute to the equalities agenda by providing much needed enhancements to the High Road, with the potential to increase footfall leading to economic regeneration of the local shopping centre.
- 9.17 The Activity Plan is aimed at encouraging protected and underrepresented groups to participate in heritage activities, which will foster good relations between those with protected characteristics and those without them.
- 9.18 Thorough consultation has been undertaken with a wide range of stakeholders, such as property owners, traders, community groups and colleagues. This has informed the scope of the project and identified new audiences to be engaged with heritage. Robust qualitative and quantitative measures have been proposed for evaluating the benefits of the project.
- 9.19 The tender and selection process for the Principal Contractor, which is the subject of this report, was carried out in line with the Council's procurement policy and guidelines which have equalities considerations at all the key stages.
- 9.20 There will be minor inconvenience from the conservation works and associated scaffolding and works compound. The project team and the contractors will liaise with any traders and residents affected, and ensure that safe access to the properties and along the pavement is maintained. The agreements with property owners and the Principal Contractor include the requirement to minimise disturbance such as noise. It is not envisaged that any of the protected groups identified in the EqIA will be affected in any way differently to the population as a whole.

## **10. Use of Appendices**

Appendix 1: North Tottenham THI map and designs

Appendix 2: Equality Impact Assessment

## **11. Local Government (Access to Information) Act 1985**

*Tottenham High Road Historic Corridor (North) - Submission of THI Bid: report approved by the Cabinet Member of Regeneration and Housing on 20 November 2014.*

*Funding and Investment Package for the Tottenham Regeneration Programme approved by Cabinet on 7 February 2012*

## Appendix 1 North Tottenham THI Map and Designs

Programme map showing buildings included in Phases 1 and 2

Phase 1 July-Dec 2017

7 White Hart Lane, 791 High Road and 797-805 High Road

Phase 1 July-Dec 2017

1-5 White Hart Lane

Phase 2 July-Dec 2018

769-789 High Road



Phase 1 July-Dec 2017

816-882 High Road (east side)

Phas

e 1 816-822 High Road – existing and proposed views of facades





791 High Road – existing and proposed views of corner building



797-805 High Road



existing frontages



proposed frontages

## Appendix 2      EQUALITY IMPACT ASSESSMENT

1. Responsibility for the Equality Impact Assessment	
<b>Name of proposal</b>	North Tottenham Townscape Heritage Initiative. Accompanies report on Appointment of Principal Contractor.
<b>Date of Report</b>	13 January 2017
<b>Service area</b>	Tottenham Regeneration Programme
<b>Officer completing assessment</b>	Catherine Cavanagh and Adam Stoneman
<b>Equalities/ HR Advisor</b>	Ashley Hibden
<b>Cabinet meeting date (if applicable)</b>	14 March 2017
<b>Director/Assistant Director</b>	Lyn Garner / Helen Fisher
2. Summary of the proposal and its relevance to the equality duty	
<p><b>The proposal</b></p> <p>The Townscape Heritage Initiative (THI) is a £2.3m project to restore up to 28 historic buildings in North Tottenham with support from Heritage Lottery Fund (HLF), property owners and businesses. It aims to improve the appearance of the High Road conservation area and to encourage people to shop locally. The scheme will also provide opportunities for local people to learn about the heritage of Tottenham, gain skills, and become involved in its restoration and maintenance.</p> <p>Historically planning enforcement in Tottenham has faced many challenges and the intention is to ensure that, once the selected buildings are brought up to standard, council staff (planners, enforcement, town centre management), traders and local people are given the knowledge, skills and motivation to identify and address future breaches of planning controls in order that they can help care for Tottenham's built heritage for generations to come.</p> <p><b>Key stakeholders who may be affected</b></p> <ul style="list-style-type: none"> <li>• Local businesses and traders</li> <li>• Property owners</li> <li>• Volunteers</li> <li>• Community Groups</li> <li>• Staff – e.g. Planning</li> <li>• Schools and colleges, trainees</li> <li>• Local residents</li> <li>• Partnership Board</li> <li>• Heritage Lottery Fund</li> <li>• Suppliers</li> </ul> <p><b>Public Sector equality duty and the protected groups</b></p> <p>The THI will consider and reasonably addresses the needs of different groups, regardless of gender, faith or sexual orientation, ethnicity, ability, aspiration or background. It will contribute to the equalities agenda by providing much needed enhancements to the High Road and, in its programme of heritage activities and community engagement, will foster good relations between those with protected</p>	

characteristics and those without them.

THI improvements will include:

- more attractive buildings and shops leading to a better experience for visitors, residents and traders
- Increased passive surveillance by removing roller shutters and using lattice shutters where required (personal safety).
- Better accommodation for traders and residents
- Potential increased footfall, economic regeneration
- Activities aimed at encouraging protected and underrepresented groups to participate in heritage activities

### 3. What data will you use to inform your assessment of the impact of the proposal on protected groups of service users and/or staff?

Protected group	Service users	Staff
Sex	<p>We have considered other sources of data available on groups within Haringey that share the protected characteristics, alongside data available at national level. This has included the following:</p> <ul style="list-style-type: none"> <li>• 2011 Census</li> <li>• 2010 Index of Multiple Deprivation</li> <li>• Strategic Regeneration Framework (SRF) Scoping Works</li> <li>• English Heritage at Risk Register 2014</li> <li>• North Tottenham Townscape Heritage Initiative Sub Area Conservation Area Appraisal 2014</li> <li>• Conservation Area Management Plan 2014</li> <li>• 2014/15 Taking Part Survey (DCMS)</li> <li>• 2010 Disability Allowance survey, Department of Work and Pensions</li> </ul> <p>The data sources listed above provide a demographic snapshot of Northumberland Park ward:</p> <ul style="list-style-type: none"> <li>• <b>Deprivation:</b> Northumberland Park is the most deprived ward in Haringey with high levels of long term unemployment (Index</li> </ul>	
Gender		
Reassignment		
Age		
Disability		
Race & Ethnicity		
Sexual Orientation		
Religion or Belief (or No Belief)		
Pregnancy & Maternity		
Marriage and Civil Partnership		



of Multiple Deprivation 2010)

- **Age:** The age profile of the ward suggests that the population is young with 31.2% of the population aged under 20 and only 8.4% of residents aged over 65. (2011 Census)
- **Disability:** 18.4% of Northumberland Park residents receive Disability allowances and benefits compared with 12.9% across Haringey (DWP, 2010)
- **Race/Ethnicity:** Northumberland Park is one of Haringey's most diverse wards, with 22% of residents identifying as Black African, 20.7% as White Other, 16.6% of residents identifying as White British, and 13.5% as Black Caribbean. (2011 Census)
- **Languages spoken:** 61.9% of people living in Northumberland Park speak English as a first language. The other top languages spoken are 9.9% Turkish, 4.4% Polish, 3.4% Somali, 1.6% Romanian, 1.5% Kurdish, 1.4% Portuguese, 1.3% Bulgarian, 1.3% Akan, 1.3% French. (2011 Census)
- **Religion/Belief:** The religious make up of Northumberland Park is 50.6% Christian, 24.2% Muslim, 13.0% No religion, 1.1% Hindu, 1.0% Buddhist, 0.2% Jewish, 0.2% Sikh. (2011 Census)
- **Marriage/Civil Partnerships/Cohabitation:** 32% of residents are married compared to the Haringey average of 33.3%; 6.8% cohabit with a member of the opposite sex, 1% live with a partner of the same sex, 41.2% are single and have never married or been in a registered same sex partnership, 14.8% are separated or divorced. (2011 Census)

**If there are any gaps in the data for particular groups or no data is available, please explain how you will address this gap**

There is insufficient data on gender reassignment, sexual orientation and pregnancy/maternity. However, it is anticipated that the strategy will have a positive impact for a broad section of the local community including those from these protected characteristics.

#### 4. a) How will consultation and/or engagement inform your assessment of the impact of the proposal on protected groups of residents, service users and/or staff?

Traders will be surveyed at pre and post project completion to determine impact of project.

Key Performance Indicators will be recorded for the principal contractor. These will measure the quality of construction work, increases in business activity, as well as community participation and engagement in the Activity Plan.

Consultation for the Activity Plan was undertaken through face to face interviews and meetings, pilot projects, focus groups and snapshot surveys. A sample group of relevant people were also contacted to test the willingness of people to participate in any heritage activities.

Internal consultation was conducted with staff from various departments, including Planning and conservation, Strategy & Regeneration, Legal, Commissioning and Customer Services before submission of the Round 2 HLF Bid 2014. The bids met HLF equality requirements.

Key stakeholders (external and internal) were consulted at both rounds of the HLF bid and the majority continue to be consulted as part of the Partnership Board, which meets quarterly for the governance of the THI.

Additional consultation has taken place externally with a range of key community stakeholders. This has included groups and organisations experienced with working with heritage (archives, oral history) or communities, young people and volunteers. There have also been opportunities to link with organisations representing diverse sections of the community, including non-typical/ non-user groups. These include:

- Northumberland Park Secondary School in particular the EAL (English as Additional Language) and SEN (Special Education Needs) groups
- Northumberland Park Over 55s Club
- Youth group at St Paul's and All Hallows Church
- Bruce Grove Residents Network
- Bruce Grove Youth Centre
- St Francis de Sales Church Group
- Friends of Bruce Castle
- Park Lane Community Centre
- Love Lane History Group
- 639 Enterprise Centre – social enterprise centre for young people
- Wise Thoughts – LGBT arts
- Studio 306 – art collective for those recovering from mental illness

#### 4. b) Outline the key findings of your consultation / engagement activities once completed, particularly in relation to groups sharing the protected characteristics

##### Consultation and research

**Survey of traders May-July 2016** found that all businesses questioned in the North Tottenham Conservation Area were either unaware or did not think they were in a conservation area or that their building had any historic features. The majority considered walking at night to be unsafe. 60% were happy with their current shopfronts even where they do not conform to conservation area guidance.

**A review of existing documentation** relating to the study area was undertaken in December 2015, in order to compile baseline data for the THI project to be measured against and to inform questions for the survey of businesses.

**Research into other shopfront improvement** schemes in Tottenham, Haringey and further afield was undertaken, including lessons learned reports, review workshops and site visits. The project officer liaises with officers from other boroughs working on Townscape Heritage Initiatives.

**Planning applications** and listed building consent undergo a statutory consultation period. Pre application discussions will be held with the conservation officer. All applications will be accompanied by Heritage and access statements. These will include the following considerations:

- Measures to reinforce and complement the specific local character, as suggested in the Haringey Conservation Area Appraisal
- Disabled access will remain the same as at present. Where existing entrance steps are located, the height is too great and the pavement too narrow to add ramps. There is insufficient space within shops to allow for a ramp of acceptable length, which would disrupt the space and create different access issues. The THI project will repair and restore the exterior facades of properties and no internal works are proposed. Where possible, temporary ramps will be provided that the trader can install when needed. The width of any new doors will comply with accessibility standards.
- The feasibility study for by the architect, Survey and Design, included consultation with owners and businesses over the designs in Aug-Oct 2014. Owners and businesses will be consulted at every stage of the Riba design process. In addition, feedback from the design team and the partnership board has been incorporated into the designs. Tottenham Regeneration Programme colleagues have been consulted on the designs, especially those coordinating projects in North Tottenham.

**Partner letters of support** – the THI received nine individual letters of support from key stakeholders, as well as positive endorsements from Council members, Councillors and the Greater London Authority. English Heritage commented that they were pleased to see that At Risk status of the conservation area being addressed. Responses from business tenants, property owners and residential tenants were

supportive, with no concerns relating to equality issues or protected groups.

**Activity Plan development** was undertaken in light of discussions with local service providers, actual heritage audiences and potential audiences, local residents and council teams. Consultation highlighted that there needs to be a proactive approach to engagement, offering a range of routes for people to explore and enjoy their local and community heritage.

### **Actions arising from Consultation**

Analysis of the demographic make-up of the Northumberland Park ward and Tottenham generally influenced the approach to audience development by helping us target protected groups:

1. Engaging the older and retired population as well as the unemployed who live locally in volunteering opportunities.

Northumberland Park ward has a relatively low percentage of residents who are over 65 but, given the history and heritage focus, we felt it was important to target older residents and particularly intergenerational activities. Prioritising heritage skills will benefit the large percentage of unemployed residents.

2. Taking an inclusive approach to reaching ethnically diverse audiences alongside the population as a whole.

As Northumberland Park is such an ethnically diverse ward, it is important to engage with a wide array of local community groups and resident associations in order to reach as diverse an audience as possible.

3. Providing opportunities for young people to engage with or volunteer, as they form 31.2% of the population.
4. Lower income groups, who tend to participate less in heritage related activities (Taking Part Survey 2014/15), as 27% of Northumberland Park residents have routine or semi-routine occupations.

To respond to the findings of the consultation, the project will:

- Work in partnership –develop relationships with new audiences through working alongside trusted providers
- Explore the heritage of North Tottenham and its communities in the broadest sense – communicating the important role of the history of the High Street through time and the importance of the built environment within the local community
- Take existing heritage collections from Bruce Castle Museum and Haringey Archives to new audiences via exhibitions, handling materials and an enriched online presence
- Make heritage relevant to local people’s everyday experiences – offer opportunities for people to connect to the local area’s story from many different perspectives (54.6% of people living in Northumberland Park were born in countries other than England).
- Offer interactive ways for people to connect to their place within the local heritage

and interpret its story in their own way.

- Create opportunities for experiencing local and community heritage for marginalised groups who need extra practical support in their engagement – prioritising accessibility and SEN support for school children involved in project
- Develop hands on opportunities for getting involved – flexible volunteering for local people to learn and share their skills and talents (20% of Northumberland Park residents are classed as never worked and long-term unemployed.)
- Measure participant equality data against ward data and the protected characteristics

**5. What is the likely impact of the proposal on groups of service users and/or staff that share the protected characteristics?**

1. 1. Sex	2. Sexual orientation
3. 2. Gender reassignment	4. Religion or belief (or no belief)
5. Age	6. Pregnancy and maternity
7. Disability	8. Marriage and Civil Partnership
9. Race and ethnicity	10. Groups that cross two or more equality strands e.g. young black women

The proposed building conservation work and the accompanying activity programme are not deemed to have any adverse impact on any of groups identified above.

This project will not directly impact on Haringey employees other than in their day to day statutory role (e.g. planning and enforcement) or their role as residents of Haringey where applicable.

There will be minor inconvenience from the conservation works and associated scaffolding and works compound. The project team and the contractors will liaise with any traders and residents affected by the works, and ensure that safe access to the properties and along the pavement is maintained. The agreements with property owners and the Principal Contractor include the requirement to minimise disturbance such as noise. It is not envisaged that any of the protected groups listed above will be affected in any way differently to the population as a whole.

The Activity programme gives those protected under the Equality Act opportunities to participate in heritage conservation. The THI will therefore have a positive impact on protected groups by introducing new audiences to heritage and fostering good relations in the community.

**Outline the overall impact of the policy for the Public Sector Equality Duty:**

- **Could the proposal result in any direct/indirect discrimination for any group that shares the protected characteristics?**
- **Will the proposal help to advance equality of opportunity between groups who share a protected characteristic and those who do not?**
- **Will the proposal help to foster good relations between groups who share a protected characteristic and those who do not?**

**Any direct/indirect discrimination?**

No, the project will fully respect the protected characteristics of Haringey residents. This will be undertaken in full compliance with Haringey's Spring of 2012 equalities policy update, which reflects the changes made by the government in the Equality Act 2010.

The tender and selection process for the Principal Contractor was carried out in line with the Council's procurement policy and guidelines which have equalities considerations at all the key stages.

**Equality of opportunity**

The proposal will remove barriers to and/or advance equality in the following ways:

**Physical**

- Address through design anti-social /crime issues, such as improving passive surveillance
- All activities will be designed in line with the council's equal opportunities policy
- Outreach sessions will take place in accessible and local places for ease of access
- The online presence of the project through Haringey Council's websites, blogs and social media will provide remote access to the ideas and creative outputs
- Physical access needs for any individual participant will be identified in advance to any project sessions or events and any appropriate adjustments made

**Sensory**

- A range of techniques will interpret the heritage
- Project sessions will be developed in a creative and participatory way to engage a range of senses
- Digitised archive material will be visually accessible enabling the widest number of people to engage with it

**Intellectual**

- The different areas of project activity will use a number of routes into exploring

local heritage, including visual led routes

- The project will be developed in a way that is audience and participant centred and is guided by participant feedback and areas of interest
- The activity programmes will be publicised in an appealing and accessible way
- Programming will range in content to suit the needs and interests of target audiences
- A multi-modal approach reflecting a diversity of learning styles will be built into project sessions
- Historical information about the conservation area and its buildings will be provided for businesses and residents as posters and leaflets.

### **Attitudinal**

- Advance equality and eliminate harassment by increasing feelings of safety and reducing the fear of crime
- Project participants from “non-users/ non-engaged” groups will have the opportunity to build confidence around accessing culture through the creative and participatory project work alongside professionals
- Outputs of project participants will be valued by Haringey Council and project staff and their work will be celebrated
- A positive presentation of the value and relevance of the importance of this area of Tottenham High Road will be shared with local people
- Signage, invitation and hosting of the public events and project sessions will champion warmth of welcome
- Partnerships with trusted local networks and providers will offer a safe and facilitated way in for people who feel less confident in participating
- Intergenerational work with people who remember the area in earlier days will bring the heritage to life for new audiences

### **Cultural**

- A range of stories will be explored throughout the project
- The approach to exploring the heritage will be led partly by participant interests
- The heritage and contributions of participants will be celebrated via the project

### **Financial**

- Improve trading potential and economic opportunity for businesses by enhancing the appearance of groups of shop fronts and the uppers contributing to the overall attractiveness of the streetscape as a destination.
- A free programme of activities will be available for participants and the wider public
- Hospitality will be provided at no cost to participants at each of the project sessions

### **Relations between groups**



Through an inter-generational oral history project, this programme will foster greater contact and understanding between different age groups.

### 6. a) What changes if any do you plan to make to your proposal as a result of the equality impact assessment?

Further information on responding to identified impacts is contained within accompanying EqIA guidance (part 11)

Outcome	Y/N
<b>No major change:</b> the EIA demonstrates the policy is robust and there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken.	Y
<b>Adjust the policy:</b> the EIA identifies potential problems or missed opportunities. Adjust the policy to remove barriers or better promote equality. Clearly <u>set out below</u> the key adjustments you plan to make to the policy.	N
<b>Continue the policy:</b> the EIA identifies the potential for adverse impact or missed opportunities to promote equality. Clearly <u>set out below</u> the <b>justifications for continuing</b> with it. For the most important relevant policies, <b>compelling reasons</b> will be needed.	N
<b>Stop and remove the policy:</b> the policy shows actual or potential unlawful discrimination. It must be stopped and removed or changed.	N
N/A	

### 6 b) Summarise the specific actions you plan to take to remove or mitigate any actual or potential negative impact and to further the aims of the Equality Duty

Impact	Action	Lead officer	Timescale
Minor inconvenience from the conservation works and associated scaffolding and works compound.	The project team and the contractors will liaise with any traders and residents affected and ensure that safe access to the properties is maintained.	Catherine Cavanagh	June 2017-December 2018
Disturbance during works	The agreements with property owners and the Principal Contractor include the requirement to minimise disturbance such as noise.	Catherine Cavanagh	June 2017-December 2018
Where there are existing entrance steps and the height is too great and the pavement too narrow to add ramps.	Where possible, temporary ramps will be provided that the trader can install when needed. The width of any new doors will comply with accessibility standards.	Catherine Cavanagh	June 2017-December 2018



### 6 c) Summarise the measures you intend to put in place to monitor the equalities impact of the proposal as it is implemented:

- **Equality and Diversity Monitoring Forms** will be collected from all volunteers and participants in the activities programme
- **Qualitative feedback** from participants will be monitored via forms, email, social media, articles in the press
- **Quantitative data** on participation levels and equality characteristics to compare with ward data
- **Evaluation Benefits Plan** – Table of targets and data to measure success
- **Evaluation** of the THI Heritage Activity Programme will take place throughout the duration of the project. This will enable a reflective approach to the project and iterative development of activities and interpretation with the support of an external evaluator. Monthly and quarterly interim reports and a summative report of the project methodology, achievements and learning points will be produced.
- **Lessons Learned and project closure report**

### 7. Authorisation

<p style="text-align: center;"></p> <p>EIA approved by</p> <p>Helen Fisher    Tottenham Programme Director</p>	<p>Date 1 February 2017.....</p>
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### 8. Publication

*Please ensure the completed EIA is published in accordance with the Council's policy.*

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**Report for:** Cabinet 14<sup>th</sup> March 2017

**Item number:** 13

**Title:** **Cross borough project with St Mungo's and Resonance to improve housing options for homeless families**

**Report authorised by:** Lyn Garner, Director of Regeneration, Planning and Development

**Lead Officer:** Alan Benson, Head of Housing Strategy & Commissioning  
[alan.benson@haringey.org.uk](mailto:alan.benson@haringey.org.uk) 020 8489 2819

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision: Key Decision**

## **1. DESCRIBE THE ISSUE UNDER CONSIDERATION**

- 1.1. This Cabinet report seeks approval to invest £15 million in a project led by St Mungo's and Resonance with three (or more) other London Boroughs and the GLA. This joint project will acquire existing properties across London to expand the supply of suitable accommodation for the Council to meet its statutory duties to the homeless.
- 1.2. Alongside existing and planned other initiatives such as the opening of Broadwater Lodge and the increased focus on prevention work in the Supported Housing review; this scheme has the potential to both improve the offer for homeless households and make significant financial savings to the Council. It will improve the quality of homes into which the Council's homelessness duty is discharged and provide ongoing support to the households placed in these properties, enhancing their ability to move on into permanent accommodation.
- 1.3. The scheme is called the Real Lettings Property Fund 2 Limited Partnership ("the Fund"). Haringey's £15m, including £4.5m of Right to Buy receipts, would be invested alongside £15m each from three other local authorities and £15m from the Greater London Authority. Croydon, Lambeth and Westminster have confirmed they will invest.
- 1.4. The Fund proposes to purchase residential units across London, to which Haringey would have nomination rights to 47 two bedroom units for the period of the Fund. The Council would also receive an annual yield on the fund, projected to be 2.0% net from year four of the Fund. In addition, the Council would receive any capital uplift from house price inflation, alongside the return of its original £15m investment at the close of the Fund. Taken together the fund projects a blended 5% per annum return to investors over its lifetime. This fund is the third one of its type run by St Mungo's and Resonance and their track record so far shows that they have delivered on contractual obligations and provided a yield against investment.

## **2. CABINET MEMBER INTRODUCTION**

- 2.1. Tackling homelessness is a top priority for the Council. Not just because of the terrible impacts that it can have on the life chances, health and well being of homeless households, but also because of the unsustainable costs the Council is currently facing in dealing with this problem.
- 2.2. All councils in London are finding it increasingly difficult to meet their duties to homeless households. Rents are rising faster than incomes and the impacts of welfare reform are really beginning to bite. The number of people presenting as homeless as a result of their tenancy ending is growing. The availability of affordable private rented homes is shrinking and social rented housing is becoming an even scarcer resource due to underinvestment by government. With new, and probably underfunded, homelessness duties looming, and with great uncertainty over future government funding for temporary accommodation, the situation can only get starker - for homeless households and for the Council.
- 2.3. In Haringey, as the report says, the Council currently has over 3,200 households in temporary accommodation, over 90% of which are families with children. This costs the Council over £7m annually, yet too much of this housing is unsuitable "annexe" accommodation. These numbers just have to be reduced, but in a way that ensures high quality outcomes for these families.
- 2.4. The Council can fulfil its homelessness duties if it can find appropriate private rented sector housing for homeless households. But this is becoming increasingly difficult and all London local authorities are looking for innovative ways to meet this need.
- 2.5. This proposed joint investment in the Real Lettings Fund is just one of a number of ways the Council is trying to do this. It would provide relatively long-term sustainable homes, with high quality management and move on support provided by St Mungo's. It would reduce the need to place homeless households in expensive and unsuitable emergency accommodation. And it would enable the Council to reinvest its Right to Buy receipts to resolve the starkest housing challenge it currently faces; an investment that will be returned to the Council to reinvest in further affordable housing at the end of the fund.
- 2.6. It is a partnership with three other London Boroughs – Croydon, Lambeth and Westminster, with the Mayor of London also considering investing. It will provide homes managed by St Mungo's, who have an excellent record in supporting homeless people and assisting them to move on into settled housing.
- 2.7. It is not the whole or the only solution to the Council's homelessness challenge. But it is one of a suite of proposals, described in the report, that will together start to produce better outcomes for homeless households and reduce the costs of homelessness the Council currently bears.

## RECOMMENDATIONS

It is recommended that the Cabinet:

- 2.8. Agree to the Council participating in the Fund as a limited partner and to invest a total sum of £15 million in the Fund for the purpose and objectives set out in section 6 of this report.
- 2.9. This will be funded from the capital budget for Temporary Accommodation Property Acquisition Scheme agreed by Full Council in the Capital Strategy in February 2017. Therefore this will be financed from the Councils own resources with £4.5m financed using Right to buy Receipts if permissible.
- 2.10. Agree to the Council entering into the nomination agreement with St Mungo's. This agreement is ancillary to the Fund and is intended to secure nominations for Haringey to 47 properties within Greater London for the lifetime of the Fund.
- 2.11. Give delegated authority to the Director of Regeneration, Planning and Development in consultation with the Section 151 Officer and the Cabinet Member for Housing, Regeneration and Planning, to approve the final terms and conditions and all documentation.

## 3. REASONS FOR DECISION

- 4.1 Recommendation 3.1 is proposed in order to:
  - a) Help the Council meet its statutory duty to provide accommodation to homeless households in accordance with the provisions of Part VII of the Housing Act 1996, by increasing the supply of accommodation into which the Council will be able to place them, ending their housing duty.
  - b) Improve the quality of accommodation into which the households are placed and improve the support provided to them.
  - c) Help reduce the costs currently accruing to the Council in meeting that duty and potentially provide a return on the capital invested.

## 4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1. Other options considered include:

### **Investing the £15 million in other means of acquiring stock**

- 4.2. The Council could offer the £15 million as low (or no) interest loans to Housing Associations to build stock to which the Council could nominate homeless families. But this is unlikely to be attractive to Housing Associations because they are able to access relatively cheap borrowing fairly easily. Indeed Government low cost loan schemes have had very little take up in the sector.
- 4.3. The Council could offer it as grant to achieve the same end. If it did so using Right to Buy receipts it would not easily be able to combine it with other public funding, notably from the GLA, in the way that the Fund can combine these funds. If it did so using borrowing, it would be a questionable use of council resources to borrow against its own assets to increase the asset base of any particular Housing Association.
- 4.4. The Council could also use these funds to acquire such stock itself for use to meet its statutory duties. This option is also being explored and could be delivered alongside the Real Lettings scheme, where the opportunity to acquire homes arises and where the viability is strong. The financing of such purchases would be considered separately and would need to address three main drawbacks, as set

against the Real Lettings scheme. Firstly, there would not be the expertise of the Fund in acquiring and managing the stock, built up over the two previous funds that have acquired stock all over the capital. Secondly, were the stock owned directly by the Council in the HRA it would raise issues about the rents that could be charged and this may undermine the viability of the scheme. Thirdly, purchasing independently would not provide the Council with some of the protection provided by a wider portfolio should there be any housing market downturn. These do not rule out future initiatives in this direction, but are highlighted to stress the fact that the Real Lettings scheme offers a tested, relatively straightforward and immediately available route to acquire the use of housing stock.

4.5. There are a range of initiatives under way to reduce the cost of temporary accommodation, and to effectively prevent homelessness and the reliance on expensive nightly let temporary housing from the private rented sector (known as ‘annexes’). This proposal is one of several approaches, supplementing the drive to produce greater numbers of better priced and sustainable homes, to either prevent homelessness or move people on from expensive temporary accommodation. These include:

- the drive to access greater numbers of Assured Shorthold Tenancy offers in the private rented sector, where homeless people are able to establish themselves in a settled home, no longer requiring the Council to owe them a homelessness duty;
- the conversion of existing Council buildings into more affordable temporary or emergency housing, as has recently occurred with the conversion of the Broadwater Lodge former care home into emergency accommodation for families;
- the consideration of new temporary homes being built, using modular technology and using temporary sites within and near to Haringey;
- the temporary use of Council housing that has been earmarked for future demolition, through regeneration schemes; and
- the consideration, as appropriate, of moves out of London to meet some temporary accommodation needs.

**Not making any such investment in new homes for temporary accommodation**

4.6. The current cost of temporary accommodation to the Council, around £7m per annum as of Q3 2016, is unsustainable. This proposal will only go some way towards reducing these costs. However it is essential that the Council takes some action to increase supply of alternatives to expensive Temporary Accommodation, in addition to the programme in place to maximise homelessness prevention. If the capital is available to invest in a scheme with very low risk that will likely deliver substantial revenue savings alongside a medium term capital gain, the Council’s financial position does not easily allow it to ignore that opportunity.

**5. BACKGROUND INFORMATION**

**Homelessness duty**

5.1. Local authorities are required to provide accommodation to homeless households in accordance with the provisions of Part VII of the Housing Act 1996. In carrying out this duty local authorities must ensure they comply with the requirements of Homelessness (Suitability of Accommodation) (England) Order 2003 (SI 2003/3326) and ensure that homeless households with dependent children or that include someone that is pregnant are only accommodated in bed and breakfast shared accommodation in an emergency and then for no longer than six weeks. As with all

Councils in London, it is challenging for the Council to remain compliant with this duty, with significant financial costs accruing to the General Fund in doing so.

- 5.2. Since November 2012, local authorities have been able to bring to an end their obligations under the full housing duty by a private rented sector offer under s193 of the Housing Act, as amended by s148 (5)-(7) of the Localism Act 2011. The accommodation must be suitable but does not require the applicant's agreement to be a valid offer. The proposed investment in the Fund detailed below would assist the Council to meet its statutory duties to homeless families, by providing a relatively long-term sustainable accommodation solution and reducing use of expensive and unsuitable emergency accommodation.
- 5.3. The Council will come under increasing financial pressure, with the freezing of Local Housing Allowance rates (LHA) for 4 years. Currently in Haringey the average median private sector rent is £1,400 per calendar month<sup>1</sup> whereas the LHA is only £1,110<sup>2</sup> leaving a monthly gap of £290. It is to be anticipated that this gap can only widen over the period of the LHA freeze.

### **The Real Lettings scheme**

- 5.4. The Real Lettings Property Fund 2 Limited Partnership offers Councils the opportunity to invest in the Fund which acquires a diversified portfolio of residential property in London. It enables the local authorities that invest in the Fund to bring their housing duty to an end by nominating applicants for re-housing in the private rented sector.
- 5.5. With three local authority investors, the Fund would purchase 200 units and each local authority would have nomination rights to 47 two bedroom properties across London and the GLA (when it invests) would have nomination rights to 50 one bed properties, for Move-On from the homeless hostels it funds. These numbers will be scaled up if there are more investors than the three Councils currently investing in the Fund, as set out above.
- 5.6. The scheme was set up by St Mungo's (a homelessness charity and registered provider) which the Council currently commissions to provide supported and temporary housing and Resonance Limited (a Fund Management Company specialising in social impact investments).
- 5.7. St Mungo's and Resonance established the first Real Lettings Property Fund (RLPF) in February 2013 with initial investment from L&Q Foundation, Big Society Capital, Esmée Fairbairn Foundation, Lankelly Chase Foundation and the City of London (through City Bridge Trust). It has subsequently received additional investment from the London borough of Croydon and the Trust for London. The fund has £56.6m invested across London providing 259 properties, mainly 2 bedroom flats for use by the investing local authorities to discharge their housing duty. Following this a National Homelessness Property Fund was established by St Mungo's and Resonance, focusing first on Oxford, Bristol and Milton Keynes, with £30m of initial investment
- 5.8. The Fund is a limited partnership arrangement with Resonance RLPF2 GP Limited (a subsidiary of Resonance Limited) as the General Partner and all the local authorities participating and investing being Limited Partners. It is proposed that the Fund would have a life of seven years extendable by two further periods of one year). As a limited partnership is not a legal entity the properties acquired by the Fund will be held on trust by Resonance RLPF2 GP Limited and Resonance RLPF2 Nominee Limited (also another subsidiary of Resonance Limited). The General Partner will be responsible for management of the limited partnership (to the

<sup>1</sup> Latest Valuation Office Agency data <https://data.london.gov.uk/dataset/average-private-rents-borough>

<sup>2</sup> For a 2 bedroom flat in the in outer London BRMA <https://lha-direct.voa.gov.uk/search.aspx>

exclusion of the Limited Partners). As an investor the Council will be a Limited Partner.



- 5.9. There will be two committees:
- a) An Investment Committee, whose remit is to recommend decisions on property purchase opportunities proposed by the Fund Manager based on their fit with risk and return criteria of the Fund and suitability for the desired social impact.
  - b) An Advisory Committee, which comprises representatives of the Limited Partners. The Advisory Committee meets at least annually with the General Partner and Fund Manager, and at such other times as may be requested by the Fund Manager, two members of the Advisory Committee or investors who represent 20% of interests in the Fund, in order to review progress and any potential conflicts of interest between the Fund Manager or any of its Associates and the Fund. The committee is selected annually by invitation from the General Partner from representative investors according to the detailed provisions of the Limited Partnership Agreement.
- 5.10. Voting rights of investors on the Investment Committee when making any changes to the scheme are split as follows:
- Any day-to-day non material decisions are made by way of an Ordinary Resolution (which requires a simple majority of more than 50% of investors' approval)
  - Any important decisions are dealt with through a Special Resolution (which requires at least 75% of investor's approval)
  - Investor votes are proportionate to their capital contributions to the Fund (including Carried Interest Partners)
- 5.11. The Fund's purpose is to provide an investment vehicle for those wishing to gain exposure to real estate whilst generating a significant social impact. Its financial objective is to provide its investors with a capital and income return from residential property within Greater London. The primary return focus is income, with all investments being underpinned by five year leases to St Mungo's. The Fund's social impact objective is to acquire properties that meet the housing parameters of St Mungo's who then use the properties acquired by the Fund for at least five years as locations for their homelessness prevention and re-integration programmes.
- 5.12. Resonance Impact Investment Limited (a subsidiary of Resonance Limited) has been appointed as the Fund Manager for the Fund with direct responsibility for sourcing, negotiating the purchase of and leasing of the properties, when it considers appropriate,
- 5.13. The Fund is expected to terminate on the seventh anniversary of the First Closing Date, ie February 2017. It may be extended by the Fund Manager beyond seven years by up to two further one year periods, each such extension being subject to prior approval of a Special Resolution of the Limited Partners. At the end of the investment the preferred exit route for the Fund is the development of a further fund to take up the existing fund. At this point the Council would have an option to re-invest or divest and realise the capital appreciation.
- 5.14. At the end of the current Fund and if the Fund is extended, nomination rights would be re-negotiated and it may be possible for the Council to withdraw its investment but maintain nomination rights. All households already living in properties at the end of the Fund would simply retain their tenancy into a future fund if this is developed. Should a further fund not be established then the properties could be sold to a registered provider and this would be coordinated over the last two years of the Fund.
- 5.15. At present Croydon, Lambeth and Westminster all have Cabinet approval to invest in the Fund and the GLA is considering a bid for funding in its current investment round. A further £15m of social investment is being sought, with the investors

seeking a return rather than the properties which would be distributed between other investing authorities.

- 5.16. From an investment perspective the Fund offers a number of attractive features over and above those that a standard investment into residential property would normally provide, namely:
- A minimum 5 year lease agreement
  - A one-point-contact for the tenant and a strong covenant
  - No void risk
  - Councils are free from operational repair obligations
  - A measurable social impact in addressing homelessness
  - Lease payments linked to Local Housing Allowance
- 5.17. Notwithstanding these benefits, it must be noted that, as this project is an investment, there is, as with all investments, some associated risks. This includes the possibility that Government could change policy and reduce the level of LHA. However, this risk would also apply to all other properties in which homeless households are placed where rents are at or above LHA, including any similar scheme the Council might choose to run itself. A second risk is that the Fund might not be able to acquire sufficient properties. While this is possible it would be a greater risk were the Council to undertake the procurement directly, given that the Fund has greater experience and capacity in this role. There are also options built into the fund to deal with any such eventuality. Thirdly, it is possible that over the period of the fund house prices may fall and the capital value of the investment will be reduced. To mitigate this there is within the agreement the capacity to extend the lifetime of the fund to deal with such an eventuality. It is also noted that any such fall is likely to bring much more significant costs and benefits to the Council than the impact purely on this fund.
- 5.18. The Fund's relationship with St Mungo's will be governed by a Framework Agreement and the properties will be leased to St Mungo's for a minimum term of 5 years. St Mungo's will be responsible for building insurance and routine maintenance costs, as well as the risk of tenant voids. The rental income that St Mungo's pay to the Fund is linked to Local Housing Allowance (LHA) levels for the specific property, and is paid regardless of whether St Mungo's has a tenant in the property (ie void risks are born by St Mungo's and not the Fund). The financial model for the Fund does not assume growth in LHA over the life of the Fund. St Mungo's will enter into nomination rights with the local authority investors, who will then nominate tenants for these properties. St Mungo's will then sub-let the properties to tenants at risk of homelessness on a twelve month AST at LHA rents.
- 5.19. St Mungo's retains 21% of the LHA income per property, in addition to a £4,000 placement fee per letting from the Councils who nominate. St Mungo's has the right to refuse a placement, where the referral is deemed inappropriate. But this should be rare, as checks are carried out before nominating the placement.

#### **The benefits of investing in the fund**

- 5.20. The most important benefit is the likely better outcomes for homeless households. This is in part because the homes will be better quality than the alternatives into which they are likely to be placed, with better quality management. Ongoing tenancy support will be provided by St Mungo's, an organisation with an excellent track record in supporting homeless people into settled accommodation. This should improve their chances of accessing employment and training and is likely to increase the likelihood of successful move-on into permanent accommodation at the end of the tenancy. In addition where the Council discharge its housing duty for these households into these homes in other boroughs, this will reduce the extent to which these households will represent as homeless.

- 5.21. The key financial benefit to the Council would be a saving on the costs of temporary accommodation, as set out below. Haringey would also receive an annual yield on its investment, projected to average 2% net over years 4 to 7 of the Fund, with a lower figure of 1.4% in year 3 and, in addition, any capital appreciation on the homes at the end of the fund. The Fund would commence acquiring properties in early 2017, but the Fund is projecting that it will take two years to fully acquire all 200 properties. It is anticipated that the Council's £15m investment will be fully drawn down within that two year period.
- 5.22. In summary an investment of £15m would secure 47 properties within Greater London to which Haringey would have nominations rights for the lifetime of the Fund. This is an average of £317k per property including all refurbishment costs. The £317k is based on an average purchase price of £285k, refurbishment of £17.5k and stamp duty and other costs of £14.5k. St Mungo's view is that this will enable a portfolio to be delivered across London rather than concentrated in narrow areas. Investing in this scheme effectively transfers the risk of sourcing, managing and supporting properties and households for discharge of duty to an organisation with a good reputation in this area
- 5.23. On disposal of the assets at the end of year seven, the £15m initial investment is expected to be returned in full to Haringey (and the other partners) together with a proportionate share of any uplift in capital value. Although the return of the initial investment is not guaranteed, the risk of loss through falling value is low because the properties will all be situated in London. There is also a further safeguard of the Fund Manager being able to extend the life of the Fund for up to a further two years if it were felt that exit at that point was not appropriate.
- 5.24. There will be £4,000 placement fee (payable to St Mungo's) for each individual placed into a unit owned by the Fund. The total revenue cost implication of these fees over the seven year term of the fund is £284,000 (assuming there were 71 households assisted). This revenue cost will be met from the expected savings from the current Temporary Accommodation budget.
- 5.25. There are presently over 3,200 households occupying temporary accommodation, 93% of which are families with children, resulting in a net cost to the council of approximately £7.2m annually. The costs are largely attributed to a shortage of affordable units for long term lease in the PRS and an increased reliance and usage on expensive nightly paid "annexe" accommodation. There are over 1,600 households occupying annexe accommodation at an average annual net cost to the council of about £2,600 per unit.
- 5.26. Assuming that there is a turnover of around 50% in the 47 two bedroom properties, it can be modelled that Haringey's housing duty to 71 families will be discharged through the RLPF2 contract term. Taking into account the average annual cost to the Council were these households placed in other Temporary Accommodation, ie up to £3,223 per annum for a 2 bed annexe property, this would equate to a saving of up to £229,000 per annum.

## **6. CONTRIBUTION TO STRATEGIC OUTCOMES**

- 6.1. The Council's Corporate Plan '*Building a Stronger Haringey Together*' identifies five key priorities. The fifth of these is a commitment to "*Create homes and communities where people choose to live and are able to thrive*". This identifies preventing homelessness and support as one of the three key strands of work to deliver this priority and then explicitly states that "*We will work with partners and landlords to secure good quality accommodation at reasonable prices, as a way to prevent homelessness and reliance on temporary accommodation*". The recommendations in this report are entirely focused in delivering that aim.

- 6.2. In addition, the Corporate Plan commits to delivering this priority through ensuring Value for Money, in particular: *“Achieving the best outcome from the investment made”*. The recommendations of this report seek to make the most effective use of capital investment to improve services to vulnerable residents, as well as making financial savings to the Council.
- 6.3. Haringey’s Housing Strategy 2017-2022 sets out four key objectives, of which the second is to *“Improve help and support to prevent homelessness”*. Among the four priorities to deliver this objective is the commitment to *“Provide suitable and affordable emergency or temporary accommodation when necessary, in accordance with fair and transparent criteria, while overall reducing the number of households in temporary accommodation and the cost of it to the local taxpayer.”* The recommendations in this report are entirely focused in delivering that aim, in particular reducing the number of households in temporary accommodation and reducing the cost to the taxpayer.

## **7. STATUTORY OFFICERS COMMENTS (CHIEF FINANCE OFFICER (INCLUDING PROCUREMENT), ASSISTANT DIRECTOR OF CORPORATE GOVERNANCE, EQUALITIES)**

### **Finance**

- 7.1. The £15m investment in the RLPF2 will be funded from the capital budget for Property Acquisitions included within the 10-year capital strategy approved by Full Council in February 2017. This budget has a total 10-year value of £33m and has already been assessed for affordability as part of the overall capital programme. The profile of this budget is shown below:

<b>Scheme</b>	<b><u>2016/17</u></b>	<b><u>2017/18</u></b>	<b><u>2018/19</u></b>	<b><u>2019/20</u></b>	<b><u>2020/21</u></b>	<b><u>Total</u></b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Property Acquisition Scheme	4,121	7,440	8,640	9,860	3,000	33,061

- 7.2. The Fund manager’s model produces an Internal Rate of Return for the Council of 5.2% this is equal to the Council’s cost of capital of 5.2% but the overall returns including the service benefits mean this represents value for money.
- 7.3. Although the financial modelling is based on a repayment loan for this specific project, the Council will borrow as appropriate for the capital programme as a whole.
- 7.4. It is intended to use the 1-4-1 element of Right to Buy receipts to finance 30% of this expenditure, this is subject to advice currently being obtained from legal counsel. This equates to £4.5m and will reduce the level of General Fund borrowing required as estimated in the original £33m programme. Legal opinion on the ability to use the RTB receipts for this particular purpose is set out in paras 8.20 to 8.23 below.
- 7.5. The estimated cashflows have been modelled by the Council and these are shown in the table below:

**RLPF2 Cashflows**

Year	1	2	3	4	5	6	7	Totals
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£
Share of rental income	0	0	217	305	305	304	303	1,434
Nominations (placement fee)	(92)	(96)	(19)	(19)	(19)	(19)	(19)	(284)
Interest on borrowing	(103)	(213)	(217)	(214)	(210)	(205)	(201)	(1,364)
<b>Net Cashflow</b>	<b>(195)</b>	<b>(309)</b>	<b>(19)</b>	<b>71</b>	<b>75</b>	<b>79</b>	<b>83</b>	<b>(213)</b>
Temp Accom costs avoided	37	113	151	151	151	151	151	907
<b>Cashflow including avoided costs</b>	<b>(158)</b>	<b>(196)</b>	<b>132</b>	<b>223</b>	<b>227</b>	<b>231</b>	<b>235</b>	<b>694</b>

- 7.6. The modelling shows the assumed borrowing costs can be covered and a small revenue surplus generated at the end of the fund. No inflation is assumed in the cashflows but the costs of acquisition are assumed to be covered by the disposal proceeds. The modelling is based on 47 units and this is based on Resonance's (the Fund manager) estimate of the cost of properties but this is not guaranteed and the actual number of units may be lower which would impact on the financial modelling.
- 7.7. The projected net annual cash return from the properties is approximately 2% which equates to approximately £300k (excluding any capital gains) from years 3-7 of the scheme. The 2% return, however, is not guaranteed as it depends on a number of variables. This will be treated as investment income in the Council's budgets. It is important to stress that this project is an investment and as with all investment there are associated risks. The cashflow projection are based on a number of assumptions that may or may not materialise as are influenced by factors outside the Council's control.
- 7.8. The impact on the temporary accommodation budget is the avoided costs of placing a homeless family in a unit of emergency nightly accommodation (most expensive). However, it should be noted that placement fee is £4k per property versus an annual saving of £3.2k of avoided costs. This means, therefore, that in the year of acquisition each unit will actually be an additional cost to the Council and savings will only materialise in the second year of use (which may not necessarily be a full year saving in the second year). Also, worth bearing in mind is that this may not result in a reduction in the forecast overspend but may mitigate any increase in the overspend (if used for prevention rather than discharge of duty for existing TA households). Over the 7 years of the fund, the net impact is £694k of avoided costs (£907k of avoided costs less £213k of placement fee).
- 7.9. The initial capital expenditure totalling £15m drawn down over 2 years will be shown in the Council's financial statements as capital expenditure. The annual income will be shown in as investment income.
- 7.10. The capital returns at the end of the fund will be treated as a capital receipt for the Council and used to repay any debt associated with the investment with any remainder used to finance the capital programme.

**Legal**

- 7.11. The Assistant Director Corporate Governance has been consulted in the preparation of this report and makes the following comments.
- 7.12. Haringey owes housing duties to the homeless under Part VII of the Housing Act 1996 which are set out in the body of the report (under the heading "Homelessness Duty")
- 7.13. To participate in the Fund and undertake the transaction proposed in this report, the Council will be relying upon the General Power of Competence ("general



power”) contained in Section 1 of the Localism Act 2011 in conjunction with the powers set out below.

- 7.14. Section 1 Localism Act 2011 (Act) is a very broad based power which allows local authorities to do anything that an individual may do. There are some limits on the power set out in section 2 of the Act. If there is a power in existence before Section 1 became law and which is subject to restrictions then these restrictions also apply to the exercise of the general power so far as it is overlapped by the pre-commencement power. This general power also does not enable the local authority to do anything which the authority is unable to do by virtue of a pre-commencement limitation. It further does not allow the local authority to do anything which the authority is unable to do by virtue of a post-commencement power which is expressed to either apply to this general power, to all the authority’s powers or to all the authority’s powers but with exceptions that do not include the general power.
- 7.15. Section 4 Localism Act 2011 provides that if an authority is exercising the general power for a commercial purpose then the local authority must do it via a company. In this instance the Council is proposing to invest in a Fund for the purposes set out in paragraph 6. of the report and the primary purposes of the Fund must be non-commercial. The Council will be nominating those who are homeless and to whom it has a duty (as set out in paragraph 8.12) under the nomination agreement to be entered into with St Mungo’s as result of its investment. In addition the objectives of the investment are to comply with the objectives of Corporate Plan referred to in paragraph 7 of the report. These objectives are non-commercial socio-economic objectives.
- 7.16. The Fund is a Limited Partnership and the Council would become a limited partner and members should note that the Council will not be involved in the management or day to day running of the Fund and that once the Council has agreed to invest it must provide the funding committed when required by the Fund.
- 7.17. The Council’s power to invest lies within section 12 of Local Government Act 2003. Under that section the Council has the power to invest for "any purpose relevant to its functions under any enactment, or for the purposes of the prudent management of its financial affairs". In exercising this power the Council must have regards to any guidance and any other guidance the Secretary of State may specify by regulations. The guidance is the Guidance on Local Government Investments issued on 11 March 2010.
- 7.18. Members should note that the Fund does not guarantee any returns on the Council’s investment.
- 7.19. The service elements of this transaction are ancillary to the Fund and therefore do not fall within the scope of the Public Contracts Regulations 2015.
- 7.20. The Council has entered into a Retention Agreement with the Secretary of State for Communities and Local Government dated 24 September 2012. Under that agreement it is entitled to retain Right to Buy receipts to a maximum of 30% of the amount it spends on provision of social housing within 3 years from the date of that receipt.
- 7.21. Spending on provision of social housing is the amount spent on the development cost associated with provision of social housing for the benefit of the Council’s area.
- 7.22. The Retention Agreement permits the Council to take into account as spending on social housing payments made to another body (provided it does not hold a controlling interest in that body) which that other body then uses in the provision of social housing.
- 7.23. On that basis, save as mentioned below, investment into the Fund can be taken into account against RtB receipts, as and when the fund uses the Council’s investment for purchase of housing units.

7.24. Under the terms of the Partnership Agreement (to be entered into) an Investment into the Fund is described in large part (£999.90 of every £1,000 invested) as a loan. To meet the Retention Agreement conditions the Council's investment must be treated as "spending on social housing" under that Retention Agreement. Finance comments confirm that - for the purposes of the Council's accounts - the investment is to be treated as capital expenditure. Officers are aware that one of the other proposed local authority investors has been advised by its external legal advisers that that means that the investment is to be treated as "spending" under the Retention Agreement and confirmed its investment on this basis. Officers have however sought the advice of Leading Counsel on this point.

### **Equalities**

7.25. In formulating policies the Council has had regard to its public sector equality duty under the Equality Act 2010, which requires it to have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- advance equality of opportunity between people who share a 'protected characteristic' and people who do not;
- foster good relations between people who share a relevant 'protected characteristic' and people who do not.

7.26. The 'protected characteristics' are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation. They also cover marriage and civil partnership with regards to eliminating discrimination.

7.27. As identified in the EqIA (Appendix B) the scheme will impact positively upon homeless families in reducing the amount of time spent in temporary accommodation and move them to more suitable forms of self-contained PRS accommodation.

7.28. The policy will focus on properties which will be suitable for small families. When compared to the general population, these households are:

- More likely to be younger
- More likely to be from the BME community,
- More likely to be headed by a female, and
- As a household are more likely to be headed by a lone parent
- More likely to have dependent children
- More likely to be pregnant

7.29. The scheme will ensure that households will not spend as long in temporary accommodation and the council will be in a position to offer more suitable, self-contained PRS accommodation more quickly and within government timescales.

## **8. USE OF APPENDICES**

Appendix A - Equalities Impact Assessment

## **9. LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

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## EQUALITY IMPACT ASSESSMENT

The **Equality Act 2010** places a '**General Duty**' on all public bodies to have '**due regard**' to the need to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advancing equality of opportunity for those with 'protected characteristics' and those without them
- Fostering good relations between those with 'protected characteristics' and those without them.

In addition the Council complies with the Marriage (same sex couples) Act 2013.

### Stage 1 – Screening

### Stage 2 – Full Equality Impact Assessment

An EqIA provides evidence for meeting the Council's commitment to equality and the responsibilities under the Public Sector Equality Duty.

**When an EqIA has been undertaken, it should be submitted as an attachment/appendix to the final decision making report. This is so the decision maker (e.g. Cabinet, Committee, senior leader) can use the EqIA to help inform their final decision. The EqIA once submitted will become a public document, published alongside the minutes and record of the decision.**

#### 1. Responsibility for the Equality Impact Assessment

<b>Name of proposal</b>	Investing in the Real Lettings Scheme
<b>Service area</b>	Housing Strategy & Commissioning
<b>Officer completing assessment</b>	Martin Gulliver
<b>Equalities/ HR Advisor</b>	Daisy Daventry
<b>Cabinet meeting date</b>	14 March 2017
<b>Director/Assistant Director</b>	Lyn Garner Director of Regeneration, Planning & Development

#### 2. Summary of the proposal

The Real Lettings scheme is a partnership between St Mungos and local authorities to purchase private properties which can then be used to provide housing to homeless households and thus discharge the council's responsibility for permanent re-housing. The Real Lettings Scheme properties will be located throughout London, but it is expected that properties taken up by Haringey will be within the borough or within neighbouring boroughs. Most properties will be two bedroom properties suitable for small families.

This scheme provides additional housing for around 70 homeless households over 5 years, and will therefore affect those who are, or likely to become, statutorily homeless and in the council's temporary accommodation.

This proposal will be taken to the March Cabinet for approval.

### 3. What data will you use to inform your assessment of the impact of the proposal on protected groups of service users and/or staff?

Protected group	Service users	Staff
Sex	1) Internal data from homelessness and temporary accommodation 2) P1E Homelessness data <a href="https://www.gov.uk/government/collections/homelessness-statistics">https://www.gov.uk/government/collections/homelessness-statistics</a>	Staff are not affected unless they are currently homeless or likely to become homeless in Haringey.
Gender Reassignment	<a href="http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/figures-about-haringey#age_structure">http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/figures-about-haringey#age_structure</a>	See above
Age	See data sources listed as for 'Sex'	See above
Disability	See above	See above
Race & Ethnicity	See above	See above
Sexual Orientation	Census 2011	See above
Religion or Belief (or No Belief)	Census 2011	See above
Pregnancy & Maternity	See data sources listed as for 'Sex'	See above
Marriage and Civil Partnership	Census 2011	See above

### Outline the key findings of your data analysis. Which groups are disproportionately affected by the proposal? How does this compare with the impact on wider service users and/or the borough's demographic profile? Have any inequalities been identified?

The Real Lettings Scheme will provide a small increase in family units of around 70 properties over the five years. These properties will be in addition to the larger AST scheme..

The scheme will focus on smaller properties of two bedrooms and so will benefit families *with one or two children. When compared to the general population, homeless households living in Haringey temporary accommodation are:*

- *More likely to be younger*
- *More likely to be from the BME community,*
- *More likely to be headed by a female, and*
- *As a household are more likely to be headed by a lone parent*
- *More likely to have dependent children*
- *More likely to be pregnant*

The benefit of this scheme will be a reduction in the time smaller households spend in temporary accommodation, which will benefit those groups who are over-represented among homeless households.

#### 4. a) How will consultation and/or engagement inform your assessment of the impact of the proposal on protected groups of residents, service users and/or staff?

In the last year, the council has consulted on the TA Placement Policy which ended on 22<sup>nd</sup> August 2016 and the Homelessness Strategy and Delivery Plan which ended on 29<sup>th</sup> January 2017. The council has used the outcomes of these consultations to inform the development of the Real Lettings Scheme.

For the TA Placement Policy, all 3,200 residents of temporary accommodation received either a paper copy of the consultation booklet or an email with a pdf of the booklet attached. Drop-in sessions were also held in hostels, and in the YMCA. The consultation resulted in 326 responses – over 10% of those living in temporary accommodation.

The consultation on the Homelessness Strategy and Delivery Plan was undertaken as part of a consultation on ‘Four housing policies to meet housing demand’ which also included alterations to the Allocations Policy and Tenancy Strategy, and a new Intermediate Housing Policy. This consultation was also targeted at those living in temporary accommodation and current tenants and received 328 responses.

#### 4. b) Outline the key findings of your consultation / engagement activities once completed, particularly in terms of how this relates to groups that share the protected characteristics

In the TA Placement consultation, there was strong support (64%) for keeping households with children in the local area. This proposal creates additional supply of family housing in North East London to enable households to remain in the local area.

The responses to the wider consultation of ‘four housing policies’ also showed wide support for council creating additional supply of housing. When asked “Are there any particular issues affecting housing supply and demand in the borough that you think the Council should take into account?”, just under half of the responses (61 out of the 136 responses) referred to the council creating additional supply.

#### 5. What is the likely impact of the proposal on groups of service users and/or staff that share the protected characteristics?

##### 1. Sex

Positive	Y	Negative		Neutral impact		Unknown Impact	
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Female headed households form 74% of accepted households. The Real Lettings Scheme will have an overall positive effect on these households by increasing the supply of local housing.

##### 2. Gender reassignment

Positive	Y	Negative		Neutral impact		Unknown Impact	
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There is no borough level data for people undergoing gender reassignment. This group makes up an estimated 0.1% of households nationally.

It is not anticipated that the Real Lettings Scheme would be detrimental to this group or that this group would be disproportionately affected.

**3. Age**

Positive	Y	Negative		Neutral impact		Unknown Impact	
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Adults aged 25-54 are over-represented in homelessness services as they form 79% of statutory accepted households living in temporary accommodation.

As the policy will focus on obtaining two bedroom properties, households aged 20 to 29 years old will benefit from this policy most as they form a higher proportion of households with one or two children. Those with larger families (who are generally older) and one person will benefit less from this policy.

**4. Disability**

Positive	Y	Negative		Neutral impact		Unknown Impact	
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There is limited data on disability amongst statutory households unless it is their priority need. However, in 2015/16, 3% of accepted households have a physical disability.

The increase in additional housing supply should also increase the supply of suitable adapted properties which can be assigned to those needing such properties.

**5. Race and ethnicity**

Positive	Y	Negative		Neutral impact		Unknown Impact	
----------	---	----------	--	----------------	--	----------------	--

Black Households are significantly over represented amongst those who are statutory homeless acceptance (40%) in comparison to the borough (16%). The additional local supply will benefit these protected groups.

**6. Sexual orientation**

Positive	Y	Negative		Neutral impact		Unknown Impact	
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We do not have borough level data for people identifying as bisexual, gay or lesbian. However based on estimates for London, we work on the basis that people identifying as bisexual, gay or lesbian account for at least 10 per cent of our population LGBT people aged 16 – 25 form 25% of youth homelessness, who are therefore more likely to be part of a household with a one bed need. It is not anticipated that this policy would be detrimental to this group or that this group would be disproportionately affected.

**7. Religion or belief (or no belief)**

Positive	Y	Negative		Neutral impact		Unknown Impact	
----------	---	----------	--	----------------	--	----------------	--

Although data is recorded at application stage, this is not a consideration in the discharge of housing need and is not recorded by the Government's P1E statistics.

8. Pregnancy and maternity							
Positive	Y	Negative		Neutral impact		Unknown Impact	
The additional supply of housing will benefit smaller households, including those who are expecting their first or second child.							
9. Marriage and Civil Partnership							
Positive	Y	Negative		Neutral impact		Unknown Impact	
The Plan is not seeking to deliver a specific service for married people or people who are civil partners so will not have an impact with regard to this protected characteristic							
10. Groups that cross two or more equality strands e.g. young black women							
Black Female headed households are over-represented among those living in temporary accommodation and so will benefit from the additional supply of housing.							
Outline the overall impact of the policy for the Public Sector Equality Duty:							
The proposal will create additional supply which can benefit those who are over-represented among homeless households. This additional supply will allow more families to have a settled home locally, and reduce the need for placements out of London.							

6. a) What changes if any do you plan to make to your proposal as a result of the Equality Impact Assessment?			
Outcome	Y/N		
<b>No major change to the proposal:</b> the EqIA demonstrates the proposal is robust and there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken. <u>If you have found any inequalities or negative impacts that you are unable to mitigate, please provide a compelling reason below why you are unable to mitigate them.</u>	Y		
<b>Adjust the proposal:</b> the EqIA identifies potential problems or missed opportunities. Adjust the proposal to remove barriers or better promote equality.	N		
<b>Stop and remove the proposal:</b> the proposal shows actual or potential avoidable adverse impacts on different protected characteristics. The decision maker must not make this decision.	N		
6 b) Summarise the specific actions you plan to take to remove or mitigate any actual or potential negative impact and to further the aims of the Equality Duty			
Impact and which protected characteristics are impacted?	Action	Lead officer	Timescale
<i>No negative impacts</i>			

**Please outline any areas you have identified where negative impacts will happen as a result of the proposal but it is not possible to mitigate them. Please provide a complete and honest justification on why it is not possible to mitigate them.**

*No negative impacts*

**6 c) Summarise the measures you intend to put in place to monitor the equalities impact of the proposal as it is implemented:**

The Real Lettings scheme will form a small but useful additional supply of small family units. It is proposed that the use of these policies will be monitored alongside the current AST lettings scheme.

**7. Authorisation**

EqlA approved by .....  
(Assistant Director/ Director)

Date .....

**8. Publication**

*Please ensure the completed EqlA is published in accordance with the Council's policy.*

Please contact the Policy & Strategy Team for any feedback on the EqlA process.

**Report for:** Cabinet – 14 March 2017

**Item number:** 14

**Title:** RIPA – use of legislation and updated procedures

**Report authorised by :** Bernie Ryan  
AD Corporate Governance

**Lead Officer:** Anne Woods  
Head of Audit and Risk Management  
Ext: 5973  
Email: [anne.woods@haringey.gov.uk](mailto:anne.woods@haringey.gov.uk)

**Ward(s) affected:** All

**Report for Key/  
Non-Key Decision: Non-Key Decision**

**1. Describe the issue under consideration**

1.1 To inform Cabinet about issues relevant to the use of the Regulation of Investigatory Powers Act (RIPA) 2000; and provide an updated policy for approval.

**2. Cabinet Member Introduction**

2.1 The Council uses RIPA infrequently, but needs to comply with legislation and report the use of directed surveillance to members. I am satisfied that the Council uses the powers afforded to it under the RIPA legislation appropriately, as signified by the approval of the requested directed surveillance applications and the feedback from the Office of the Surveillance Commissioner.

2.2 The updates to the policy with regard to the use of social media accord with guidance issued by the Home Office and the Office of the Surveillance Commissioner in 2016; and on that basis I recommend that Cabinet approve the policy.

**3. Recommendations**

3.1 The Cabinet notes the use of RIPA by the Council;

3.2 The Cabinet approves the amended RIPA policy at Appendix 1 (updated at Section 6 – Social Networking Sites and Internet Sites) and agrees that the officers listed in the appendix to Appendix 1 be permitted to authorise directed surveillance and the use of covert intelligence under s.28 and S.29 of RIPA 2000 prior to judicial approval; and

3.3 The Cabinet delegates responsibility for updating and maintaining operational procedures for RIPA, in line with the Council's approved RIPA policy, to the Assistant Director for Corporate Governance.

**4. Reasons for decision**

- 4.1 The Protection of Freedoms Act requires members to be advised about the use of powers under RIPA and to approve the Council's policy for the use of directed surveillance.

**5. Alternative options considered**

- 5.1 The Codes of Practice that cover RIPA require the Council to report the use of its powers under the Act and obtain member approval for its policy on the use of RIPA. This report fulfils the Council's requirements under the Codes of Practice. There are no alternative reporting or approval options available under the Codes of Practice.

**6. Background information**

- 6.1 On 25 September 2000 the Regulation of Investigatory Powers Act (RIPA) was brought into effect in England and Wales. The purpose of the Act was to ensure that all public authorities were able to carry out directed (covert) surveillance on a statutory basis without breaching The Human Rights Act 1998, Article 8, the right to privacy. RIPA enables local authorities to carry out certain types of surveillance activity as long as specified procedures are followed. The information obtained as a result of surveillance operations can be relied upon in court proceedings, provided RIPA is complied with. Under RIPA the Home Secretary issues Codes of Practice with which authorising authorities are expected to comply.
- 6.2 On 1 November 2012, the Protection of Freedoms Act 2012 came into effect. This legislation requires local authorities to obtain judicial approval before using RIPA. Since this date, all applications must also be authorised by a Justice of the Peace before they can take effect and the Council has to apply to the Magistrates Court to grant an order approving the authorisation. This requirement applies to all areas of RIPA, including directed surveillance, and communications data.
- 6.3 Other amendments to the RIPA regime made at the same time limit the use of RIPA to offences that have a custodial sentence of six months or more, with some exceptions relating to the sale of alcohol and tobacco to children.
- 6.4 The use and application of RIPA legislation is monitored by two government offices who both report to parliament and the Secretary of State. The Office of the Surveillance Commissioner (OSC) monitors the use of RIPA in relation to directed surveillance. The Interception of Communications Commissioner's Office (IOCCO) is responsible for monitoring the use of RIPA in relation to communications data. Visits are made to local authorities to monitor compliance with RIPA legislation by both the OSC and the IOCCO. Both organisations require annual returns and performance information to be made.
- 6.5 The Codes of Practice state that elected members should review the authority's RIPA policy; and its use of RIPA annually.

**7. Operational Procedures in Haringey**



- 7.1 The Home Office Codes of Practice recommend that a member of the organisation's corporate leadership team should be the Senior Responsible Officer for oversight of RIPA. Within Haringey, the Senior Responsible Officer (SRO) is the Assistant Director of Corporate Governance, who has been provided with guidance on the SRO role and its responsibilities.
- 7.2 It is proposed that the officers listed in the appendix to Appendix 1 approve RIPA forms prior to seeking judicial approval. These officers have been trained in the use and application of RIPA. Refresher training is provided on a regular basis to ensure all officers are kept up to date with their roles and responsibilities.
- 7.3 Haringey has produced its own local operational guidance and procedure notes for RIPA, which are in accordance with the Home Office's requirements; and these are circulated to all officers involved in RIPA when updates to the legislation or standard forms are issued. These operational guidance and procedure notes are also published on the Council's intranet site.
- 7.4 Haringey makes very limited use of RIPA legislation and the Council has always complied fully with the legislative requirements. A summary of the total number of applications to use RIPA from 2014/15 to 2015/16 is detailed in Table 1 below. There have been no applications by the Council to use RIPA in 2016/17.

**Table 1**

Year	2014/15 applications	2015/16 applications
<b>Service area</b>		
Community Safety & Regulatory Services	1	1
<b>Total</b>	<b>1</b>	<b>1</b>

- 7.5 Table 2 below provides details of the use made of RIPA during 2014/15 and 2015/16. All requirements of RIPA have been fulfilled and relevant statutory annual returns have been completed.

**Table 2**

Service area	Use applied for	Application authorised
Community Safety & Regulatory Services	Covert surveillance to capture evidence of serious anti-social behaviour, including alleged drug dealing, within housing blocks	Yes
Community Safety & Regulatory Services	Covert surveillance to capture evidence of the trade of illegally slaughtered sheep/ goat carcasses.	Yes

- 7.6 The Council was subject to an inspection visit from the Office of the Surveillance Commissioner during November 2016. The main points reported by the inspector were:
- The single recommendation made in the previous inspection (2013) – to ensure necessity and proportionality were appropriately considered by authorising officers – was confirmed as being implemented;
  - The Council makes extremely modest use of the statutory powers;

- There is a well structured training arrangement in place to ensure knowledge of the legislation and continuity for authorising officers;
- The Council's policy and procedures comply with relevant legislation and guidance;
- The review of the two applications for directed surveillance completed since the previous inspection were both approved. Some minor procedural points were raised in relation to ensuring that dates of approval, expiry and cancellation were correctly stated;
- Although the Council's policy referenced the monitoring by staff of social media to further investigations and the consideration of whether this needed a RIPA authorisation in accordance with guidance issued, the inspector recommended that further training and guidance should be considered for those services who may use social media as part of their routine processes to ensure that there is a full understanding of the circumstances of the use. This was the only recommendation made.

7.7 The recommendation made by the inspector has been accepted by the SRO and will be implemented during 2017. It is reflected in the revised draft policy at Appendix 1. The Chief Surveillance Commissioner has been advised of this by the SRO.

7.8 The amendments to the Council's policy are contained in Section 6 – Social Networking Sites and Internet Sites. The previous version of the policy contained information on the use of social media (Facebook, Twitter, Whatsapp, Snapchat etc), but Section 6 now provides more detailed guidance on how to use social media within RIPA guidelines, at paragraph 6.2.

## **8. Contribution to strategic outcomes**

8.1 The Council needs to comply with relevant legislation to ensure that it can demonstrate that directed surveillance is undertaken lawfully.

## **9. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **8.1 Chief Finance Officer**

8.1.1 There are no direct financial or procurement implications arising from this report. The work within Audit & Risk Management and other services to undertake directed surveillance and comply with RIPA legislation is contained and managed within the relevant services' revenue budgets.

### **8.2 Legal**

8.2.1 The Assistant Director Corporate Governance has been consulted in the preparation of this report. The Legal issues have been set out in the body of the report.

### **8.3 Equality**

8.3.1 The Council has a public sector equality duty under the Equality Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil

partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;

- advance equality of opportunity between people who share those protected characteristics and people who do not; and
- foster good relations between people who share those characteristics and people who do not.

When using RIPA legislation, the Council will be required to demonstrate a strong commitment to equality and fairness in their actions and work practices, and adherence to the Equality Act 2010.

**10. Use of Appendices**

Appendix 1 – RIPA Policy 2017.

**11. Local Government (Access to Information) Act 1985**

N/A

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REGULATION OF  
INVESTIGATORY  
POWERS ACT 2000

HARINGEY POLICY

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<b>Policy History</b>					
<b>Version</b>	<b>Summary of Change</b>	<b>Contact</b>	<b>Implementation Date</b>	<b>Review Date</b>	<b>EqlA Date</b>
10.1	<ul style="list-style-type: none"> <li>Updated use of open source material guidance</li> <li>Updated Authorised Officer list</li> </ul>	Head of Audit & Risk Management	November 2015	October 2016	June 2014
10.2	<ul style="list-style-type: none"> <li>Updated Authorised Officer list</li> <li>Updated guidance on social media</li> </ul>	Head of Audit & Risk Management	March 2017	March 2018	June 2014

<b>Links and Dependencies</b>
RIPA – Procedure/Guidance Notes Corporate Anti-fraud Policy and Fraud Response Plan Whistleblowing Policy Sanctions Policy Anti-money Laundering Policy Anti-bribery Policy Employee Code of Conduct

<b>Related Forms</b>
RIPA Authorisation for Directed Surveillance RIIPA Review of Directed Surveillance Authorisation RIPA Renewal of Directed Surveillance Authorisation RIPA Cancellation of Directed Surveillance Authorisation RIPA Application for Communications Data

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## 1. Policy Statement

1.1 Haringey Council will apply the principles of the Regulation of Investigatory Powers Act 2000 (RIPA) to all activities where covert surveillance, covert human intelligence sources, or communications data are used. In doing so, the Council will also take into account its duties under other legislation, in particular the Protection of Freedoms Act 2012; Human Rights Act 1998; and Data Protection Act 1998, and its common law obligations.

## 2. Overview and Purpose of RIPA

2.1 RIPA came into force in England and Wales on 25 September 2000, and aims to balance, in accordance with the European Convention of Human Rights, the rights of individuals with the need for law enforcement and security agencies to have powers to perform their roles effectively. The Human Rights Act 1998 requires that all actions which may potentially breach an individual's human rights are proportionate; necessary; non-discriminatory; and lawful. RIPA allows local authorities to collect evidence of criminal activity lawfully where the investigation requires covert surveillance, even where that may lead to them obtaining private information about individuals.

2.2 RIPA provides a statutory basis for local authorities to authorise the use of directed surveillance and covert human intelligence sources (undercover officers, agents, informants); and access communications data (postal, telecoms and internet operators' data). The Home Office [RIPA Codes of Practice](#) provide further detailed guidance.

2.3 The Protection of Freedoms Act 2012 (sections 37 and 38) applies to RIPA applications. Any local authority who wishes to authorise the use of directed surveillance, acquire communications data, and/or use a covert human intelligence source (CHIS) under RIPA will need to obtain an order approving the grant (or renewal) of an authorisation or notice from a Justice of the Peace (JP) before it can take effect. This is in addition to the existing internal authorisation processes under the relevant parts of RIPA.

2.4 RIPA requires a Senior Responsible Officer (SRO) to be appointed to be responsible for ensuring the Council's compliance with RIPA and its Codes; and to oversee the implementation of any post-inspection action plans recommended or approved by a Commissioner. The Assistant Director of Corporate Governance is Haringey's SRO.

2.5 Failure to comply with RIPA does not mean that an authority's actions in relation to surveillance will be unlawful; however it does mean that evidence obtained from surveillance could be inadmissible in court proceedings and jeopardise a successful outcome. Such action could also be open to challenge as a breach of the Human Rights Act and a successful claim for damages could be made against the Council.

2.6 Further information on RIPA can be obtained from the [Office of Surveillance Commissioners](#), the body responsible for overseeing the use of covert surveillance, including the relevant [RIPA Codes of Practice](#), together with examples of frequently asked questions for local authorities.

2.7 The Council's [RIPA Procedure Notes](#) provide guidance to investigating and authorising officers when undertaking RIPA activities. Copies of all relevant application, review, renewal and cancellation forms, together with the application for judicial review form are held on the Council's [Intranet](#). The Head of Audit and Risk Management should be

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contacted in the first instance if covert surveillance, access to Communications Data, or use of a Covert Human Intelligence Source (CHIS) is being considered.

### **3. Restrictions on the use of RIPA.**

3.1 From 1 November 2012 local authority use of RIPA has been restricted to conduct that would constitute a criminal offence which is punishable by a maximum custodial sentence of six months or more. Low-level offences such as littering, dog fouling and school admissions may not be undertaken using RIPA.

3.2 There are some limited exceptions to the rule on criminal threshold levels, relating to specified criminal offences for the underage sale of alcohol (s146, s147 and s147A of the Licensing Act 2003) and tobacco (s7 of the Children and Young Persons Act 1933). The relevant RIPA tests of necessity and proportionality must still be applied and prior JP approval obtained before any surveillance takes place.

3.3 The purpose of this policy is to ensure that:

- the proper procedures are in place in order to carry out covert surveillance;
- an individual's right to privacy is not breached;
- the investigation is necessary and proportionate to the alleged offence;
- proper authorisation is obtained for covert surveillance;
- the proper procedures have been followed; and
- covert surveillance is considered as a last resort having exhausted all other avenues.

### **4. Authorisation and Duration of RIPA Activities**

4.1 Each covert surveillance operation involving directed surveillance, covert human intelligence sources and the acquisition of communications data must be authorised internally within the council in writing first. All applications must use the forms provided on the Council's intranet and, following internal approval, all applications must also be externally authorised by a Justice of the Peace (JP). Annex A provides a summary flow chart of the RIPA process. **No investigation can commence until both internal and external authorisations have been given.**

4.2 The application form will only be considered by a JP if it is authorised by a relevant authorising officer. Authorising officers are those listed at Annex B to this policy. Authorising officers can only authorise the use of RIPA if they have completed the SRO approved training. Guidance on completing the application and authorisation process is included in the Council's RIPA Procedure Notes and further advice can be obtained from the Head of Audit and Risk Management.

4.3 For any urgent applications, the Head of Audit and Risk Management and Legal Services should be contacted at the earliest opportunity in order to make urgent arrangements to see a JP. The application form and internal authorisation will still be needed but the time in which to get judicial approval may be reduced.

4.4 Authorisations only remain valid for specific periods and may require renewal or cancellation. Written authorisations can only last for a maximum period of 3 months and will expire after 3 months. Authorisations must be cancelled if the conditions are no longer met. Authorisations do not expire when the conditions are no longer met and therefore cancellations should be made at the earliest opportunity.



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- 4.5 Authorisations should be kept under regular review, especially if the risk of obtaining private information or of collateral intrusion is high, and in accordance with the circumstances of the case. Internal reviews should be recorded on the relevant forms, but do not need approval by a JP.
- 4.6 Authorisations can be renewed, but these will be subject to the same internal and external authorisation processes to determine whether the grounds for authorisation still exist. A renewal can be granted for a further 3 months from the date of expiry of the original application. Any renewal application must take place prior to the expiry of the original application. If this timeframe cannot be met, no further surveillance should be carried out until a further application has been authorised.
- 4.7 If the conditions for surveillance being carried out are no longer satisfied, and the authorisation period has not ended, a cancellation form must be completed and all those involved in the surveillance should receive notification of the cancellation, which must be confirmed in writing at the earliest opportunity. Cancellations do not need any additional approval from a JP.

## **5. Covert Human Intelligence Sources (CHIS)**

- 5.1 If a CHIS is to be used, there are detailed requirements regarding management of their activities which are set out in the Home Office code of Practice. The use of a CHIS who is an adult and not a vulnerable person can be authorised by any of the authorising officers listed in Annex B. In a case where the proposed CHIS is a juvenile or a vulnerable person, only the Chief Executive can grant an authorisation.
- 5.2 Before making any decisions about using a CHIS, the Assistant Director of Corporate Governance and Head of Audit and Risk Management must be consulted. There are statutory risk assessment requirements specified in section 29 of the Act which are designed for the safety of the individual acting as a CHIS and the protection of the Human Rights of those who may be directly or indirectly involved in the operation. Guidance on the use of a CHIS is contained in the Council's RIPA Procedure Notes, including the records which must be kept when using a CHIS.

## **6. Social Networking Sites and Internet Sites**

- 6.1 Social networking and internet sites are easily accessible, but if they are going to be used during the course of an investigation, the investigator must consider whether RIPA authorisation should be obtained.
- 6.2 In most cases, the Council will not seek to covertly breach a site's access controls, but if this is deemed necessary and proportionate, the minimum requirement is an authorisation for directed surveillance. An authorisation for the use and conduct of a CHIS is necessary if a relationship is established or maintained by the officer (i.e. the activity is more than simply reading the site's content). This could occur if an officer covertly asks to become a 'friend' or 'network contact' of someone on a social networking site and establishes a relationship or engages the individual in communication in order to obtain information. An investigator should not attempt to set up an account which adopts the identity of a person likely to be known to the subject of the investigation without authorisation and the explicit consent of the person whose identity is being used.

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6.3 It is the responsibility of the individual to set privacy settings to protect unsolicited access of private information. Where privacy settings are available, but not applied, the data may be considered 'open source' and a RIPA authorisation is not usually required. However, repeated viewing of open source sites may constitute directed surveillance and whether authorisation is required should be considered on a case by case basis. Officers should also take account of the guidance issued by the Office of the Surveillance Commissioner in this respect.

### **7. Requests to undertake Covert Surveillance using CCTV**

7.1 The Council's CCTV Control Room staff may be requested to undertake covert surveillance on behalf of other enforcement authorities, including the police. The Council supports working with external enforcement agencies and organisations to prevent and detect crime; but any requests must be supported by an appropriate RIPA authorisation from the relevant enforcement authority and be provided to the CCTV Manager before the covert surveillance is commenced.

7.2 Surveillance that is unforeseen and undertaken as an immediate response to a situation falls outside the definition of directed surveillance and therefore authorisation is not required.

### **8. Records and Inspections**

8.1 RIPA requires the Council to maintain records, including details of all applications, reviews, renewals and cancellations. The Head of Audit and Risk Management maintains the Central Record on behalf of the SRO, and retains hard and electronic copies of all forms and JP approval records.

8.2 The documents in the Central Record are retained in accordance with Audit and Risk Management's records management policy which complies with relevant Data Protection legislation. The original documents should be retained by the service area responsible for the surveillance activity.

8.2 The Office of the Surveillance Commissioner has set up an Inspectorate to monitor compliance with RIPA. Haringey's SRO and Head of Audit and Risk Management will act as the first point of contact for the Inspectors, but all service areas that use RIPA should expect to be involved in any inspection visits.

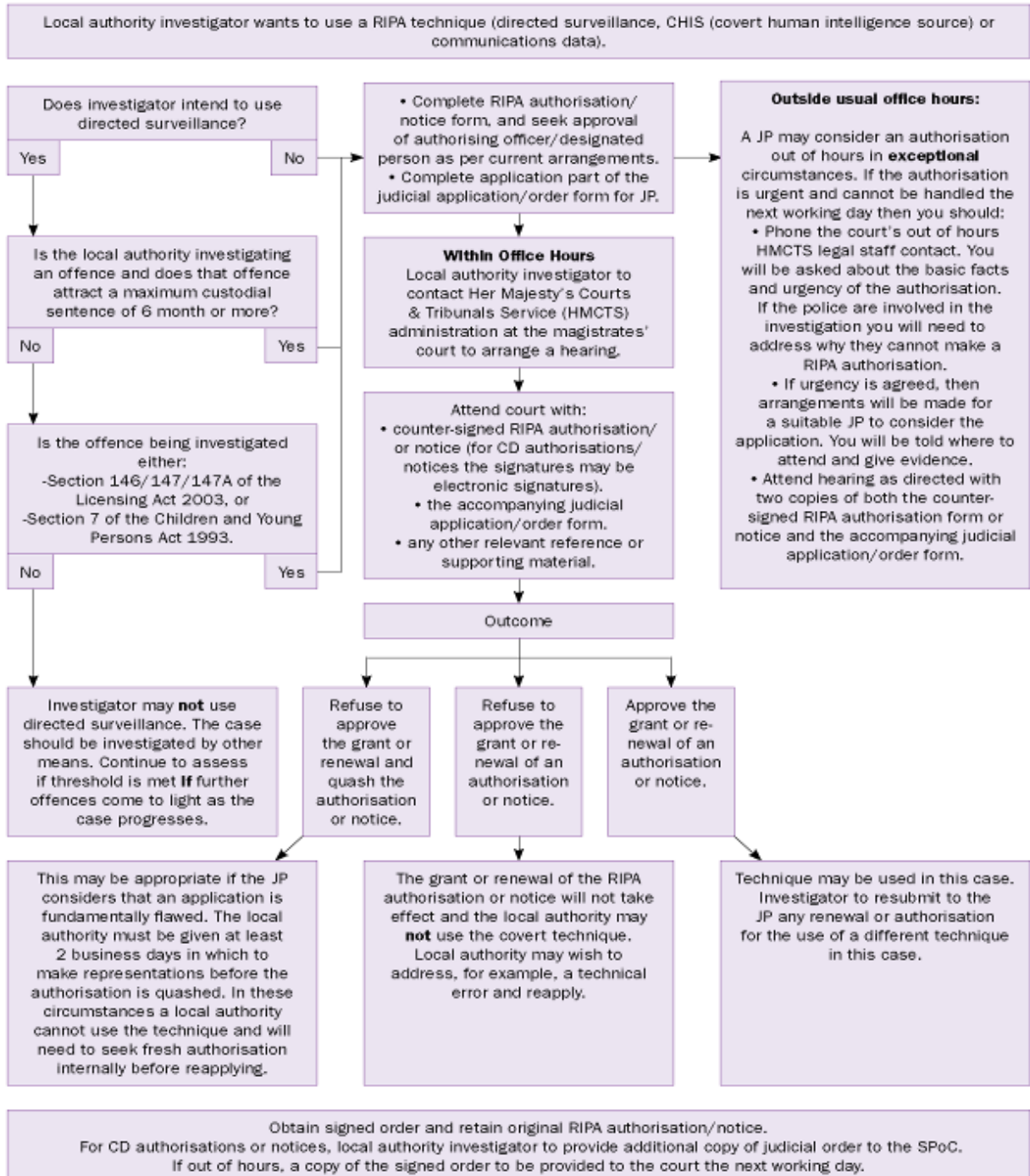
### **9. Monitoring and Reporting**

9.1 The Assistant Director of Corporate Governance is responsible for the maintenance and operation of this policy, as the Council's nominated SRO under RIPA. The Assistant Director of Corporate Governance will liaise with the Head of Audit and Risk Management to review the policy on a regular basis.

9.2 Regular reports will be made to Members in accordance with the requirements of the RIPA Codes of Practice.

# ANNEX A

## LOCAL AUTHORITY PROCEDURE: APPLICATION TO A JUSTICE OF THE PEACE SEEKING AN ORDER TO APPROVE THE GRANT OF A RIPA AUTHORISATION OR NOTICE



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## Annex B

**Haringey Council - Authorising Officers for RIPA**

<b>Job Title</b>	<b>Officer's Name</b>	<b>Contact number</b>
Chief Executive (confidential information and juvenile or vulnerable adult CHIS only)		0208 489 2648
Deputy Chief Executive	Zina Etheridge	0208 489 8690
Chief Operating Officer	Tracie Evans	0208 489 2688
Assistant Director for Commercial and Operations	Stephen McDonnell	0208 489 2485
Head of Community Safety and Regulatory Services	Eubert Malcolm	0208 489 5520

**Report for:** Cabinet 14 March 2017

**Item number:** 15

**Title:** Extension and variation of the school nursing service contract

**Report Authorised by:** Jeanelle De Gruchy

**Lead Officer:** Susan Otiti, ext 2629 [susan.otiti@haringey.gov.uk](mailto:susan.otiti@haringey.gov.uk)

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Key decision

**1. Describe the issue under consideration**

- 1.1. The report seeks agreement for the extension of the school nursing service contract along with a variation to the service specification.
- 1.2. The school nursing contract was awarded by Cabinet to Whittington Health NHS Trust on 19<sup>th</sup> January 2016 for an initial period of one year with an option to extend for a further year. The current one year contract ends 31st March 2017.

**2. Cabinet Member introduction**

- 2.1 As of April 2013 local authorities have been responsible for commissioning public health services for children and young people aged 5-19 years. The school nursing service is part of public health's wider commissioning plan and contributes to the Corporate Plan Priority 1. The commissioned service also contributes to several cross cutting themes including: prevention and early intervention, a fair and equal borough and working together with communities.
- 2.2 Haringey is an exceptionally diverse and fast-changing borough with a relatively young population; a quarter of the population are under the age of 20. The school nursing service contributes to the improvement of children and young people's physical, mental health and emotional well-being as measured by a range of outcomes set out within the Public Health Outcomes Framework. In addition, as part of the Corporate Plan Priority 1, the public health team has started a transformation programme with the school nursing service to implement the 5 – 19 year old Healthy Child Programme (HCP). This follows on from the successful implementation of the 0 – 5 year old HCP led by the commissioned health visiting service. The extension of this contract will enable the transformation work to be completed.
- 2.3 I support the request to extend the contract for a further 1 year with the variations.

## Recommendations

- 3.1. To approve, in accordance with Contract Standing Order 10.02.1(b) the following variations to the school nursing service contract:
  - 3.1.1 Subject to the variation to the contract specification referred to in paragraph 3.1.2 below, the extension of the contract by 1 year, in exercise of the option to extend provided for in the original contract, for a second year value of £530,000.
  - 3.1.2 a variation to the contract specification to omit the provision of the childhood immunisations and flu programme (accounting for £233,194 of the first year contract price) as a result of the discontinuation of the co-commissioning arrangement funded by NHS England when the section 256 agreement on that expires on 31<sup>st</sup> March 2017.

## 4. Reasons for decision

- 4.1. Cabinet approved in January 2016 the contract for the provision of a school nursing service. The contract length was for 1 year with the option to extend for 1 year.
- 4.2. The original contract required provision of the core school nursing service as well as of the school age vaccination and the child flu vaccination programme. The latter programme was included as a result of a co-commissioning arrangement under a section 256 agreement between the Council and NHS England which provided funding of £233,194. As this funding comes to an end with the expiry of the one-year co-commissioning agreement on 31<sup>st</sup> March 2017, it is proposed to omit the vaccination programme from the specification of this contract. The sole commissioning responsibility for the immunisation programme remains with NHS England, who have identified a new provider for the vaccination programme service. The core school nursing service will remain the same.
- 4.3. The extension and variation will enable the public health team to continue working with Whittington Health NHS Trust to maximise the efficiencies and progress the 5-19 year old transformation programme that is part of the Priority 1 Board activities for 2017/18. The transformation programme focuses on implementation of a universal Healthy Child Programme to reduce inequalities and achieve better outcomes for children, young people and their families.
- 4.4. Implementing the 5-19 year old HCP will enable Haringey to work towards the national agenda of wider integration across 0-19 years with alignment to the 0-5 year old universal Healthy Child Programme that is operating across the health visiting service, children's centres and children's services' early help offer.
- 4.5. The school nursing service delivers the mandated National Child Measurement Programme (NCMP) which is a statutory function within the Public Health Grant.



- 4.6. Haringey Council and Haringey Clinical Commissioning Group have entered into a partnership with Islington Council and Islington Clinical Commissioning Group. One of the workstreams is children and young people, led by Whittington Health NHS Trust. The workstream focuses on reducing A & E attendance, long term conditions (particularly asthma) and planning transition to adult services. Alongside this work stream the two public health teams are collaborating on reducing child obesity. As Islington's public health team commission Whittington Health NHS Trust to deliver their school nursing service, extending Haringey's school nursing contract will enable the two public health teams to work together to deliver efficiencies and innovation with the provider.

## **5. Alternative options considered**

- 5.1. Currently NHS organisations are the main provider of school nursing services across the country. The market isn't competitive and is under-developed. When the service was tendered in 2015 there was good market engagement but only 1 bid was submitted which was from Whittington Health NHS Trust.
- 5.2. Since the last procurement no new market opportunities, in terms of new providers, has arisen. Extending the contract would enable Haringey to procure again later when the market may have developed further and include the 0-5 public health services, to allow for procurement of an integrated 0-19 year old service.

## **6. Background information**

- 6.1. Children and young people under 20 years of age represent 24.4% of Haringey's population and 80.1% of school aged children are from a minority ethnic group. The level of child poverty in Haringey is worse than the England average with 24.4% of children under 16 years living in poverty. Over 1 in 3 Haringey 10-11 year olds are overweight or obese. The increasing trend in child obesity is worrying. Obese children are more likely to be ill and therefore absent from school, experience health-related limitations and require more medical care than children with normal weight. Furthermore, they are more likely to experience bullying and mental health issues including low self-esteem. Compounding factors such as poor oral health, linked to too much sugary drinks is also of increasing concern. Obese children are also at a higher risk of becoming obese adults.
- 6.2. The under 18 conception rate in Haringey continues on a downward trend mirroring the national and, London rates and that of our statistical neighbours. The 3-year rolling average under 18 conception rate in Haringey has fallen from 30.1 per 1,000 population in 2011-13 to 25.5 per 1,000 population in 2012-14.
- 6.3. Children's emotional wellbeing remains a priority in Haringey. A local school survey commissioned by the public health team in 2015 reported 70% of pupils were satisfied with their life at the moment and that 49% feel there is someone they can talk to. This was an improvement on the previous local survey. However the estimated number of Haringey children with mental health disorders is 3750. It has been nationally reported that in an average class of 30

school children 3 children will suffer from a diagnosable mental health disorder<sup>1</sup>.

- 6.4. The school nursing service is a central, accessible point for children, young people and their families, working with both health and non-health professionals to promote and support their identified physical, emotional and social needs. This service has a vital role to play in continuing the downward trend of teenage pregnancy rates and working in partnership to improve emotional health and wellbeing and personal, social and health education (PSHE).

## **7. Contribution to strategic outcomes**

The school nursing service is a key partner in contributing to:

- Priority 1 in the Corporate Plan
- The Health and Wellbeing Strategy (reducing obesity and improving emotional health and wellbeing)
- Haringey and Islington Wellbeing Partnership and the
- NCL STP children and young people work stream

## **8. Comments of the Chief Finance Officer and financial implications**

- 8.1 This report details the proposal to extend the school nursing service contract for a further 1 year.
- 8.2 The value of the contract will be £530,000 commencing April 2017. Funding is within the Public Health Grant. The reduced cost of this contract is part of the delivery of savings in Children's Public Health agreed as part of the three year medium term financial plan in February 2015.

## **9. Head of Procurement Comments**

- 9.1. The contract variation and extension requested and outlined in paragraph 4 above, is permitted both under the terms of the contract and CSO 10.02.
- 9.2. Key performance indicators are outlined in the contract, monitoring and reporting have been undertaken with satisfactory outcomes.
- 9.3. The variation of the contract to exclude the school vaccination programme will enable focussed collaborative working and service delivery with the Council's Partners, Islington Council and Clinical Commissioning Group by enabling the maximisation of efficiencies and encourage provider innovation.
- 9.4. The Head of Procurement, therefore supports this request.

## **10. Comments of the Assistant Director of Corporate Governance and legal implications**

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<sup>1</sup> Future in Mind, 2015



- 10.1 The report is seeking a variation of the school nursing service contract to provide for a one-year extension covered by an option to extend that was in the original contract and to omit part of the specified services relating to provision of the vaccination programme with the consequential revision to the contract price.
- 10.2 The value of the proposed variation includes an additional spend (£530,000) for the further contract year which is in excess of £500,000. Under Contract Standing Order 10.2.1(b), Cabinet may approve contract variations including extensions valued over £500,000. Given the value, the decision to approve the variation is a key decision which must be placed on the Forward Plan, which has been done.
- 10.3 The Assistant Director of Corporate Governance confirms that there are no legal reasons preventing Cabinet from approving the recommendations in paragraph 3 of the report.

## **11. Equalities and Community Cohesion Comments**

- 11.1. The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
  - advance equality of opportunity between people who share those protected characteristics and people who do not;
  - foster good relations between people who share those characteristics and people who do not.
- 11.2. The contracted service will continue to be developed to address health inequalities experienced by children, young people and their families. The implementation of the 5-19 year old HCP provides a universal offer across Haringey to improve health outcomes across the life course.
- 11.3. A full Equality Impact Assessment was conducted as part of the tendering process  
<http://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CIId=118&MIId=7303&Ver=4>. The provider collects data to monitor their fulfilment of equalities duties, this is reported regularly to the council we will hold the provider to account to ensure that they help tackle health inequalities.

## **12. Policy Implication**

- 12.1. This commissioned service contributes to the Corporate Plan: Building a Stronger Haringey Together 2015- 18, in particular Priority 1. Extending this contract will enable the Council to meet its public health responsibilities to give every child the best start in life and contribute to the cross-cutting themes: prevention and early intervention, a fair and equal borough, working in partnership and working together with communities.

**13. Use of Appendices**

N/A

**14. Local Government (Access to Information) Act 1985**

Department of Health – Healthy Child Programme from 5 to 19 years old

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/492086/HCP\\_5\\_to\\_19.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/492086/HCP_5_to_19.pdf)

**Report for:** Haringey Cabinet 14 March 2017

**Item number:** 16

**Title:** Extension of 0-5 year old public health services contract: health visiting service and family nurse partnership programme

**Report**

**Authorised by:** Jeanelle de Gruchy

**Lead Officer:** Susan Otit, ext 2629, [susan.otiti@haringey.gov.uk](mailto:susan.otiti@haringey.gov.uk)

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Key decision

**Describe the issue under consideration**

- 1.1. Following the transfer of commissioning responsibility from NHS England to the local authority on 1<sup>st</sup> October 2015 a contract was awarded to Whittington Health NHS Trust for a period of 18 months<sup>1</sup> which ends 31<sup>st</sup> March 2017.
- 1.2. The report seeks agreement by Cabinet for extension of the existing 0-5 year old public health services contract along with a variation to the services deliverable under the contract. The contract includes the provision of the health visiting service and the family nurse partnership programme and it is proposed to add to this coordination and delivery of the HENRY Programme.

**2. Cabinet Member introduction**

- 2.1 The public health team has worked with Whittington Health NHS Trust on an ambitious transformation programme. The 0-5 year old transformation programme has changed the delivery of the health visiting service from a targeted model in operation since 2009 to a universal service model. In less than 18 months the council has secured universal provision of the five statutory mandated health checks for children under 5 years old. This has increased the number of contacts the health visiting service has with families and therefore increased the opportunities for health promotion and safeguarding.
- 2.2 It is important for the Council to continue this contract to complete the full implementation of the national service model (see section 6.2) and continue to deliver improved performance, efficiencies and outcomes for children and families in line with the Council's Corporate Plan alongside integrated working with the council's children's services and the commissioning team.
- 2.3 I support the request to extend the contract for a further 1 year with the variation to allow time for the successful health visiting service transformation to fully

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<sup>1</sup> Sunset clause — 18 month timeframe advised by NHS England during the transition planning for the transfer of commissioning responsibility to support stability within the NHS provider landscape

embed for the benefit of Haringey's children and families.

### **3 Recommendations**

- 3.1. To approve, in accordance with Contract Standing Order CSO 10.02.1(b), the following variation to the council's health visiting and family nurse partnership services contract with the Whittington Health NHS Trust.
  - 3.1.1 Subject to the variation to the contract specification referred to in paragraph 3.1.2 below, the extension of the contract by 1 year at a cost of £4,832,029.
  - 3.1.2 A variation to the contract specification to include a requirement to coordinate and deliver the HENRY Programme and to reduce the required capacity of the family nurse partnership programme.

### **4. Reasons for decision**

- 4.1 Extending the contract will allow time to fully implement the national evidence based '4, 5, 6 model' (see section 6.2). The service has already implemented the 4 levels and the 5 mandated contacts and plans are already underway for the implementation of the 6 high impact areas<sup>2</sup>.
- 4.2 The variation within the contract will be a revision to the specified services in two respects. Firstly, a requirement for co-ordination and implementation of the HENRY Programme will be added. This is a successful behaviour change programme for families focussing on healthy eating. The public health team has co-ordinated this programme for the last 3 years. It is now part of the health visiting team's mandatory training and will support implementation of one part of the 6 high impact areas – healthy weight.
- 4.3 The other variation to the specification will be to reduce the required capacity of the family nurse partnership programme. This is necessary as demand has reduced due to the fall in teenage pregnancies.
- 4.4 The contract extension will align the duration of the health visiting service and the family nurse partnership programme contract with that of the school nursing service contract. This will provide the opportunity to procure an integrated 0 – 19 year old service in the future.  
Operationally, the 0-5 public health service is integrated within the wider offer for children and families and is embedded within the wider health pathways for children, young people and their families.

In Haringey, the CCG's commissioned children's community health services (except children's community nursing) are provided by Whittington Health NHS Trust. These are part of a block arrangement through the NHS standard contract.

### **5. Alternative options considered**

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<sup>2</sup> 6 high impact areas - transition to parenthood, maternal mental health, breast feeding, healthy weight, managing minor ailments and accident prevention, healthy two year olds and school readiness

- 5.1. Currently across the country NHS organisations are the main providers of health visiting services and the family nurse partnership programme. A number of councils have gone out to market following the transfer of commissioning responsibility to local authorities in October 2015. This has led to mixed results as the market is under developed. As a result many councils have either extended service provision with their current provider beyond the recommended ‘sunset clause’<sup>3</sup>. One council in London has brought the service ‘in-house’, and others have placed them within their section 75 partnership arrangements with their Clinical Commissioning Groups (CCG).
- 5.2. Historically the provision of 0-5 public health services has been through the standard NHS local community providers. Since the transfer of responsibility for commissioning the 0-5 public health services to local councils in October 2015, this position remains largely unchanged across the 32 London boroughs as 98% of all 0-5 public health services are delivered by the standard NHS community providers.
- 5.3. The children and young people services commissioned by Haringey Council and Haringey CCG provided by the Whittington Health NHS Trust are part of an integrated service offer therefore for the Council to procure one part of the overall children, young people and their family service provision from a different provider could destabilise the pathways in place for our families, leading to fragmentation and compromise the stability of the provider to deliver services and achieve the required outcomes for children, young people and their families. Moreover, there is a very limited market for these types of children’s community services, which is already evidenced in Haringey. For example, in 2015 Haringey public health team tendered the school nursing service. Despite there being good market engagement initially with 8 expressions of interest from providers, only 1 bid was submitted which was from the incumbent provider Whittington Health NHS Trust.
- 5.4. Haringey’s experience is not dissimilar to that of other councils. A recent scoping exercise by the London Association of Directors of Public Health found that for 0 – 5 year old public health services:
- 90% have extended their existing contracts since the commissioning transfer providing time to consider new commissioning models e.g. 0-19 year old services,
  - some councils entered into section 75 arrangements with their local CCGs as a vehicle to facilitate an integrated service model (3 boroughs) and
  - 10% went out to tender in 2016, 1 borough received no bid submission at the end of the tender process and plans to bring the 0-5 service “in-house”.

## 6. Background information

- 6.1 Following the transfer of commissioning responsibility for 0-5 public health services to local authorities in October 2015 the council’s public health team

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<sup>3</sup> ‘Sunset clause’ – 18 month timeframe advised by NHS England during the transition planning for the transfer of commissioning responsibility to support stability within the NHS provider landscape

has worked closely with Whittington Health NHS Trust to implement the 'national 4,5,6 service model' in Haringey to improve access to services, health outcomes and to reduce health inequalities.

6.2 Figure 1: National health visiting 4,5,6 service model



6.3 Extending the contract will allow time to fully implement the national evidence based '4, 5, 6 model'. The service has already implemented the 4 levels of service and the 5 mandated universal health reviews and plans are already underway for the implementation of the 6 high impact areas.

**7. Contribution to strategic outcomes**

- 7.1. The 0-5 year old public health services are part of the wider public health commissioning plans for an integrated 0-19 year's progressive universal service to reduce fragmentation across the system and promote children's and young people's physical and emotional wellbeing.
- 7.2. The health visiting service and the family nurse partnership programme are key services contributing to Priority 1 in the Corporate Plan and the outcomes in the Health and Wellbeing Strategy. In addition the two services contribute to the cross-cutting themes in the Corporate Plan: fair and equal borough; prevention and early help; and working with communities.

**8. Comments of the Chief Finance Officer and financial implications**

8.1. This report details the proposal to extend and vary the 0-5 year old public health services contract for a further 1 year.

- 8.2 The contract value for the current (2016-17) contract year is £4,832,188 million, (health visiting service £4,334,188 million and the family nurse partnership programme £498,000).
- 8.3 The costs for the three services for the further year is £4,832,029 million (health visiting service £4,334.188, family nurse partnership programme £443,441 and the HENRY Programme £54,400).
- 8.4 The contract will continue to be funded through the Public Health Grant. These contract values are consistent with delivering MTFs savings targets agreed in February 2015.

## **9 Head of Procurement Comments**

- 9.1 Under the Public Contract Regulations 2015 (the Regulations) the procurement of care services is under the Light Touch Regime (LTR). The main requirement of the LTR is to advertise contract opportunities at the requisite level of spend in the Official Journal of the European Union (OJEU).
- 9.2 The Contract with the current supplier expires in March, with no provision for extension. This request is for the existing contract with Whittington Health NHS Trust to be extended via negotiation with the incumbent provider without undertaking an advertised procurement process on the basis that the current state of the market is such that there is effectively no competition in this area of services.
- 9.3 As outlined in 5 above, the relevant service was traditionally carried out by the National Health Service and typically continues to be provided by an NHS service provider. Moreover, health visiting and the family nurse partnership programme are part of an integrated service offer therefore for the Council to procure one part of the overall children, young people and families service provision from a different provider would destabilise the pathways in place for our families, leading to fragmentation, service instability and undermine service outcomes, Further compromising the stability of the provider to deliver services and achieve the required outcomes for children, young people and their families.
- 9.3 The immaturity of the market for meeting this type of service provision is evidenced by the outcome of the Council's recent tender for a similar closely aligned provision for school nursing which did not return any additional bidders other than the current NHS supplier. This is further supported by similar results in 98% of other London boroughs who continue to employ their NHS providers for this service. This also underpins the notion that technical expertise for this type of provision currently rests within the NHS.
- 9.4 Given the reasons outlined above, it is therefore considered by the Head of Procurement that the requirement for proceeding by way of a Negotiation without Notice under PCR 2015 has been met and this request for contract extension and variation may be supported

## **10. Comments of the Assistant Director of Corporate Governance and legal implications**



- 10.1 The report is seeking a variation of the existing 0-5 years public health services contract to provide for a one-year extension and to adjust the specified services to reduce capacity under part of the services (family nurse partnership programme) and include a small new area of service (the HENRY Programme) with consequential revision to the contract price.
- 10.2 The 0-5 year old public health services are subject to the Light Touch Regime under Regulations 74 to 77 of the Public Contracts Regulations 2015 (the PCR 2015). The procurement of LTR services valued over £625,050.00 ought normally to be done by way of a tender advertised in the Official Journal of the European Union (OJEU). As the additional services now proposed to be included in the Council's current contract are valued over this threshold and were not previously advertised in OJEU for tender, they would normally have been tendered at this point. However, the PCR 2015 (under regulation 32(2)(a)(ii)) permit direct negotiation with a provider to contract for services without advertising the opportunity where only that provider can supply the services because competition for the services is absent for technical reasons. The Public Health team and Corporate Procurement Services have, based on their experience of the market in this sector, provided support for the view that currently competition for the services to be covered in the recommended contract extension is effectively absent – see paragraphs 5.2 – 5.8 and 9.2 – 9.5 of the report. On this basis, a direct negotiation for the further services was undertaken with Whittington Health NHS Trust without advertisement under the above PCR 2015 regulation.
- 10.3 The value of the proposed contract variation includes an additional spend (£4,832,029) for the further contract year which is in excess of £500,000. Under Contract Standing Order 10.2.1(b), Cabinet may approve contract variations including extensions valued over £500,000. Given the value, the decision to approve the variation is a key decision which must be included in the Forward Plan, which has been done.
- 10.4 The Assistant Director of Corporate Governance confirms that there are no legal reasons preventing Cabinet from approving the recommendations in paragraph 3 of the report.

## 11. **Equalities and Community Cohesion Comments**

- 11.1. The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
  - advance equality of opportunity between people who share those protected characteristics and people who do not;
  - foster good relations between people who share those characteristics and people who do not.
- 11.2 The commissioned services within the contract will continue to address health



inequalities for children, young people and their families. The successful implementation of the 0 - 5 year old HCP provides a universal offer across Haringey to improve health outcomes across the life course.

- 11.3 A local equalities impact assessment, based on the national health visiting equalities assessment was undertaken (<http://www.minutes.haringey.gov.uk/ielistDocuments.aspx?CIId=118&MIId=7303&Ver=4>). The transformation programme has had a positive impact on service users with relevant protected characteristics, such as pregnant women, mothers and disabled children.

## **12. Policy Implication**

- 12.1. This commissioned service contributes to the Corporate Plan, Building a Stronger Haringey Together 2015- 18, in particular Priority 1. Extending this contract will enable the Council to meet its public health responsibilities to give every child the best start in life and contribute to the cross-cutting themes: prevention and early intervention, a fair and equal borough, working in partnership and working together with communities.

## **13. Use of Appendices**

## **14. Local Government (Access to Information) Act 1985**

Department of Health – Healthy Child Programme: Pregnancy and the First 5 Years of Life

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/167998/Health\\_Child\\_Programme.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/167998/Health_Child_Programme.pdf)

Department of Health – The 4-5-6 Model

<https://vivbennett.blog.gov.uk/2015/03/05/the-4-5-6-model/>

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**Report for:** Cabinet

**Item number:** 17

**Title:** Community Equipment Framework

**Report authorised by:** Beverley Tarka, Director of Adult Social Services

**Lead Officer:** Pauline Walker-Mitchell, Head of Adaptations Service

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Key

## **1. Describe the issue under consideration**

- 1.1 The scope of the Community Equipment Service includes the supply, delivery, fitting/installation, adjustments, service/testing, collection, refurbishment, recycling and disposal of equipment. The provision of community equipment enables individuals to remain independent within their own home reducing the need for ongoing social and health care. Currently there is a Framework Agreement in place with Medequip Assistive Technology Ltd (Medequip) to provide community equipment for Haringey. This is accessed by over 600 prescribers across Health and Social Care.
- 1.2 This Framework Agreement expires 31 March 2017. To ensure continuity of service, the Consortium with Hammersmith & Fulham as the lead borough, carried out a tendering exercise using the OJEU process for a new equipment provider.
- 1.3 Medequip were successful and have been awarded the new contract of four years with the option to extend for a further two years.

## **2. Cabinet Member Introduction**

- 2.1 The continued use of a Framework Agreement with Medequip through the London Consortium will continue to provide an enhanced responsive equipment service delivery. This will provide the residents of Haringey with disabilities, the choice to remain in their own home as opposed to being a patient in a hospital bed. I therefore fully endorse this recommendation for the continued use of Medequip as the provider of complex community equipment.

## **3. Recommendations**

- 3.1 Approval is sought for Haringey to award a call off order under the Framework Agreement for the provision of Community Equipment for four years, from 1<sup>st</sup>

April 2017 to 31<sup>st</sup> March 2021 with the option to extend for a further two years to Medequip. With an estimated annual cost of £1.2 million in year one and £1.2 million in years two to four, equating to £5 million over the initial four year term.

#### **4. Reasons for decision**

- 4.1 The Framework Agreement has significantly enhanced service delivery and has been responsive to the increasing demands. Together with the partners in the Consortium the service has received a cost effective value for money service.
- 4.2 Haringey residents will continue to benefit from a responsive service whilst the service will benefit financially as this new Framework Agreement has secured several new benefits and improvements, including additional activity speeds to facilitate 7-day working. It is expected that the Framework Agreement will be accessed by 16 other boroughs in the London Consortium.
- 4.3 Haringey CCG will benefit from continued access to community health equipment through their current Access Agreement with Haringey Council.
- 4.4 The new contract is forecast to achieve savings for Haringey of 6.02% compared with the existing Framework. All else being equal with no change in demand, savings will range between 1.3% and 4.1% in the first year. A substantial proportion of the savings will come from lower cost equipment.

#### **5. Alternative options considered**

- 5.1 There is no alternative to the call off order as not to agree to this would result in the residents of Haringey not receiving personal care equipment to enable them to remain independent in their own homes, resulting in individuals moving into residential/long term care.

#### **6. Background information**

- 6.1 Procurement, delivery, maintenance and collection of complex daily equipment such as hoists, beds, pressure mattresses and recliner chairs which are essential for maintaining and maximising the independence of the disabled residents of Haringey is managed by Medequip through the London Consortium Framework from a depot in Woodford Green.
- 6.2 The original Framework Agreement was awarded in June 2012 for a period up to 31 March 2015 with the option to extend for a further 2 years.
- 6.3 Agreement for a further 2 year extension of the Medequip Framework Agreement was awarded in February 2015 by the Director as allowed under CSO 9.06.1.(c). This Agreement expires 31 March 2017

## **7. Contribution to strategic outcomes**

- 7.1 This will allow Haringey to comply with their statutory obligations to provide home based support services which includes community equipment and provide continuity of service.
- 7.2 It will support the Council's Corporate Plan of Building a Stronger Haringey Together and in particular demonstrate the service's commitment to achieve the outcomes of Priority 1 in terms of children and young people who need extra help receiving equipment to support them. Priority 2 by Enabling all adults to long, healthy and fulfilling lives with control over what is important to them.

## **8. Statutory Officers Comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **8.1 Finance Comments**

- 8.1.1 There is sufficient budget within Cost Centre AH0221 to cover the £1.2m annual contract spend.

### **8.2 Legal Comments**

- 8.2.1 When awarding a contract the Council is required to comply with the Public Contracts Regulations 2015 (PCR).
- 8.2.2 The Council is permitted (on the basis of regulations 33 and 38 PCR) to award a contract using a framework agreement established by another contracting authority (such as LB Hammersmith and Fulham) where that contracting authority complied with the PCR in procuring the framework agreement and were the procurement was designed so as to take account of at least the possibility that the Council's requirements would be the subject of the call-off.
- 8.2.3 The Council must ensure that the call-off contract is awarded in the form and using the process set out in the framework agreement (in particular using the Order Form/Call-Off Contract set out at in Schedule 3 of the framework agreement).
- 8.2.4 The Assistant Head of Corporate Governance is not aware of any legal reasons preventing the approval of the recommendations in paragraph 3 of this report.

### **8.3 Equalities comments**

- 8.3.1. In formulating policies the Council has had regard to its public sector equality duty under the Equality Act 2010, which requires it to have due regard to:
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
  - advance equality of opportunity between people who share a 'protected characteristic' and people who do not;

- foster good relations between people who share a relevant 'protected characteristic' and people who do not.

8.3.2 The 'protected characteristics' are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation. They also cover marriage and civil partnership with regards to eliminating discrimination.

8.3.3. Extending the framework will have a positive impact on continue to provide disabled people with equipment to help them live long, fulfilling and healthy lives without the need for social care.

8.3.4. The framework will follow procurement processes which comply with the Equality Act 2010.

## **9. Use of Appendices**

9.1 Not applicable.

## **10. Local Government (Access to Information) Act 1985**

10.1 Not applicable.

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Councillors Cllr Weston [Chair], Cllr Berryman, Cllr Mann, Cllr Stennett, & Cllr Opoku

Apologies Cllr Morris

Also attending Sarah Alexander (Assistant Director – Safeguarding and Social Care), Dominic Porter-Moore (Head of Children in Care & Placements), Fiona Smith (Virtual School Head), Margaret Gallagher (Corporate Performance Manager), Philip Slawther (Clerk) , Anneke Fraser.

**CPAC337. APOLOGIES FOR ABSENCE (IF ANY)**

Apologies for absence were received from Cllr Morris.

Apologies were also received from Annie Walker, Kim Holt and Lynn Carrington.

**CPAC338. ACTIONS ARISING FROM THE MEETING WITH ASPIRE**

NOTED: The actions listed in the notes of the meeting with Aspire.

**CPAC339. URGENT BUSINESS**

NONE

**CPAC340. DECLARATIONS OF INTEREST**

NONE

**CPAC341. MINUTES**

The minutes of the meeting held on 3<sup>rd</sup> October 2016 were AGREED.

**CPAC342. MATTERS ARISING**

The Committee NOTED the Corporate Parenting Agenda Plan 2016/17

**CPAC343. PERFORMANCE**

RECEIVED the report on Performance for the Year to the end of November 2016. Report included in the agenda pack (pages 15 to 20).

NOTED in response to discussion:

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- An overall improving trajectory in relation to the majority of performance indicators.
- 438 children were in care on the last day of November 2016 or 74 per 10,000 population including 39 unaccompanied asylum seeker children. There had been a gradual increase in the level of children in care in comparison to the position at the end of March 2016 - 31 more children in care. However a reduction in Haringey's rate of looked after children in 2015/16 placed Haringey within the inter-quartile range of our statistical neighbours (a rate of 69 per 10,000 population), although the current rate remained above the London (51) and national average (60) rates.
- At the end of November, 91% of looked after children had an up to date Care Plan. Performance in this area had consistently remained above target since February 2016 as a result of activity tracking in weekly meetings held by the Head of Service for Children in Care.
- At the end of November, 84% of looked after children aged 16-17 had up to date Pathway Plans. Performance in this area improved slightly since the reported position in August 2016 (82%) and was closing the gap with the 90% target.
- A similar improvement trend on Personal Education Plans was reported although current performance had declined since the August school holidays. 81% of school age looked after children had an up to date PEP as at the end of November. This area continued to be a priority for performance tracking.
- At the end of March 2016, there were 35 pupils in Year 11 who were looked after continuously for 12 months or more. Of these, 13 (37%) attained 5 GCSEs A\*-C incl. English & Maths – a significant increase compared to 28% in 2015.
- Indicators around stability of placements for looked after children remain in line with statistical neighbours and targets. In the year to November 2016, 9% of children had three or more placement moves, below the statistical neighbour average (10%). 75% of children under 16 who had been in care for at least 2.5 years had been in the same placement for at least 2 years, slightly above our statistical neighbour average (67%).
- At the end of November, 95% of children in care for over a month had an up to date health assessment, above target and continuing the positive trend.
- Data for the period July to September 2016 confirmed that the average duration of care proceedings for concluded cases was 32.5 weeks, an improvement from the 37 weeks in Q1 and better than the 2015/16 average (34 weeks). Q2 data for 2016-17 showed 44% were concluded under the 26 week statutory timescale.



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- The outcomes for 36% of care proceeding cases issued between July and September 2016 was for children to remain with or reunify with their parents compared to 54% of children in 2015/16. In a further 27% of cases issued, children remained in their family of origin under SGOs and in 36% of cases children were placed on care/placement orders, an increasing trend compared to 2015/16.
- In the year to December 2016, only 20 permanency orders had been achieved (11 adoptions and 9 special guardianship orders (SGOs) – 11 fewer than the same period last year and the lowest recorded for many years. There seemed to be a trend towards placement with families- kinship or connected persons as opposed to adoption or SGOs. National quarterly data suggested that this was a trend being observed elsewhere.
- Of the children that have ceased to be looked after this year 9.3% have been adopted which compares with 15% nationally and 8% in London but this is lower than the 11% achieved in 2015/16. Special guardianship referrals continue to be low and it is likely that no more than 12 will be achieved by the end of the financial year. If SGOs were included, almost 16% of those who ceased to be looked after achieved legal permanency this year.
- Haringey's latest 3 year rolling average position as published in the Adoption Scorecard in March 2016 was 691 days for the period 2012-15, higher than the national threshold and England position of 593 days but close to statistical neighbour average of 696 days.
- The 2015/16 trend towards the reduction in the number of care proceeding applications has shifted towards an increasing trend in Q1 2016/17. This trend had continued in Q2 and reveals a significant increase in applications in respect of children under 1.
- Performance on care leavers in suitable accommodation and in education, employment and training (EET) for 2016-17 is comparatively poor and below average levels reported for England and London. Approximately 30% of *all* former relevant care leavers aged 17-21 are recorded as in EET down from 47% of 19-21 year olds and 57% of 17-18 year olds in 2015/16. This was lower than the national and London average comparator data (49% & 54% for 19-21 yr olds and 61% and 62% for 17-18 year olds). Haringey also reported a higher proportion where the local authority did not have information about the care leavers activity (19% compared to 12% average for London and 11% nationally) in 2015/16.
- In 2016/17 around 50% of care leavers were in suitable accommodation down from 74% (for 19-21 year olds) and 71% (of 17-18 year olds) last year. Again this performance was comparatively low as nationally 83% of care leavers aged 19-21 were in suitable accommodation and 88% of 17-18 year olds.

AGREED to note the report.

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The Committee requested that a report outlining the reasons for the decline in the number of permanency orders being secured be brought to the next meeting.

**Action: Sarah Alexander.**

The Committee also requested that a short report be drafted for the next meeting, which set out comparative performance levels of LAC and educational achievement levels, in particular a breakdown of how well black/African Caribbean children were performing in relation to the rest of their peer group. **Action: Fiona Smith**

**CPAC343. HOUSING AND CARE LEAVERS**

The Committee NOTED the report of the Director of Housing Demand which was included in the agenda pack at pages 21-23.

The Director of Housing Demand advised the Committee that Housing Services and Children's Services had agreed that a quota of social housing lets would be set aside each year for care leavers. The quota level was based on a projection of the number of people that were due to leave care that year and a consideration of the range of needs. The current quota was 60 one bedroom properties and 6 two bed properties. Liaison was undertaken with the Young Adult Services for nominations to the quota and allocation of Band A status.

The Committee was advised that there were two training flats which were used as a supported living scheme to help young people who may need to develop some additional skills or experience before managing their own tenancy. The Director of Housing demand also advised that HfH were also looking to add some studio flats to this provision where the young person would be provided with floating support. In response to a question on the timing of the studio flats, the Director of Housing Demand commented that she could include the next suitable property into this provision but advised that the volunteer support needed to be in place from the YAS. The Director of Housing Demand agreed to discuss this with Emma Cummergen.

**Action: Denise Gandy.**

The Director of Housing Demand advised that homelessness legislation supported the Leaving Care Act; 18 – 21 year olds who are care leavers had an automatic priority need and so the Council would owe them a homelessness duty if they were in housing need. It was noted that since the introduction of the social housing quota, most care leavers moved on to their settled accommodation without the need for temporary accommodation.

The Committee was advised that if a care leaver preferred to move into private rented accommodation, they could be supported to do this through an incentive payment to a private landlord. Care leavers were exempt from the shared room rate in the private sector until they were 22 and so would be able to rent a one bedroom flat rather than just a room.

The Director of Housing Demand suggested that consideration was being given to whether there was more that could be done to enhance the Council's offer as corporate parents. Options included: Working with contractors to offer a day course

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on painting and decorating and basic home maintenance; an enhanced housing management offer and offering an apprenticeship to a care leaver. The Director of Housing Demand agreed to progress working with contractors to offer a course on painting and decorating. **Action: Denise Gandy**

The Committee expressed significant concerns with the experience of the Young People's Involvement Officer when she accompanied an Aspire Member on a housing visit. Concerns were raised that the visit was carried out in hurried manner with a number of other prospective tenants waiting outside and that an immediate decision on the property was requested. In response to a question from the Committee, officers clarified that if the young person turned down the property they wouldn't intentionally be made homeless; instead they would go back into the bidding process. Applicants in Band A, including care leavers, had their status reviewed every six months and provided they had been bidding they would be able to continue to bid for other properties.

The Director of Housing Demand acknowledged that she would feed back some of the issues raised to her colleagues; including the need to offer additional support at the viewing stage and the need to reconsider the speed of the process. **Action: Denise Gandy.**

The Chair reiterated that she would like to include a pledge around the Council's housing offer to Aspire. The Director of Housing Demand advised that the pledge would need to be developed jointly with the Council's Housing Strategy team and suggested including the Head of Housing Strategy & Commissioning. The Chair requested meeting with the Director of Housing Demand, the Head of Housing Strategy & Commissioning and any other members of the Committee to discuss developing the Aspire housing pledge. **Action: Clerk/Denise Gandy.**

The DCS enquired whether care leavers were flagged up on the housing system and whether there was any way of ensuring there was a consistent approach taken to flag up care leavers at agreed stages in the process. The Director of Housing Demand agreed to look into this suggestion. **Action: Denise Gandy.**

The Interim Service Manager Fostering and Adoption enquired whether there was any specific protocol in place around rent arrears and evictions for care leavers. The Director of Housing Demand advised that a protocol between Children's Services HfH around a range of issues had recently been signed off, and agreed that she would go back and check if this included rent arrears. The Director of Housing demand suggested that this could be added to the protocol if it was not already included. **Action: Denise Gandy.**

**CPAC344. IRO ANNUAL REPORT 2015/16**

NOTED the IRO Annual Report 2015/16 introduced by the AD Safeguarding and Social Care was included in the agenda pack at pages 25-42. The Committee was advised that the Independent Review Officer performed a quality assurance role and oversaw the development of a child's care plan from the point that they came into care. The provision of IROs was a statutory responsibility for the council. The IRO would meet with the child within the first 20 days and would continue to meet with the

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child and their carer at least every 6 months with the aim of reviewing the care plan. The IROs also worked closely with the social work team to agree permanency outcomes. The Committee was advised that it was an annual requirement for CPAC to receive an annual report on the IRO Service and that the report is usually produced around October for the preceding year. The Clerk to add IRO report to the Forward Plan. **Action: Clerk.**

The Chair asked whether the introduction of Viewpoint had made a difference to how well Children's Services were able to capture the voice of the child. In response, the AD Safeguarding and Social Care advised that the improvements hoped for had not materialised so far and that technical problems had been encountered around both inputting and extracting information from the system. The Head of Service CIC advised that officers were reviewing the system's functionality and were considering whether to adopt an alternative system as the process of getting information on to Mosaic was quite labour intensive. The DCS reassured the Committee that the voice of the child was also considered during development of pathway plans and care plans.

In response to a question from the Committee, the AD Safeguarding and Social Care advised that the Service Manager for Quality Assurance was responsible for writing the annual report. The Committee was also advised that the government were considering reducing the level of statutory requirement for IROs to conduct a review of every care plan and that this was not well received by the IROs themselves. The AD Safeguarding and Social Care also advised the Committee that the reduction in two posts within the IRO team had so far been manageable and that there were some members of staff who undertook child protection reviews who could also undertake IRO reviews if required.

**CPAC345. PAN-LONDON ADOPTION BID**

NOTED the verbal update given by the Director of Children's Services on the Pan-London Adoption bid. The Committee was advised that a paper went to Cabinet on 13<sup>th</sup> December which set out the London wide arrangements and agreed to Haringey joining the London wide arrangements on a provisional basis. The preferred option for a pan-London adoption was a local authority trading company delivery model with a strategic VAA partnership operating in a hub and spoke model. The DCS reiterated that there was no 'do nothing' approach and that the Secretary of State had powers to force local authorities to enter into joint arrangements. The only realistic alternative to joining the London wide adoption scheme was entering into arrangements with Quorum. The Committee was advised that most London local authorities had joined the pan-London scheme, with Bexley entering into a joint arrangement with Kent and Harrow joining Quorum.

**CPAC345. FOSTER CARER RECRUITMENT UPDATE**

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NOTED the verbal update given by the Head of Service, Children in Care and Placements on progress around the recruitment of a provider to undertake training and recruitment of in-house foster carers.

The Committee noted that an interim contract was being developed with NRS for the continued provision of foster care recruitment until a new contact was in place. The Committee was advised that a change to the procurement process had resulted in a delay to the overall procurement timetable and that the deadline for receiving tenders was 6<sup>th</sup> March with an anticipated implementation date of April. The Chair advised that there had been no net loss of foster carers as a result of the delays to the procurement process.

The Committee noted that a bespoke television advert had been aired by Sky for customers in Haringey with the aim of promoting and recruiting foster carers. The advert was prepared by Communications and it was hoped that there could be significant financial benefits given the additional costs involved with having to recruit through an external agency. The Chair agreed to circulate a link to the adverts to the Committee. **Action: Chair.**

In response to a question, officers advised that the new contract would be 2 years in length with the potential for a further extension of 12 months, and reiterated that at present there was no in-house foster carer recruitment team. The Head of Service CIC advised that Commissioning had advised that there were four or possibly five agencies that were interested in the contract and that this was seen as a very positive response.

The Chair requested a written report to the Committee around the new fostering service contract at the next meeting, once the contract was in place. **Action: Dominic Porter-Moore/ Clerk.**

**CPAC 348. PROFILE OF CHILDREN IN CARE**

RECEIVED and NOTED a presentation and report which provided an analysis of looked after children, and the reasons behind the challenging cohort within that group. The presentation and report were included in the agenda pack (pages 43 & 51 respectively).

In response to a question, the DCS acknowledged the overrepresentation of Black African & Black Caribbean young people within the LAC cohort and also commented that similar overrepresentations were present within the Youth Offending Service cohort and other demographics such as exclusions from secondary schools. The Committee considered how the statistics in the presentation could be used to shape policy. The Chair highlighted the BME attainment group as a good example of how to drive positive outcomes in this area. The Committee also noted that the Children's and Young People Scrutiny Panel had produced a report on disproportionality within the Youth Justice Service and would also be looking into youth transitioning. The Chair suggested that any future report could be brought to the Committee.

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**CPAC348. NEW ITEMS OF URGENT BUSINESS**

None.

**CPAC348. EXCLUSION OF THE PRESS AND PUBLIC**

None.

**CPAC 349. NEW ITEMS OF URGENT EXEMPT BUSINESS**

None.

**CPAC350. ANY OTHER BUSINESS**

The Director of Children's Services advised the Committee that the lead Ofsted inspector from the last inspection visit in 2014 had been commissioned to come into Children's Services to review current progress. The Committee was advised that this would include validating self evaluations, investigating the single point of access into the MASH, and reviewing the journey of the child through the system. This was due to start on 6<sup>th</sup> March.

Future meetings

NOTED the following date:  
3<sup>rd</sup> April 2017

Meetings are scheduled to start at 6.30pm.

The meeting ended at 20:45 hours.

**Cllr Elin Weston  
Chair**

## **MINUTES OF THE MEETING OF THE LEADER SIGNING HELD ON TUESDAY, 14TH FEBRUARY, 2017,14:15**

### **PRESENT**

**Councillor Claire Kober, Leader of the Council**

#### **66. FILMING AT MEETINGS**

The Leader referred those present to agenda Item 1 as shown on the agenda in respect of filming at this meeting and asked that those present reviewed and noted the information contained therein.

#### **67. URGENT BUSINESS**

None

#### **68. DECLARATIONS OF INTEREST**

There were no Declarations of Interest.

#### **69. TOTTENHAM HOUSING ZONE: FUNDING AGREEMENTS WITH THIRD PARTIES TO UNDERTAKE HOUSING ZONE INTERVENTIONS AND ENABLING WORKS**

The Leader noted the report which sought agreement for the Council to enter into funding arrangements with relevant third parties to undertake Housing Zone interventions and enabling works.

#### **RESOLVED**

That the Leader agreed

To the Council providing grant agreements to third parties, from the Housing Zone monies received from the GLA, up to the maximum amount of grant funding and to the recipients as set out in the table attached in the exempt Part B of this report and that this authority is subject to the Council entering into the relevant Borough Intervention Agreements with the GLA for these funding amounts.

To give delegated authority to the Director of Regeneration, Planning and Development after consultation with the Cabinet Member for Housing, Regeneration and Planning, the Chief Operating Officer and the Assistant Director of Corporate Governance to agree the final amount, the terms and conditions for providing the grant funding.

#### **Reasons for decision**

Cabinet has already decided to enter into an Overarching Borough Agreement (OBA) with the Greater London Authority (GLA) for Phase 1 of the Tottenham Housing Zone, and to agree and vary any further funding agreements with the GLA. This OBA provides detailed descriptions of targets for funding and proposed delivery models, however it is recognised that allocations of funding as well as precise sums on individual interventions may vary in line with existing delegations.

The package of interventions funded through the Tottenham Housing Zone for Tottenham Hale includes utilities diversions, site enabling and infrastructural works. It was always assumed that third party funding agreements would be necessary to achieve these interventions as the Council is not in a position to deliver development of this scale. Developer partners can be best placed to achieve the enabling works needed to unlock housing sites and deliver much-needed housing, including affordable housing. The table in the exempt Part B of the report sets out the maximum amounts, the recipients and the purpose for which the grant funding will be provided.

### **Alternative options considered**

Option 1 – do nothing: A do nothing option would entail separate Cabinet approval for each funding agreement, which would significantly delay funding packages needed to bring forward the delivery of sites within the Tottenham Housing Zone and therefore greatly reduce operational effectiveness.

Option 2 – enter into funding agreements with third parties under delegated authority, according the funding programme agreed under existing delegation with the GLA and detailed in previous reports, secures the effective delivery of sites within the Tottenham Housing Zone and ensures resources are targeted at interventions with the clearest delivery potential.

Option 2 was identified as the preferred option for reasons of supporting the effective regeneration of Tottenham through the delivery of the Tottenham Housing Zone and in line with the Council's established strategies.

## **70. NEW ITEMS OF URGENT BUSINESS**

None

## **71. EXCLUSION OF THE PRESS & PUBLIC**

### **RESOLVED**

That the press and public be excluded from the remainder of the meeting as the items contained exempt information, as defined under Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

## **72. TOTTENHAM HOUSING ZONE: FUNDING AGREEMENTS WITH THIRD PARTIES TO UNDERTAKE HOUSING ZONE INTERVENTIONS AND ENABLING WORKS**

The Leader noted the exempt section of the report.



**73. NEW ITEMS OF EXEMPT URGENT BUSINESS**

N/A

CHAIR:

Signed by Chair .....

Date .....

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**Report for:** Cabinet 14 March 2017

**Item number:** 19

**Title:** Delegated Decisions and Significant Actions

**Report authorised by :** Zina Etheridge, Interim Chief Executive  
Bernie Ryan AD Corporate Governance

**Lead Officer:** Ayshe Simsek

**Ward(s) affected:** Non applicable

**Report for Key/  
Non Key Decision: Information**

**1. Describe the issue under consideration**

To inform the Cabinet of delegated decisions and significant actions taken by Directors.

The report details by number and type decisions taken by Directors under delegated powers. Significant actions (decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

**2. Cabinet Member Introduction**

Not applicable

**3. Recommendations**

That the report be noted.

**4. Reasons for decision**

Part Three, Section E of the Constitution – Responsibility for Functions, Scheme of Delegations to Officers - contains an obligation on officers to keep Members properly informed of activity arising within the scope of these delegations, and to ensure a proper record of such activity is kept and available to Members and the public in accordance with legislation. Therefore, each Director must ensure that there is a system in place within his/her business unit which records any decisions made under delegated powers.

Paragraph 3.03 of the scheme requires that Regular reports (monthly or as near as possible) shall be presented to the Cabinet Meeting, in the case of executive functions, and to the responsible Member body, in the case of non executive functions, recording the number and type of all decisions taken under officers' delegated powers. Decisions of particular significance shall be reported individually.

Paragraph 3.04 of the scheme goes on to state that a decision of “particular significance”, to be reported individually by officers, shall mean a matter not within the scope of a decision previously agreed at Member level which falls within one or both of the following:

- (a) It is a spending or saving of £100,000 or more, or
- (b) It is significant or sensitive for any other reason and the Director and Cabinet Member have agreed to report it.

**5. Alternative options considered**

Not applicable

**6. Background information**

To inform the Cabinet of delegated decisions and significant actions taken by Directors.

The report details by number and type decisions taken by Directors under delegated powers. Significant actions) decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

Officer Delegated decisions are published on the following web page <http://www.minutes.haringey.gov.uk/mgDelegatedDecisions.aspx?bcr=1>

**7. Contribution to strategic outcomes**

Apart from being a constitutional requirement, the recording and publishing of executive and non executive officer delegated decisions is in line with the Council’s transparency agenda.

**8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

Where appropriate these are contained in the individual delegations.

**9. Use of Appendices**

The appendices to the report set out by number and type decisions taken by Directors under delegated powers. Significant actions (Decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

**10. Local Government (Access to Information) Act 1985**

Background Papers

The following background papers were used in the preparation of this report;

Delegated Decisions and Significant Action Forms

Those marked with ♦ contain exempt information and are not available for public inspection.

The background papers are located at River Park House, 225 High Road, Wood Green, London N22 8HQ.

To inspect them or to discuss this report further, please contact Ayshe Simsek on 020 8489 2929.

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**DIRECTOR OF ADULT SOCIAL SERVICES**

**Significant decisions - Delegated Action – February 2017**

◆ denotes background papers are Exempt.

No	Date approved by Director	Title	Decision
1.		Nil	

**Delegated Action**

Number
170208 CSO 10.02.1 IMCA, DOLS & IMHA Services extension. Value: not to exceed £500k.
170217 CSO 8.03 award of contract for provision of Children's & Adults Care Act Advocacy. Value: not to exceed £160k.

*B. F. Tarka*

Submission authorised by: Beverley Tarka – Director of Adult Social Services

Date: 1<sup>st</sup> March 2017

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By virtue of paragraph(s) 3, 5 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is exempt

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