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18 October 2007

To: All Members of the Overview & Scrutiny Committee

Dear Member,

Overview and Scrutiny Committee - Monday, 22nd October, 2007

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

6. CABINET MEMBER QUESTIONS: CABINET MEMBER FOR ENVIRONMENT AND CONSERVATION (PAGES 1 - 2)

Additional answers to questions from Councillor Brian Haley, Cabinet Member for Environment and Conservation.

9. CLOSURE OF CONTINUING CARE BEDS AT ST ANN'S HOPITAL - CONSULTATION BY BARNET, ENFIELD AND HARINGEY MENTAL HEALTH TRUST (PAGES 3 - 6)

An appendix from the Mental Health Trust to the above report.

11. OVERVIEW AND SCRUTINY PROGRESS REPORT TO THE REPORT OF THE SCRUTINY REVIEW OF ESTATE PARKING (PAGES 7 - 18)

(Report of the Director of Housing Management) To update the response to the report of the Scrutiny Review of Estate Parking.

12. RAISING THE EDUCATION ATTAINMENT OF CHILDREN IN CARE IN HARINGEY (PAGES 19 - 34)

(Report of the Director of the Children & Young People's Service) To inform Council Members about the improving educational attainment of children in the care of Haringey and the measures in place which support them in their achievements.

13. CONSULTATION STRATEGY (PAGES 35 - 52)

(Report of the Assistant Chief Executive – Policy, Performance, Partnerships and Communications) To give to the committee information on developments since the adoption of the Consultation Strategy in 2002.

Yours sincerely

Jeremy Williams
Principal Committee Co-ordinator

Overview & Scrutiny Committee, 22nd October 2007
Questions to Councillor Brain Haley, Cabinet Member for Environment and Conservation

Second Despatch

Answers to Further Questions from Councillor John Bevan

Question Four:

Please can I be advised when the Better Haringey notice boards that were erected on housing estates a considerable time ago (years ago) are to be removed. The projects that these notices referred to have long since been completed and the continuing display of these notices is detrimental to the BETTER HARINGEY branding when no more improvements can be seen to be being completed.

Answer:

The Better Haringey Estates Improvement project started in 2005/06, is due to complete by March 2008, and thus signage has been erected throughout this period.

The notices in question were erected following completion of £4 million of works in spring 2006. Clearly this is some time ago, and it is accepted that they should be removed. This will be arranged and completed by the end of November 2007.

A further 110 projects are due to be completed during the remainder of 2007/08 and thus Better Haringey branded signage will be erected in relation to waste and recycling, landscaping, play, lighting and security improvements across a further 22 sites.

Question Five:

Tottenham High Road, Proposed Stop and Shop Scheme.

Thank you for your email addressed to the member's Streetscene mailbox regarding the above matter. The above scheme has been delayed as it is has been programmed to implement the works in conjunction with the Spurs Match Day CPZ proposal.

Please can it be confirmed that this scheme will be implemented at the same time as the Spurs CPZ, as stated above.

Answer:

We conducted consultation for a proposed stop and shop scheme along Tottenham High Road in January 2005. The response to the consultation was

extremely low and it was difficult to determine whether or not the scheme was supported or if modifications were required. Consequently, meetings were held with Tottenham Traders' Association where it became apparent that their members had a number of concerns related to customer and staff parking, parking charges and operational hours of the bays.

In April 2005 we conducted consultation for the proposed Tottenham Hotspur Match Day CPZ and it was decided that implementation of any measures resulting from the two proposals would be carried out in unison to minimise disruption. However, whilst carrying out statutory consultation for the proposed Tottenham Hotspur Match Day CPZ, we received an objection from LB Enfield. This resulted in a delay in the delivery of our programme and also had financial implications as we had to carry out parking surveys along a number of identified roads within LB Enfield. The cost of the surveys was £25,000.

In view of the unexpected financial commitment and delay resulting from the objection by LB Enfield it is not possible to introduce the stop and shop scheme during the current financial year. It will also be necessary to conduct a new statutory consultation as two years has elapsed since the Notice of Proposal was advertised. It is therefore programmed that the Tottenham Hotspur Match Day CPZ will be operational at the end of January 2008 and that further statutory consultation for the stop and shop scheme will take place in February with a view to implementing the scheme in April/May 2008.

Please contact THE Traffic and Road Safety Group on 0208 489 1765 should you require further information regarding the above.

Report to: Haringey Overview and Scrutiny Committee
Date: 22 October 2007
Report by: Alan Beaton. Assistant Director.
Subject: Proposed Closure of Pine Ward, St Ann's Hospital

Background

The proposed change involves a reduction of 12 category 1 continuing care beds (dementia) in the Greentrees Unit at St Ann's Hospital. The service has 36 beds in total- 24 beds on Chestnut Ward and 12 beds on Pine Ward. The size of the service is too large and many beds are surplus to requirements. This is really a 'good news' story as the bed-surplus has been created through improvements in delayed transfers of care in older peoples mental health services and greater choice for clients, enabling them to receive 100% NHS funded continuing care in the most appropriate setting for them such as their own home or a care home in which they might currently reside.

In July 2007, 13 of the 36 beds were vacant and we met and agreed with staff and relatives to move existing Pine Ward patients (10 patients) to vacant beds on Chestnut Ward allowing us to temporarily close Pine Ward pending further consultation on the future bed model required. Chestnut ward is located directly opposite Pine Ward in the Greentrees Unit. Even with the transfer of Pine patients to Chestnut Ward we still have 3 vacant beds on Chestnut. There are also six Edmonton patients on Chestnut due to transfer to Chase Farm Hospital in April 2008 as part of the larger Edmonton repatriation programme in the Trust. From April 2008, all Edmonton dementia continuing care patients requiring an NHS provided bed will be admitted to Chase Farm hospital.

All Pine ward staff (14 staff) have been temporarily redeployed to vacant positions within older peoples services at St Ann's Hospital following staff meetings and preference forms being submitted.

The Patient and Public Involvement Forum (PPIF) have been closely involved in the temporary changes that were being implemented and the PPIF are also involved in our plans to spend £850,000 to refurbish most of the Greentrees Unit during the next year.

The Pine Ward patients who transferred to Chestnut all have severe dementia. All of their relatives were involved and agreeable to the transfer although there is one patient who does not have a close relative and we have referred them to the Independent Mental Capacity Advocacy service.

NHS Continuing Care Services for older people with mental health needs

The definition of 'continuing care' means '....care provided over an extended period of time, or episodes of time, to a person aged 18 or over, to meet physical or mental health needs which have arisen as a result of disability, accident or illness. It may require services from the NHS and/or social care and may be provided in a range of settings including a hospital, care home or a person's own home.'

The aim of continuing care is to provide the right long term support to clients, to maximise their health and quality of life, prevent deterioration where possible, and promote independence where appropriate.

Continuing care that takes the form of a package of care solely arranged and funded by the NHS is known as 100% NHS funded continuing care. Chestnut and Pine ward both provide category 1 fully NHS funded continuing care to people with severe dementia who have significant mental health need requiring regular multi-disciplinary input. Patients admitted to these units have been comprehensively assessed in terms of their clinical needs and eligibility for continuing care.

Future Demand

The Department of Health's National Continuing Care Criteria became operational from the 1st of October 2007 and replaces the North Central London Continuing Care guidance. It is expected that the new criteria will increase the number of people eligible for continuing care but only a very small proportion of this population would then meet the criteria for admission to an NHS dementia continuing care facility where patients require a formal diagnosis of dementia, have significant challenging behaviour (e.g. resistance to care, disinhibition, extreme noisiness, extreme restlessness, aggression) and require regular input from a multi-disciplinary team.

In Haringey, we expect fairly modest increases in the over 65 population over the next 5 to 10 years. The very oldest, 90+ is the main age group that would see more significant growth in terms of percentage of the age group but this still remains a relatively small proportion of the total population over the age of 65. The very old also tend to have increasing physical health needs. We commonly see this when patients are admitted to our dementia continuing care units. Over time, a patient's physical health needs become more prominent as some mental health needs, such as challenging behaviour, diminish.

As mentioned above Edmonton continuing care provision provided in Chestnut will transfer to Enfield in April 2008. At the same time, we are planning to reduce the number of Chestnut Ward beds from 24 to 22 in order to improve the standard of accommodation in relation to privacy and dignity, by maximising the number of single and 2-bed rooms (currently have several 4 bed dormitories). We are confident that we will have sufficient capacity to deal with future demand. Any increase in demand caused by the new national criteria and the ageing population has been offset by transferring demand from Edmonton and our shared agenda to increase choice for patients to be cared for in the most appropriate setting for them.

Proposed Change

The service now seeks to permanently close Pine Ward following a 30 period of consultation which will start on 29th October 2007. If accepted, Pine Ward staff will be permanently redeployed following a competitive process agreed with staff and representatives. There will be no redundancies as a result of this service change.

The service for Haringey patients will continue. Initially with 24 beds but reducing to 22 beds following the refurbishment of Chestnut Ward.

Finance


Part-year savings from the temporary closure of Pine Ward have been included in the cost improvement programme for the Haringey directorate for this year. Older Peoples services are currently developing a business case for investment in community services in 2008/09. The business case will outline the necessary investment required to increase the capacity for care coordination within the CMHTs and complete plans for the development of Haringey Memory Service. The Trust will be able to provide an update by January 2008 to the Overview and Scrutiny committee on the progress of the business case.

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Agenda item:

The Executive**22 October 2007**

Report Title:	Overview and Scrutiny progress report to the report of the Scrutiny Review of Estate Parking	
Report of:	Chief Executive, Homes for Haringey	
Wards(s) affected:	All	Report for: Progress report
1. Purpose		
1.1	To update the response to the report of the Scrutiny Review of Estate Parking.	
2. Introduction by Executive Member		
	n/a	
3. Recommendations		
3.1	That Overview and Scrutiny notes the progress to date and that progress continues to be reported at regular intervals.	
Report Authorised by:	 Stephen Clarke, Chief Executive, Homes for Haringey	
Contact Officer:	Jackie Thomas, Executive Director of Housing Management Tel: 020 8489 5912 e-mail: jacqueline.thomas@homesforharingey.org	

4. Executive Summary
4.1 The Scrutiny Review concentrated on the areas of: <ul style="list-style-type: none">• The current estate controlled parking scheme• Short stay visitor permits• Abandoned and untaxed vehicles• Secondary enforcement actions• Monitoring and management
4.2 Recommendations were made for each area and this report details the current position of each recommendation.
5 Reasons for any change in policy or for new policy development (if applicable) N/A
6 Local Government (Access to Information) Act 1985 Housing Scrutiny Review of the Council's approach to Estate Parking.

7. Background

7.1 A report was submitted in January 2006 setting out The Executive's response to the report of the Scrutiny Review of Estate Parking. This report provides an update.

8. Description

8.1 Response to the recommendations

A table detailing the current position and highlighting three agreed response amendments, (2; 13; 15), is attached.

9. Consultation

9.1 Extensive consultation with residents and resident groups has been undertaken throughout each process as appropriate.

10. Summary and Conclusions

10.1 Of the 17 recommendations:

- 12 are agreed in full and are in the process of implementation
- 4 are agreed in part or in principle
- 1 is not agreed for the reasons given

11. Recommendations

11.1 That this progress report be noted.

12. Comments of the Head of Legal Services

12.1 The Legal Service continue to be consulted as part of the review process and have been fully involved in the development of new initiatives including the contract amendments and the contract re-tendering process.

13. Comments of the Director of Finance (Homes for Haringey)

The report adequately covers the financial implications of the actions and proposals reported.

14. Equality Implications

14.1 Ensuring that available parking space on housing estates is used appropriately will benefit all residents but will be particularly so for the elderly and infirm who will benefit from being able to park near to their homes.

Scrutiny Review of Estate Parking

RECOMMENDATION	RESPONSE	COMMENTARY
<p>1. That all residents permits and visitors permits issued include a condition that states that the expiry of the tax disc displayed or failing to display a tax disc would make permits invalid.</p>	<p>Agreed.</p>	<p>This condition is now written onto the permits issued since the last print run for both for residents and visitors permits.</p> <p>That untaxed vehicles will be removed is also included in the new version of the Tenants' Charter issued in May 2007; It is also included in the new housing estate visitors parking permit information sheet being distributed to all residents of estates with estate controlled parking schemes. This will also shortly be available to download from the website at www.homesforharingey.org.</p>
<p>2. That vehicles parked showing a disabled badge need to display a parking permit as well. The permit will cover all housing estates. Failure to display both should lead to enforcement</p>	<p>Not agreed</p>	<p>It was agreed that a valid Disabled persons badge or a valid Companion badge, clearly displayed, entitles the owner to park in an estate controlled residents parking scheme. If the vehicle is not causing an obstruction, it is unlawful to move, clamp or remove it.</p> <p>In view of this, it is optional for disabled residents to also display a parking permit. This has been included in the</p>

<p>action. This needs to be widely publicised and incorporated into the Tenants Charter.</p>		<p>Tenants Charter.</p>
<p>3. That the Housing Service adopt a policy of allowing vehicles displaying a Health Emergency Badge (HEB) issued by the ALG to park on all housing estates in Haringey.</p>	<p>Agreed.</p>	<p>District nurses and other health professionals are provided with permits upon request. The contractor will not enforce on any vehicle displaying one of the recognised practitioner 'on call' notices. This has been extended to include the HEB.</p>
<p>4. That the Housing Service in consultation with Corporate Procurement develops a new contract that is 'fit for purpose'. In particular looking at simplification of the payment structure between the council and the contractor, to include transparency re</p>	<p>Agreed.</p>	<p>The current contract with Wing Security expired in December 2006 and was formally extended for one year, to December 2007. Homes for Haringey have also conducted a value for money review of the Parking Service in the last year and as a result have decided to terminate these arrangements with effect from 1st April 2008. Notice has been served on the Council. Homes for Haringey have decided to have one contract covering all the services currently provided by Wing</p>

<p>VAT charges.</p>		<p>Security and the Parking Service This contract is currently in the process of being re-tendered. The contract specifications have been drafted and will shortly be ready to go to open tender..</p>
<p>5. That discussion take place between the Housing Service and Parking Service on the feasibility of transferring responsibility for the management and enforcement of parking on housing estates to the Parking Service.</p>	<p>Agreed - in principle.</p>	<p>As indicated at the time of the Review it was the services' intention to review these arrangements upon the expiry of the Wings contract. As indicated above there will be one contract covering all aspects of parking management on estates. It is our intention that this contract will be provided at nil or minimum cost to the service and a formal procurement process offers the best way of ensuring that value for money is secured. The Parking Service has indicated that they will not be bidding for this work.</p>
<p>6. That the Housing Service undertake a full analysis including benchmarking exercises before any increase in clamping and removal costs is agreed.</p>	<p>Agreed.</p>	<p>Benchmarking with other local authorities, including Haringey's Parking Service, has been undertaken, analysed and the current procurement process is being informed by this. Homes for Haringey have agreed in principle the creation of a Parking Manager post, provided that this can be</p>

<p>The price increase can only be agreed if the increased income can finance an officer post (see Rec 15).</p>		<p>funded by increased income.</p>
<p>7. That the number of short stay permits for visitors on estates with parking permit schemes be 30 for any 3 months and for people eligible for concessionary rates 60 for any 3 months. Two wheeled vehicles to be exempt re visitor permit requirements.</p>	<p>Agreed.</p>	<p>Homes for Haringey introduced a pilot scheme for visitor's permits in Wood Green in 2006. It was agreed with members that the number of short stay permits be increased to 32 for any 3 months (standard 2 hour permits) and 64 for any 3 months (concessionary 2 hour permits) as permits are issued in sets of 4. Following the success of this pilot and the subsequent positive response to the consultation the visitor's parking permit scheme is being rolled out, in three phases, across the borough.</p> <p>Phase 1 – 19/11/07 (South Tottenham and Chesnut Estate)</p> <p>Phase 2 – 10/12/07 (North Tottenham, excluding Chesnut Estate)</p> <p>Phase 3 – 11/2/08 (Hornsey)</p> <p>The Wood Green pilot was not withdrawn due to successful completion.</p> <p>Short stay permits now allow either a maximum of one or two hours in any</p>

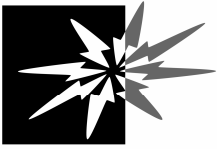
		<p>one period, purchase must be in sets of four.</p> <p>Entitlement, in any combination of 1 and 2 hour permits, in any three month period is:</p> <p>Standard – 64 hours</p> <p>Concessionary – 128 hours</p> <p>Two wheeled vehicles are exempt.</p>
<p>8. That resident and visitor permits be made available at the four customer services centres.</p>	<p>Agreed - in principle.</p>	<p>Resident permits are available at the four customer service centres.</p> <p>Visitor permits are currently only available at the Payment Centre as the customer service centres are not able to accept payment in cash, by cheque or postal order which, to date, have been residents preferred methods of payment.</p> <p>Homes for Haringey will continue to monitor this position with a view to expanding to the customer service centres once they have similar facilities.</p>
<p>9. That the proposed scheme for the removal of abandoned and untaxed vehicles on housing estates be adopted.</p>	<p>Agreed.</p>	<p>The pilot on Broadwater Farm was successful and following subsequent consultations it was agreed to extend to all housing estates. This has been included in the specification for the contract re-tender and will be rolled out</p>

<p>That the scheme be piloted on Broadwater Farm for 3 months before a decision to extend it across the borough is taken.</p>		<p>during the first quarter of 2008. This timing also coincides with the notice given to the Parking Service. That all untaxed and abandoned vehicles will be removed from our estates is included in the new Tenants Charter. Estate signage will be updated as part of the new contractual arrangements.</p>
<p>10. That the Housing Department undertakes consultation with Housing Area Forums and residents before the proposed scheme to remove abandoned and untaxed vehicles is rolled out across other areas of the borough.</p>	<p>Agreed</p>	<p>As indicated in 9 above, comprehensive consultation with residents, including a survey of all Broadwater Farm residents and presentations and surveys with TEMP, RCF and the Leaseholders Panel was undertaken during 2007 resulting in the majority being in favour of rolling out this scheme.</p>
<p>11. That the Housing Service actively seeks to extend the coverage of the Estate Controlled Parking Scheme (ECPS) to all estates and that residents in areas currently not covered by ECPS</p>	<p>Agreed</p>	<p>All residents living on estates not covered by an existing ECPS have been consulted about introducing one. There are now 87 Estate Car Parking Schemes plus 2 more underway. As any changes occur, e.g. the introduction of new CPZs, residents on local estates are re-contacted. Similarly, full consultation takes place</p>

<p>be consulted on its introduction.</p>		<p>with residents prior to any proposed changes being implemented.</p>
<p>12. The Housing Service in consultation with the Parking Service and Wing Security ensures that signage is adequately placed across all estates. That the signs inform residents of their parking rights, are of a smaller size and display an 0845 number. In addition double yellow lines and cross hatched boxed should be marked.</p>	<p>Agreed - in principle.</p>	<p>All new signs erected conform to these requirements. We haven't changed existing signage as we are in process of re-tendering the contract and this would not have been value for money as each sign costs on average £100. Replacement signs, as required, will conform to these requirements. These requirements for signage are included in the specification for the new contract. Lineage is marked, as appropriate, at each site.</p>
<p>13. That the Housing service confirms the policy and informs residents that vehicles with a SORN (Statutory Off Road Notification) will not be allowed to park on council land. Vehicles must be covered in a way as to allow the view of</p>	<p>Agreed.</p>	<p>The outcome of the review of the Broadwater Farm pilot and subsequent consultations has resulted in this being adopted. It is included in the new contract specification and will be rolled out across the borough during the first quarter of 2008.</p>

<p>permits and tax disc. Non compliance will lead to the removal of the vehicle.</p>		
<p>14. That the proposed secondary enforcement action against motorists who cut off wheel clamps be agreed, including the re-clamp of vehicles with the owner being charged for the clamp.</p>	<p>Agreed.</p>	<p>The method statement was agreed by Legal and has subsequently been added to the existing contract by means of a formal amendment. Secondary enforcement is also contained within the specification for the new contract.</p>
<p>15. That the Director of Housing considers appointing an Estate Parking Manager with responsibility for liaison with residents, monitoring of parking activity both of the contactor and residents.</p>	<p>Agreed – in principle.</p>	<p>This has been reconsidered by Homes for Haringey and it has now been agreed in principle to establish the post of Parking Manager, subject to it being funded by increased income.</p>
<p>16. That an additional spot check procedure be implemented to check</p>	<p>Agreed.</p>	<p>Formal monthly monitoring has been established with the parking contractor, Wing Security, and also with the Parking Service. This requirement is also contained</p>

<p>contractor performance alongside other monitoring actions.</p>		<p>within the new contract specification.</p>
<p>17. That the Housing Service issues a comprehensive publicity document on parking on housing estates.</p>	<p>Agreed.</p>	<p>The existing document was updated following the introduction of the visitors parking permit pilot scheme and the Broadwater Farm pilot. It will be reviewed and reissued following the roll out of these two schemes. This document is on HfH website: http://www.homesforharingey.org/almof/information_for_tenants/parking_on_estates.htm</p>



Haringey Council
Agenda item:

OVERVIEW AND SCRUTINY COMMITTEE ON 22 OCTOBER 2007

Report Title: **RAISING THE EDUCATIONAL ACHIEVEMENTS OF LOOKED AFTER CHILDREN – A FEASIBILITY STUDY**

Forward Plan reference number (if applicable): N/A

Report of: **The Chair of the Overview & Scrutiny Committee**

Wards(s) affected: ALL

Report for: **NON KEY**

1. This feasibility report on Raising the Educational Achievements of Looked After Children was undertaken to allow the Overview & Scrutiny Committee to determine whether a full scrutiny review could be beneficial and value to the services provided for this group of young people by the Children & Young People Services.

2. Recommendations

- 1 That the Children's & Young People Department be commended for raising educational achievements of Looked After Children over the past three years. They are urged to continue the improvements made.
- 2 In light of the achievements of the Department in raising the educational achievements of Looked After Children, the Committee agree that a full scrutiny review would not be beneficial or add value to the service at this time.
- 3 However, the Committee wish to recommend the following to the Cabinet:
 - [a] That the Cabinet consider re-establishing the Step to Employability Scheme. The Council is one of the largest employers in Haringey and is able to offer a wide range of work experience and placement opportunities in a supported and safe environment. Work experience can give them positive support in their endeavours to fulfil their hopes and aspirations to gain meaningful employment.

[b] That as Corporate Parent the Council provides challenging and supportive work experience for looked after young people in all sections of the Council with the aim of:

- Increasing their skills, knowledge and confidence in their abilities.
- Enhance their opportunities for appropriate training and further education
- Get more information about job opportunities and areas of work of interest to them.

[c] Establishing a section on the Council's website dedicated Looked After Children (The Looked After Children Page) to include question and answer section, provide information on what the Council is doing; details of other partners and organisations where Looked After Children can get additional advice guidance and ensure the involvement of looked after children in the development and content of the site.

[d] Developing a Corporate Parent Strategy to cover all young people 0-24 who are looked after by the Council or are care leavers. The strategy should identify the development requirements to ensure the outcomes for these children improve in line with their peers. Children and young people should continue to be active participants in planning and development of policies and practice in connection with looked after children and should be a framework, requiring the active engagement of all service departments of the Council and elected Members.

[e] Ensuring that all Members are made aware of their responsibility as corporate parents by encouraging members to take advantage of training and development opportunities offered by the Council.

Report Authorised by: The Chair of Overview & Scrutiny Committee

Contact Officer: **Sharon Miller, Principal Scrutiny Support Officer 0208 489-2928**
Sharon.miller@haringey.gov.uk

3.0 Local Government (Access to Information) Act 1985

3.1- Overview & Scrutiny work programme 2007.2008

- A better Education for Children in Care
- Statutory Guidance on the duty of Local Authorities to promote the educational achievement of Looked After Children under section 52 of the Children Act 2004.
- Supporting Looked After Learners – A practical guide for school governors (2006)
- White paper Care Matters: Time for Change (2007)
- Improving behaviour and attendance on exclusion from schools and pupil referral units (September 2007). Children in Care paras. 64-70.
- School Admissions Code 2007

4.0 RAISING THE EDUCATIONAL ACHIEVEMENTS OF LOOKED AFTER CHILDREN FEASIBILITY STUDY

BACKGROUND

- 4.1 When a child enters the looked after care system it is usually as a consequence of abuse, neglect or family breakdown, and these negative experiences often have long lasting and sometimes adverse effects on their health and general wellbeing. They have a higher degree of physical and mental health issues than their peers in the general population and their risk of developing mental health problems is estimated to be five times greater, it is widely accepted that they are disproportionately more at risk of becoming socially excluded.
- 4.2 Looked After Children have a right to expect the outcomes for every child – that they should be healthy, stay safe, enjoy and achieve, make a positive contribution to society and achieve economic well-being. To achieve these five outcomes for Looked After Children, local authorities as their ‘corporate parents’ must demonstrate the strongest commitment to helping every child they look after, wherever the child is placed, to achieve the highest educational standards he or she possibly can. This includes supporting their aspirations to achieve in further and higher education.
- 4.3 Although some individual children do well, generally Looked After Children as a whole have poor experiences of education and very low educational attainment. Their educational outcomes, in terms of the proportion who reach the average levels of attainment expected of seven, eleven, fourteen, and sixteen year olds, remain significantly lower than for all children. A relatively small number of Looked After Children progress to higher education.
- ### **4.4 Corporate Parent**
- 4.5 Corporate parenting is a collective responsibility of the Council, with Councillors having a distinct role to play in ensuring that the outcomes and life chances of Looked After Children are maximised and all Councillors have a basic level of responsibility for the children in the care of the authority. With the support and encouragement of corporate parents, looked-after children are able to take advantage of opportunities available to them and develop their lives to their full ability. For those people working directly with the children, the corporate parenting task will be on a practical day-to-day basis, from providing them with a safe, stable and happy home with nurturing carers to ensuring they lead a fit and healthy lifestyle.
- 4.6 In supporting the role and responsibility of corporate parent, there is a wealth of regulations and guidance to accompany the new duties. DCSF (formerly DfES) statutory guidance on the duty on local authorities to promote the educational achievement of looked after children (December 2005) states that local authorities: *should be doing at least what any good parent would do to promote their child’s educational aspirations and support their achievements.*

4.7 School Admissions for Looked After Children

4.8 ¹The law and the School Admission Code also make special arrangements for the most vulnerable children. Schools continue to be required to admit children with statements of Special Educational Needs where the school concerned is named on the statement. Children who are in public care (looked after children) must now be given top priority in the oversubscription criteria for all schools. And because these children often have to move school during the school year, the law gives their corporate parent the crucial right to direct any school to give them a place, even where the school is full. These regulations apply to the normal school admissions round.

5.0 THE NATIONAL CONTEXT

5.1 Over 61,000 children and young people are looked after at any one time in England.², 42% of whom return to home within six months. A number of studies have concluded that children and young people who are looked after, face serious challenges in their lives and are often disadvantaged as a result, in particular educationally.

5.2 The Social Exclusion³ Unit identified a range of barriers that prevent Looked After Children and young people from achieving their educational potential. These include placement instability, time out of school or other learning settings, insufficient help with their education if they get behind, insufficient support and encouragement at home and not enough help with emotional, physical or mental health and wellbeing.

5.3 Over the last few years children's services have increasingly come under scrutiny, not least as a response to the Victoria Climbié Inquiry. This has led to the Every Child Matters Green Paper, the Children Act 2004 and the Change for Children Programme which sets out the agenda for change to achieve the objectives of Every Child Matters.

5.4 Every Child Matters – Change for Children sets out the five mutually reinforcing outcomes that are most important to children and young people: be healthy; stay safe; enjoy and achieve; make a positive contribution; and achieve economic well-being.

5.5 Children in care – Key National Statistics

- In 2001/02 only 8% of children in care achieved five or more A*-C grades at GCSE, compared to half of all young people.
- Children in care have poor results in Key Stage tests at age 7, 11, and 14 and only 1 percent go on to university.

5.6 In May 2000 the Department for Education and Skills and the Department for Health jointly produced 'Guidance on the Education of Children in Public Care.' The purpose of this guidance is to bring the education attainments of looked after children closer in line with that of their peers.

¹ School Admissions Code

² Children Looked After in England, DfES 2005

³ A better Education for Children in Care, Social Exclusion Report, ODPM Sept 2003

5.7 Government public service agreement (PSA) target

5.8 The Public Service Agreement targets for education attainment of children looked after, set by the Spending Review 2002 for the period 2003-6 and subsequently revised by the Special Exclusion Unit focuses on three elements (1) engagement in education as well as attainment at key stage 4 (2) narrowing the gap in educational achievement between Looked After Children and their peers, and improve their educational support and the stability of their lives, so that by 2008, 80% of children under 16 who have been looked after for two and a half years or more will have been living in the same placement for at least 2 years, or are placed for adoption.

5.9 National performance indicators:

5.10 National Performance Indicators measures success against the following:

- 1) To improve absolute performance and narrow the gap between looked-after children their peers on the following measures:
 - Percentage of children aged 11, looked after for at least 12 months, who obtain level 4 in Key Stage 2 English and Math,
 - Percentage of young people, looked after for at least 12 months, who reach school leaving age without having sat a GCSE equivalent exam
 - Percentage of young people, looked after for at least 12 months and in Year 11, who achieve five or more GCSEs graded A*-C or equivalent
- 2) To improve the rate of adoption orders and special guardianship orders

6.0 THE HARINGEY CONTEXT

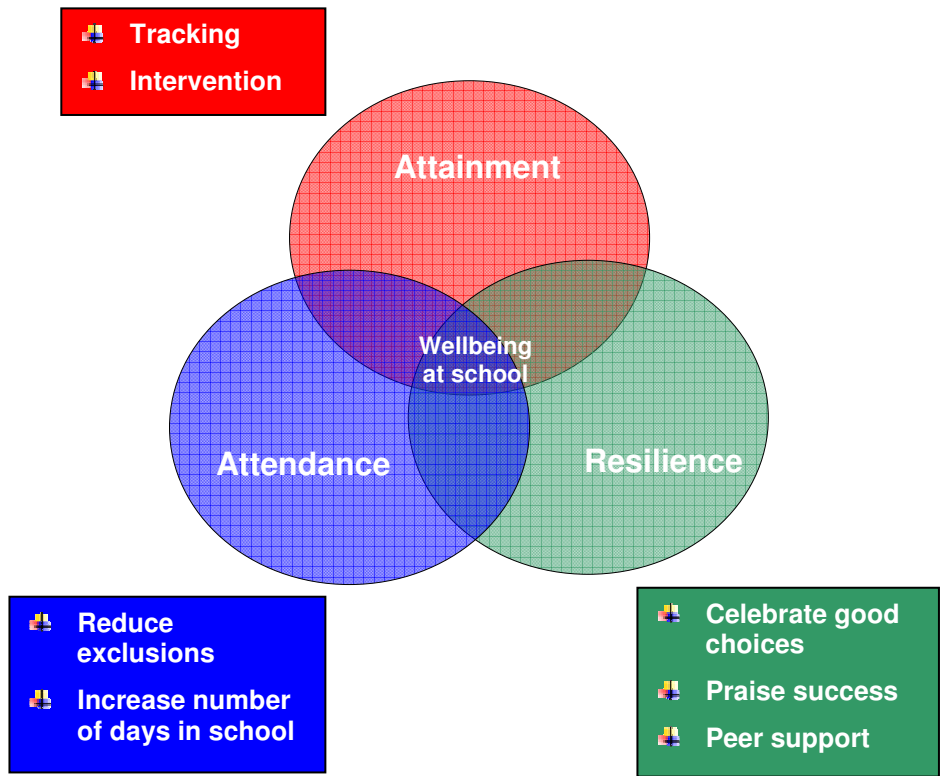
6.1 Haringey looks after approximately 445 children who are unable to remain in the care of their parents. When a child becomes 'looked after', the tasks of their parent become the responsibility of everyone working for the council and elected members of the council. It is the collective responsibility of the council to provide the best possible care and protection for children who are 'looked after'.

6.2 The Deputy Director, Children and Young People's Service provided comprehensive information about the improving education attainment of children in care in Haringey and the measures in place which support them in their achievements. The educational attainment at Key Stage 4 for this group of young people has doubled over the past three years. Their attainment is now well above the England average for children in care.

7.0 ACHIEVEMENTS

7.1 In the past three years, significant and sustained gains have been made in raising the educational attainment of children in the care of Haringey. This has been achieved by adopting a strategic and coordinated response to raising attainment. Three key areas are focused on: attainment, attendance and resilience.

Model to show the key contributing factors impacting on the educational attainment of Children in Care



7.2 By comparing existing school tracking data with the assessments of educational professionals, including those written by members of the Children in Care Education team, we ensure that the educational expectations of individual pupils are realistic and appropriate. Where specific needs are identified, tailored support is provided, and individual progress monitored. Alongside this work, the Children in Care Education team works to build relationships with young people, and cultivate a positive group identity, building social networks, which support them as a group. Children in Care are invited to take part in various study and education linked activities, organised by the Children in Care Education team, in conjunction with specific organisations within the local community, these activities also help the young people foster links with community-based Out of School Hours Learning (OSHL) provision.

7.3 Key Stage 2

- 7.4 The Key Stage 2 SATs results for Haringey Children in Care show a significant improvement on schools predicted results. There were 21 young people in year 6 of whom 20 took the assessment tests, one pupil was in hospital for a considerable period during year. 57% achieved Level 4 and above in English, 48% in maths, and 62% in Science. Several children achieved Level 5 (above average) 10% in English, 10% in maths, and 29% for Science.

% LAC Achieving L4 & Above - 2007:

English	57%
Maths	48%
Science	62%

Year on Year Comparison Data:

	2005	2006	2007
ENGLISH	57%	26%	57%
MATHS	43%	35%	48%
SCIENCE	57%	57%	62%

% LAC Increasing on Predicted Levels:

ENGLISH	19%
MATHS	24%
SCIENCE	33%

Factors Impacting on 2007 KS2 Results:

% LAC with Statements	19%
% LAC in Special Provision	5%
% LAC on SEN Register	33%
% LAC with EAL	33%
% Transience – 1 or more Care or Educational Placement Move since initial move into Care	95%
% LAC with 94% + Attendance	81%

Factors Impacting on 2006 Cohort:

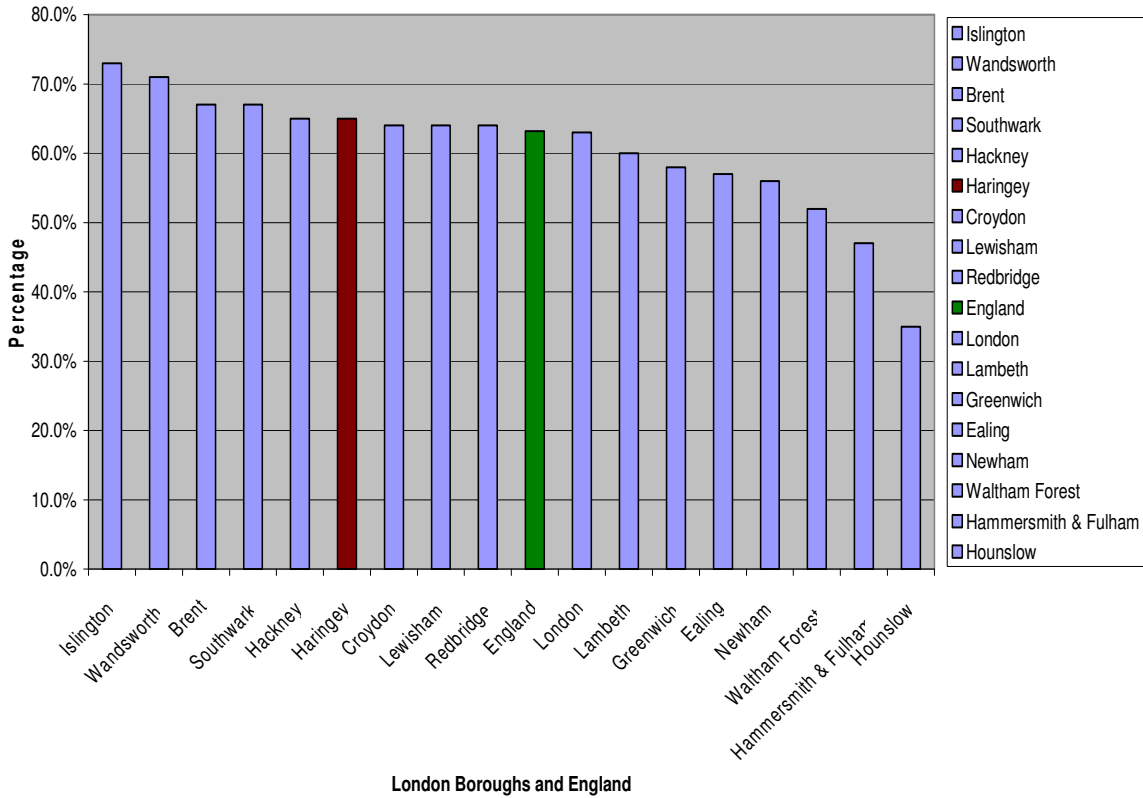
% LAC with Statements	41%
% LAC in Special Provision	18%
% LAC with 94% + Attendance	64%

- 7.5 As a result of interventions, many children achieved a higher level than initially predicted by their school, using the National formula, based on previous Key Stage attainment. 19% increased on their predicted level in English, 24% increased on their predicted level in Maths and 33% increased on their predicted level in Science.
- 7.6 All children in Year 6 were screened, using recent pre-existing reports, when available. Those without a recent assessment were assessed by a teacher on the Children in Care Education team at their school ('Learning Style Assessment Reports'). Following these assessments, 12 schools were offered £500 funding to provide pre SATs booster support. Feedback from schools has been very positive. Foster carers were also invited to training on how to support their children through Yr 6 and this was well received.
- 7.7 Following the assessment and Key Stage results of Year 6 Children in Care, four children were identified as having the potential to benefit from 1-1 specialist support. Two of these young people took up this support. The support was intended to raise literacy levels, and increase confidence in reading. It involved 8 x 1 hour sessions and took place over the summer holiday. The first and last sessions involved a baseline and final assessment to measure progress. Both young people made 21 months (1 year 9 months) progress in reading in two weeks, following 7 x 1 hour long sessions. They now have greatly increased confidence and enjoyment in reading. This will positively impact on their ability to access the KS3 curriculum.
- 7.8 As a result of targeted interventions, two thirds of our children in care have moved into secondary schools having achieved average, or above average attainment in one or more of the core subjects. One of our children did particularly well, achieving Level 5 (Above Average) in the three core subjects, and another achieved Level 5 in English and Science. Five children scored Level 5 in one of the Core subjects.
- 7.9 Key Stage 3**
- 7.10 Of the 36 young people in care who took KS3 SATs tests, 50% of them received Level 5 or above in one or more of Maths, English or Science and 33% achieved Level 5 or above for all three subjects. In this cohort, 22% have a statement of Special Educational Needs, with 8% disappled for all three subjects.
- 7.11 Two specialist Maths and Science teachers are established in the Children in Care Education team. This has enabled the now well established homework club for Year 10 and Year 11s to be extended to Key Stage 3 pupils. Key Stage 3 pupils are being targeted particularly this year to maximize their academic attainment during this important stage.

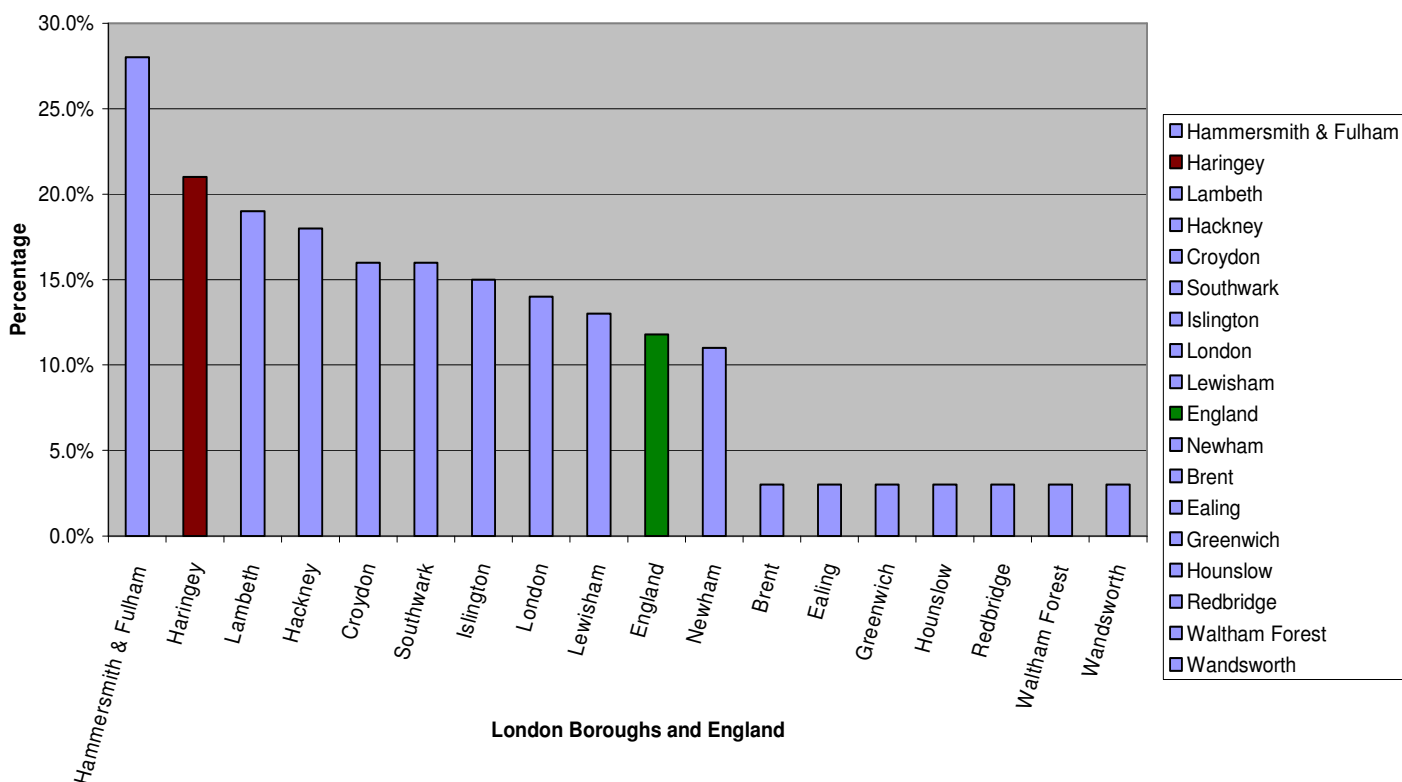
7.12 GCSE examination success

7.13 Haringey's 2006 GCSE examination results compared favourably with other matched London Authorities as well as with the National Average for Children in Care. The GCSE comparison for 2006 is shown in the tables below. The boroughs are sorted from the highest achievers to the lowest.

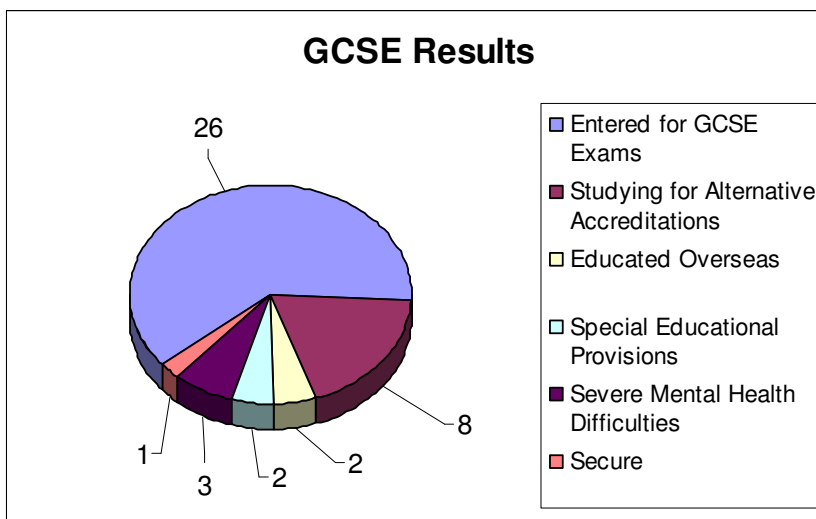
Comparing Haringey Children in Care who achieved 1 A*-G GCSE grade 2006



Comparing Haringey Children in Care who achieved 5 A*- C GCSE grades 2006



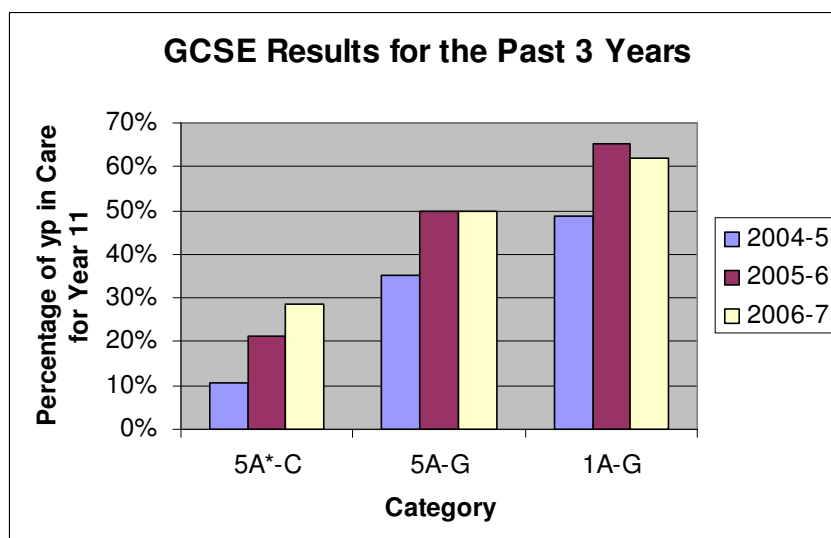
7.14 The pie chart below shows the GCSE results for the children who were in care continuously from October 2006 to September 2007. Of the young people entered for GCSE examinations, 29% achieved at least 5 A*-Cs, 50% achieved at least 5A-Gs and 62% achieved at least 1A-G.



7.15 Of the 42 young people who have been in continuous care, 26 of them were entered for GCSE exams – all of them achieving at least one GCSE. Eight young people studied for alternative accreditations e.g. City & Guilds Certificate Level 1, Entry Level English for Speakers of other Languages (ESOL) Courses, Horticulture, and Construction. Two young people are educated overseas, currently in Year 9 classes. Two young people were in Special Educational Provisions for students. Three 3 young people had serious Mental Health Difficulties requiring a high

level of specialist intervention and one young person was in a Secure Unit serving a custodial sentence.

7.16 The table below shows the improvement in GCSE results over the last three years.



- 7.17 All young people in Year 10 and 11 who are following a GCSE course are offered 20 hours of after school home tuition. Last year (2006-2007), more young people than ever accepted this offer. The Children in Care Education team also run a weekly after school homework club for the young people studying GCSEs. Five young people in Year 11 came to the Homework Club, three of those achieved five A*-Cs.
- 7.18 In the 5A*-C category, one young person with English as a second language did extremely well by achieving 2 A*s, 3 Cs, 2 Ds, an E and a F. This young person regularly attended the Homework Club and also received 20 hours of after school home tuition. One Year 11 sat and achieved an E at A Level standard.
- 7.19 As of September 2007, of the 42 young people in Year 12 (i.e. 16 years of age), 38 have gained a qualification during their secondary education to allow them to progress to a college placement. This is tremendous achievement.
- 7.20 The work in Yr 10 and 11 is focussed on maximising the range of opportunities to ensure that young people are successfully engaged in educational training post- 16. There has been considerable success in this area particularly as a result of the close partnership work in place with Connexions; an example of this is set out below.
- 7.21 One Yr 11 pupil, who had been a persistent absconder from care placements was linked to Rainer Break Free for numeracy and literacy support whilst still on school roll. He was entered for three GCSEs and supported to attend exams by Connexions; he gained one GCSE and is now a regular attender at Southgate College planning a career in plumbing.

7.22 Further and Higher Education

7.23 In Year 13, 14 Young people achieved Level 3 National Qualifications i.e. A-levels and BTEC National Diplomas. These are advanced level courses preparing young people for employment and higher education. Of these 14 students, 10 are continuing with higher education at various universities while one student will continue her education at the London College of Fashion.

7.24 Five young care leavers gained the following degrees at universities across the country: Medicine, Cinematics, Nursing, Aeronautical Engineering and Law.

7.25 Sustained improvement in attainment has been achieved over the last four years. Proportionally more young people are leaving care with qualifications which will bring them into further education. This should have a significant impact on their futures. Several of these young people express an interest and enthusiasm for making a difference through becoming involved in local politics, social care, education and law.

8.0 SRATEGIC IMPLICATIONS

8.1 Educational attainment by children in the care of the council is a key performance indicator which contributes to the Annual Performance Assessment and has a critical impact on the overall rating of the work of the Children and Young People's service.

9.0 EQUALITIES IMPLICATIONS

9.1 Children in care are a significantly disadvantaged group; nationally education attainment for the group is low. These children when leaving the care of the authority are over represented in prison population, homeless groups, unemployed and workless. It is also of significance that groups of children who feature as disadvantaged and have low attainment across the whole of the school population.

10.0 LEAVING CARE - SOME INITIATIVES IN HARINGEY.

10.1 New Start Scheme

10.2 It is recognised by the Department for Health and other professionals that care leavers underachieve in terms of education and employment. Many young people leaving care have poor educational outcomes and limited employment opportunities.

10.3 The leaving Care Act 2000 requires local authorities to provide support to Looked After Children and those leaving care, particularly in the areas of education training and employment.

10.4 In undertaking this feasibility study we were told about the New Start Scheme. The scheme is Haringey's training programme that offers training for one year in Business Administration and Construction to young people between the ages of 16 and 25 living in the Borough. However, it appeared that care leavers have not been successful in accessing New Start. The programme course lasts for one year during which all trainees were expected to attend training for one full day each week to study for the Framework Apprenticeship Qualification Business Administration NVQ 2.

10.5 Steps to Employability Scheme

- 10.6 In a briefing paper to Chief Executive Management Board in September 2004 the Leaving Care Team put forward a proposal for a pilot scheme which would take place over a four week period during October 2004. The paper detailed how this opportunity would give care leavers a chance to obtain high quality work experience in a safe environment within the council enabling them to be better prepared for successful employment. The Council in acting as corporate parent can develop strategies to reverse the trends of low attainment and unemployment among care leavers and support them to live independent and sustainable lives.
- 10.7 The operation of the scheme was a clear indication of the Council's commitment to this group of young people and Officers in the Leaving Care and Asylum Service were disappointed at the termination of the programme. The briefing paper recommended the introduction of a Pilot 'Work Experience – Step to Employability Scheme' and that each directorate within the council provided a minimum of 2 administrative job placements for four week work experience to Haringey care leavers.
- 10.8 The initiative was established in 2004 when a total of 8 young people participated in the pilot programme. In 2005 12 young people took part and this increased to 30 in 2006. The aim was that the programme would continue into 2007 however due to staff resource issues this has now been postponed.
- 10.9 The Leaving Care team believed that this work experience along with other initiatives would enhance the employment opportunities of care leavers. The briefing paper went on to outline the financial implications for the scheme and showed that there would be no additional direct costs as the cost for each placement would be the equivalent to subsistence payments that each care leaver would receive if they were in education. The total cost would be funded from the Leaving Care Budget.

Total weekly cost for 12 care £44 & substance & travel £17.00	£61.00
The total cost for 12 care leavers over a 4 week period	£2,928.00
The cost to run the pilot on a quarterly basis for one year	£9,000.00
Minus regular subsistence payment for 1 year	£6,500.00
The additional cost to the service	£2,500.00

11. CONCLUSIONS

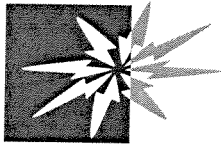
- 11.1 Educational achievement is an important indicator of children's overall life changes. Looked after children generally do significantly less well than other children at every key stage in school. The government has taken various steps to seek to tackle this disparity. The Every Child Matters programme of reform has brought a renewed focus on improved multi-agency support and improved accountability which will have an impact on the way that services are co-ordinated for looked after children.
- 11.2 It is apparent that Haringey is committed to improving the outcomes of children who are looked after and believes that a positive and productive educational experience is key to helping these young people escape disadvantage. Education professionals from the Looked After Team work in partnership with social work and school colleagues to help raise their educational achievement.
- 11.3 There is clearly some excellent work taking place with Looked After Children and young people across the Council, with a number of services performing consistently well, there is also commitment to improving all services for Looked After Children and Young People in Haringey and the Service is to be congratulated in achieving over and above its targets and performance in raising the educational achievements of children in care.
- 11.4 Haringey's achievements were highlighted in the recent Joint Areas Review of Children's Services in October 2006. The inspectors commented that Looked after Children are well supported in their education. The effective tracking and monitoring of their attainment, progress and attendance has led to creative interventions to support their learning and to provide support for carers. Events to promote their education and celebrate success are organised in partnership with Tottenham Hotspurs Football Club, which was described during the review as the 'corporate aunt and uncle' to looked after children. Absences from school although reducing remain higher than in comparator authorities. Increasing numbers of looked after children have personal education plans; however some were of varying quality.
- 11.5 But, what more can the Council do for Looked After Children? Statistics indicates that care leavers⁴ experience high levels of unemployment and are at risk of social exclusion. Based on the research the Government set a Public Service Agreement target in the 2002 spending review to improve the level of education, training and employment outcomes for care leavers aged 19, so that levels for this group are at least 75% of those achieved by all young people in the same area by 2004. This target was not met in 2004, 55% of young people aged 19 who were looked after aged 16 were engaged in education, training and employment. This level of performance meant that care leavers engagement was only 65% of the level of all young people. In 2005, education, training and employment rates for care leavers was 70% of the rate of all young people, which is an improvement but still below the target nationally.

⁴ The Children Act 1989 Report 2004 and 2005

12.0 RECOMMENDATIONS

- 1 That the Children's & Young People Department be commended for raising educational achievements of Looked After Children over the past three years. They are urged to continue the improvements made.
- 2 In light of the achievements of the Department in raising the educational achievements of Looked After Children, the Committee agree that a full scrutiny review would not be beneficial or add value to the service at this time.
- 3 However, the Committee wish to recommend the following:
 - [a] That the Cabinet consider re-establishing the Step to Employability Scheme. The Council is one of the largest employers in Haringey and is able to offer a wide range of work experience and placement opportunities in a supported and safe environment. Work experience can give them positive support in their endeavours to fulfil their hopes and aspirations to gain meaningful employment.
 - [b] That as Corporate Parent the Council provides challenging and supportive work experience for looked after young people in all sections of the Council with the aim of:
 - Increasing their skills, knowledge and confidence in their abilities.
 - Enhance their opportunities for appropriate training and further education
 - Get more information about job opportunities and areas of work of interest to them.
 - [c] Establishing a section on the Council's website dedicated Looked After Children (The Looked After Children Page) to include question and answer section, provide information on what the Council is doing; details of other partners and organisations where Looked After Children can get additional advice guidance and ensure the involvement of looked after children in the development and content of the site.
 - [d] Developing a Corporate Parent Strategy to cover all young people 0-24 who are looked after by the Council or are care leavers. The strategy should identify the development requirements to ensure the outcomes for these children improve in line with their peers. Children and young people should continue to be active participants in planning and development of policies and practice in connection with looked after children and should be a framework, requiring the active engagement of all service departments of the Council and elected Members.
 - [e] Ensuring that all Members are made aware of their responsibility as corporate parents by encouraging members to take advantage of training and development opportunities offered by the Council.

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Haringey Council

Agenda item:

[No.]**Overview and Scrutiny Committee****On 22 October 2007**Report Title: **Consultation Strategy Report**Forward Plan reference number (if applicable): **n/a**Report of: **ACE, PPP&C**Wards(s) affected: **ALL**Report for: **Information only****1. Purpose**

1.1 The Overview and Scrutiny Committee has requested a report on the council's consultation strategy. This report is intended to give information on developments since the strategy was adopted in 2002.

2. Introduction by Cabinet Member (if necessary)

2.1 I would welcome the views of Overview and Scrutiny members on the development of a new Consultation Strategy for the Council and how we might improve the way we conduct consultation currently.

3. Recommendations

3.1 Overview and Scrutiny are requested to provide their views on what should be included and addressed in the proposed revision of the council's Consultation Strategy.

Report Authorised by:


 ACE PPP&C.

Contact Officer: Janette Wallace Gedge, Consultation Manager

4. Director of Finance Comments

4.1 Current budget for the Consultation Team: £93,900, this does not include the cost of any consultations which are borne by the individual services.

5. Head of Legal Services Comments

6. Local Government (Access to Information) Act 1985

6.1 None applicable

7.1 Background

Consultation has a major part to play in achieving council priorities particularly: ***delivering excellent, customer focused, cost effective services.***

Conducting effective consultation will also be a major contributor to the mandatory LAA target of ***increasing the percentage of residents who feel they can influence decisions affecting their local area.***

7.2 The Haringey Council Consultation Strategy

The current Consultation Strategy (Appendix A) was adopted in 2002. An Effective Procedure Note and Consultation Guidance as well as a comprehensive Consultation ToolKIT were introduced in 2006 to support the implementation of the strategy.

(<http://harinet.haringey.gov.uk/intranet/toolsandprocesses/consultationtoolkit>)

Although the Strategy needed renewing we took a decision to wait until the *Stronger, More Prosperous Communities White Paper* moved into legislation. We felt it was sensible to await the outcome of the legislative process and any consequent guidance.

We have also recently adopted a new sustainable Community Strategy putting people at the heart of change, and a new set of council priorities and council plan. Now is therefore an appropriate time to revise the strategy.

There are several factors which are likely to have an effect on the strategy and the way the Council consults, including:

- The new ***duty to involve*** from the Stronger More Prosperous Communities Bill
- The **Community Call for Action** also included in the Stronger More Prosperous Communities Bill.
- The review and proposed amendments to the **Cabinet Office consultation guidance**

After the publication of the new Stronger More Prosperous Communities Bill it is intended to use the Corporate Consultation Working Group to review and redraw the strategy.

7.2.1 Duty to Involve

The likely outcomes of the introduction of a duty to involve include involving people at an early stage, being clear about when it is appropriate to communicate, when to engage and when to consult. In fact Haringey's strategy implementation has already introduced good practice in this area and the Consultation Manager has been involved in the working group advising DCLG on this new duty.

7.2.2 Community Call for Action (CCfA)

The CCfA should only need to be used when the proper channels fail to produce a solution. If consultation is done properly the use of CCfA should be minimal. Ensuring that Council

Services consult appropriately and completely on proposals and developments will therefore assist in keeping the CCfA mechanism for particularly difficult and cross cutting problems. Certainly, conducting an effective consultation or research survey would be a useful tool to help in responding to CCfAs. The Head of Performance and Improvement and the Democratic Services Manager (Scrutiny) have been developing a model of how the CCfA procedure might work, which will be piloted.

7.3 The current Haringey Consultation Model

The Council runs a devolved model for consultation with responsibility for the consultation residing in the service area developing the project. Advantages of this system are that officers conducting consultations are directly involved in the project and therefore hear first hand how it affects residents. Disadvantages are that officers running consultations are not aware of best practice in running effective consultation and may not allocate sufficient resources. The implementation strategy has been designed to overcome these disadvantages.

7.4 Implementation of the strategy

The consultation team is composed of three people. In December 2005 the consultation function was moved from Policy to Communications to form the Communications and Consultation Unit. This has enabled the forging of much closer links with the Communications team and more effective joined up working. The Consultation team has also formed strong working links with Neighbourhood Management. This has provided access to Area Assemblies and an opportunity to use the assemblies as an effective part of the consultation mechanism.

Implementation is based on making it easy and simple for people to get involved.

There are main two strands to the implementation:

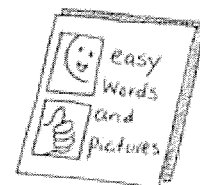
- Firstly, focussing on residents making consultation approachable.
- Secondly, supporting officers and services in conducting excellent consultation



7.5 Focus on Residents

A key issue was making sure that residents and other interested parties had sufficient information about consultations taking place. Over the last 12 months an entire section has been developed on the web site - Have your Say Haringey. This has proved to be an approachable and user friendly way of encouraging people to engage with the council. There have been 16,250 page views of the site since April 2006.

The section is designed so that residents can see exactly what consultations are currently running and how to respond to them. There is also a consultation charter which tells people what to expect. The consultation finder makes it easy to see what consultations have been previously undertaken and what has resulted from those consultations. The main information on the web site is available in our most requested community languages and as an Easy Words and Pictures version. There are 119 records of consultations in the consultation finder and 132 consultations have been posted through the site in the first 12 months of operation.



Although the web site underpins consultation communication it is, of course, necessary to have paper based communications. This is where the link with the Communications team has been invaluable. The web site is linked to the Have Your Say Haringey column in Haringey People each month. This feature has information about consultations and we have introduced a Vox pops feature with pictures and comments from residents on topical issues. This is designed to let residents see that *people like them* take part in consultation.

A calendar of consultations was designed and posted to the web. The information to populate this calendar was originally gathered via a simple to complete Word based form. This pilot format was later used as the basis of an electronic form. Whilst designing the system for posting consultations it became obvious that a system for posting consultations to the web site would lend itself to an integrated consultation management system. This was designed in conjunction with IT Services and now contributes to the support for officers conducting consultations.

The consultation charter was available on the web site for several months during which we invited comment. The feedback received was generally very positive. The charter sets out what residents can expect from each consultation and complements the guiding principles and effective consultation standards. These are reinforced in the staff training courses and regular reminders to officers involved in consultation.

7.6 Supporting officers undertaking consultation

The training course for all those involved in consultation was redesigned so that it supports officers conducting consultation programmes and encourages the concept of simple and easy to take part in consultation. Fifty staff have gone through the two day Making Public Consultation Work Course since February 2006.

A comprehensive online toolkit to help officers use the proper systems and methods has been developed and is available on Harinet.

The Consultation Management system (which populates the consultation calendar and issues key date reminders to officers) was introduced in December 2006. Since then more than 40 people have completed the training seminar.

The Internal calendar was designed to avoid:

- Conflicting consultations
- consultation fatigue for residents
- duplication of surveys
- encourage joined up working between services

In fact what this has highlighted is that different services are very rarely consulting the same communities at the same time.

A future development of this calendar allowing our Strategic Partners to post their consultations is envisaged.

A traded service was set up in December 2006 as many officers were requesting additional assistance with specific issues. A contractor has been working in with the team since that time on the basis that their salary and costs are covered by departments. This service has been popular and is proving to be a money saver in that the team can provide assistance

which would normally be sourced from outside contractors, for example questionnaire design and data entry for surveys.

The traded service has provided over 300 hours of consultation services to departments including:

- Focus groups with residents for the fly tipping review
- Focus group and survey of 'experts' for the Statement of community involvement for Planning Young People's survey design and training of peer interviewers
- research and consultation with Secondary School Heads and Careers Advisers to inform the plan for integrating Connexions services
- Parking Charges review consultation design and reporting

The more recent developments have been in emphasising what consultation is and what it isn't – as well as the importance of reporting back the result of the consultation and the effect those results have had on the final decision. An information paper has been circulated via senior managers drawing attention to the differences between information and consultation. (see Appendix B)

Recently distinctions of consultation have been drawn out to encourage services to clearly show that:

- consultation is finding out what the potential effects of a proposal might be and how those effects can have an impact on people's lives
- and consultation is not a vote for or against a proposal or project.

And to encourage respondents to explain their objections so that for example a proposal may go ahead but some elements may change as a result of the consultation.

7.7 Working with partners

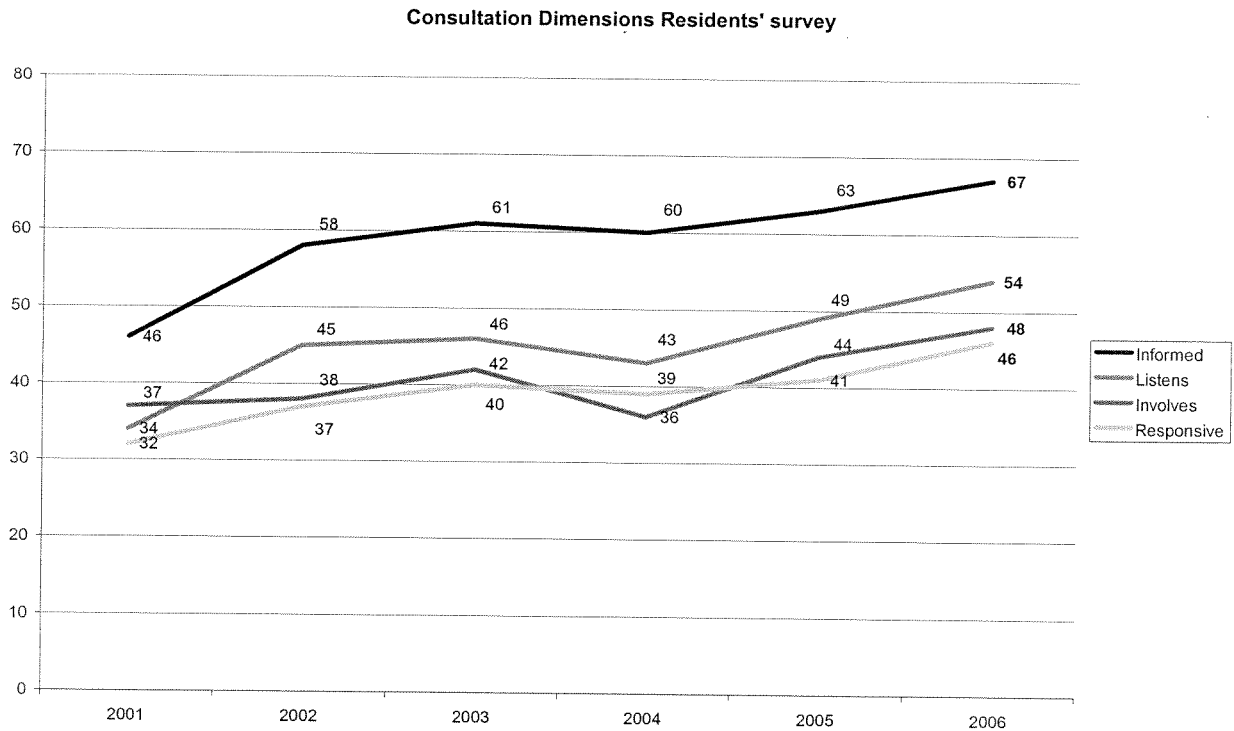
The consultation team has made sure that we have effective links with Neighbourhood Management and that the Area Assembly structure has become integrated as part of the consultation mechanisms. This also gives an opportunity to work with our partner agencies such as the TPCT and the Safer Neighbourhood Police Teams. The links with Homes for Haringey have also been strengthened.

7.8 Measuring the effectiveness of the strategy

The improvements that have been made in conducting consultation were recognised late last year by the Department for Communities and Local Government which showcased Haringey for its work in connecting with communities.

The results from the Annual Residents Survey (conducted by an independent survey organisation) show that:

The percentage of residents agreeing that Haringey Council listens to residents concerns has risen from 34% to 54% and the percentage of residents agreeing that the council involves residents in decision making has risen from 37% to 48% since 2002 with a continuing upward trend. Haringey is now above the London average for involving residents in decision making. There are also significant increases in the results for keeping residents informed and responding to residents concerns.



7.9 Response to consultations

There was a major consultation conducted in the summer of 2006 to inform the development of the Sustainable Community Strategy 2007 – 2016. Over 1200 responses were received from residents and businesses throughout Haringey as well as comprehensive response from our community stakeholders.

The work which has been done in raising awareness of the value of consultations internally and how useful they can be in working with residents and other stakeholders is shown by the number of new initiatives including an innovative postcard consultation in Haringey People on highways improvements which has resulted in over 3500 responses.

7.10 Summary and recommendations

It is now five years since the council consultation strategy was developed and published. Although the main elements still apply, many of the documents referred to are out of date and most of the implementation has moved beyond the original recommendations.

It is therefore being recommended that a revised and updated consultation strategy be developed, and we would appreciate Members' views on the development of the strategy.

The following documents would also inform the new strategy:

- Council Plan
- Community Strategy
- Haringey COMPACT

- Local Government Involvement in Health Act
- LINks terms of reference and guidance
- Cabinet Office guidance
- Stronger, More Prosperous Communities Act
- Local Development Framework and Statement of Community Involvement.

Appendix A

Haringey Consultation Strategy (Approved 2002)

1. Introduction

- 1.1 The Government clearly identifies the need to consult. In the White Paper 'Modern Local Government – In Touch with the People' it states:

'The Government wishes to see consultation and participation embedded into the culture of all councils and undertaken across a wide range of each council's responsibilities.' (para 4.6)

'Effective authorities will consult and engage with their local communities in carrying out their reviews. The Government will not prescribe when and how that should be done. Different forms of consultation are needed for the different services and at different stages and there are existing statutory requirements in some areas' (para 7.21)

Effective consultation, as the Government stresses is an integral component of modern government. Many new initiatives are in place, such as Best Value, and Community Strategies or are in the process of being developed, such as E-Government. However one of the main proponents for consultation has been the ever-increasing awareness of the community of having rights, a voice to be able to influence the services provided to them.

- 1.2 Consultation, as clearly stated by the Audit Commission enhances the capabilities of Members to reach decisions. Consultation is a vital tool for Members and Council Officers; it enables them to gather views, ideas, opinions of the community thereby enabling them to be responsive to the community and make informed, responsible decisions about policies, service delivery and priority setting. It is however the responsibility of the Members and Council Officers to balance the views of the communities with the possible constraints of resources and statutory requirements. However any decision, especially those that go against the results of the consultation must be clearly justified to the community. In addition the roles of the elected members, Council Officers, Chairs of Assemblies and so on in the consultation process should be clearly understood to avoid misunderstandings, which could be detrimental to the effectiveness of the consultation.

Haringey Council's Vision is *to measurably improve the quality of life for the people of Haringey by tackling some of our biggest problems and making it a borough we can all be proud of.*

- 1.4 The involvement and participation of the community and other partners is essential to achieving this vision. Haringey Council recognises the fundamental importance of undertaking effective consultation in order that decisions regarding service delivery and policy development are based on 'sound' reasoning and these are transparent and accountable to the community. Successful consultation will move towards creating an environment of trust, which will facilitate a stronger partnership to be developed between the Council and the community and other partners.

- 1.5 Haringey Council appreciates that, although a considerable amount of consultation is already being undertaken consultation can be more effective. The Annual Residents Surveys clearly demonstrate that the residents do not feel they have a 'voice'. It is the commitment of the Council that consultation will actively reach more people and overtly demonstrate to the community that they have a real 'voice', influence and are part of the democratic process.
- 1.6 Haringey Council consists of 26 Business Units each developing their own policies and service delivery. However it is accepted that the community, and staff within the Council, should view the Council as one identity – *One Council*. Consultation provides an excellent vehicle to further enhance and develop this image. Therefore a key aim of this strategy is to carefully co-ordinate consultation and enable business units and partnerships to work effectively together, compliment each other and provide each other with vital information. This approach will alleviate many factors which often frustrate the community, for example consultation fatigue, duplication of consultation issues, mixed messages and so on.

2. Corporate Consultation Strategy

- 2.1 The vision of the Consultation Strategy:

Through effective consultation Haringey Council will promote active citizenship, civic pride and partnership working between the Council and Haringey's diverse communities and its other partners.

This will support the Council's Vision and Values and Council Policies, such as Equal Opportunities.

- 2.2 This overarching strategy will apply across the whole Council and enable effective, co-ordinated consultation to be undertaken. Therefore it is vital that the concepts and principles of the Consultation Strategy are integral in the consultation strategies, business plans and policies of individual business units, corporate initiatives and other major initiatives, such as New Deal for Communities.
- 2.3 The strategy builds on the positive consultation already undertaken within the Business Units and corporately and has been produced by the Consultation Working Group which consists of representatives from all Business Units.
- 2.4 Consultation has to be undertaken at all stages, from the long term planning (corporate) to the delivery of services within individual business units to local regeneration programmes. It is however essential that all these consultations are co-ordinated and vital information gathered is shared.
- 2.5 This new Consultation Strategy will build on the good work already being undertaken, both within the business units and corporately. Gaps and/or omissions will be addressed proactively to further improve good practice by formulating a Consultation Working Group (facilitated by the Corporate Consultation Team), which will:
- develop high and consistent standards of practice

- create mechanisms for co-ordinating consultation to avoid consultation fatigue and exclusion
- promote joint consultation, when applicable
- improve communication both internally and externally, thereby enabling sharing of valuable information and a forum to learn from each other
- recognise the diversity of the community and all equality is integral in all consultation - this will widen the sphere of consultation
- ensure the best use of resources
- work towards a trusting climate between the Council and the community which will enhance effective consultation and hence improve the reputation of the Council

The Consultation Working Group will ensure that consultation within Haringey is planned, co-ordinated, professional and utilises the resources to the best advantage.

3. What is Consultation?

3.1 The Audit Commission states that consultation is:

‘..... a process of dialogue that leads to a decision. It can be a powerful tool for improving the quality and cost effectiveness of services and for ensuring that policy makers stay in touch with citizens’

3.2 The Consultation Strategy will therefore consider consultation as:

- a two-way, open and accessible process, to gather the views, behaviour and responses of the community so that it may inform the Council’s decision-making process
- a vehicle which will enable communities, individuals, organisations and businesses to participate in the decision making process

‘Information giving’ will not be considered consultation within this document however it is appreciated that many Business Units have to undertake statutory consultation, which only involves providing information. This activity will be co-ordinated within a corporate consultation programme.

4. Monitoring and Evaluating The Consultation Strategy

4.1 The Consultation Working Group will meet quarterly to monitor and evaluate the Consultation Strategy and report the outcomes to the management boards and elected members. This information will be distributed to members via Insight and when applicable reports.

5. Future Work

5.1 It is important that the Consultation Strategy is continually evolving. For effective consultation it is essential that the Voluntary Agencies, Partnership Agencies (such as

the Health Authority, Police) and Government Agencies are totally involved and actively participant within a shared Consultation Vision. A Voluntary Sector Compact is needed and the new overarching Haringey Strategic Partnership could help to develop closer partnership working on consultation.

6. Issues to be addressed for Effective Consultation

6.1 Key Principles of Consultation

Haringey Council is committed to improving the communication channels between the Council and the local community. A key aim of this strategy is to make it worthwhile for local people to tell us what they think of our services and our proposals. The Council will do this by adhering to eight guiding principles in all its consultation activities

- 1. Careful forward planning**
 - this being part of business plans and allocation of resources and
 - communication with Members, other business units and partners
- 2. Being clear about what the consultation is for**
 - it is important that consultation leads to action and that the communities' responses inform decisions – will the results of the consultation make a difference?
 - understanding what you know is better than asking again
 - make the purpose of the exercise clear
 - there should be agreement about roles and expectations
 - everyone should know what will happen next
- 3. Actively engaging the whole community**
 - ask the right questions of the right group
 - be aware of all avenues for accessing people and stakeholders
 - use Plain English and consider using other languages, interpreters
- 4. Giving enough time for people to be consulted**
 - a minimum of one month for a consultation period unless there are pressing reasons of urgency (e.g. a Government timetable)
 - avoid consultation during holiday periods and religious festivals
- 5. Choosing the right method**
 - ensuring that the method of consultation is determined by the information required and the target groups of people being consulted.
 - consult people in various ways
 - it is essential that all mechanisms of consultation are robust and statistically valid
 - if feasible, ensure that the process is shaped by the people being consulted.
- 6. Providing Feedback**
 - publish responses and results

- provide written and if necessary oral feedback to respondents on the final decision

7. **Monitoring consultation**

- systems of collating and monitoring the information must be in place in all business units

8. **Co-ordinating consultation within this corporate framework**

6.2 In the light of the recent research conducted within Haringey – ‘Towards a Consultation Strategy’ the following activities need to be undertaken to improve the quality of consultation:

- **Formation of a Corporate Consultation Working Group.**
This will provide the opportunity to co-ordinate consultation, develop joint working, share experience, skills, information, offer support and further develop the strategy and a programme. This is to include information on other unit’s service delivery and/or project development.
- **Designated Consultation Officer within each Business Unit.**
This Officer will sit on the consultation working party and be able to ensure a two way flow of information between the units and initiate and develop the consultation programme and strategy
- **Resource Implications**
Effective consultation can only be achieved if there are sufficient resources, whether this is monetary and/or staffing. Careful consideration needs to be undertaken in this matter regarding possibly ‘earmarking’ budgets, consultation by internal staff not being ‘added on’ to their role, centralising budgets for large scale consultations which include a number of Business Units and so on.
- **Standards for Consultation**
Formulate quality standards for consultation
- **Database of contacts**
Database of all possible groups, association etc who would be useful to contact to be engaged during consultation
- **Database of specialist support and help**
Database of approved external consultants/agencies, corporate consultation team, corporate communication team
- **Comprehensive mapping of consultation**
Mapping of all planned consultation, with a brief abstract including aims and objectives, target groups, timescales, feedback and any partner agencies.
- **Resources and Information**
Centrally held resources and information to help plan and undertake consultation.

including development of practical, flexible guidelines

- **Staff Training**
Identification of training needs for Council Officers and Members, which may include training in techniques of consultation, including analysis of data, software packages
- **Clarification of Roles**
Seminar with all units by the Communication Team and Corporate Consultative Team to clarify their roles in supporting consultation.
- **Commitment and Support**
Ensure the support and commitment to effective consultation by senior management and members
- **Closer Collaboration between Corporate and Directorate Consultation**
A structure developed so that Corporate Consultation and Directorates' Consultations can inform the whole Council as well as specific Business Units.



Haringey Council

Appendix B

Market Research, consultation and community engagement

Exploring the relationships and distinctions.

Purpose:

This briefing has been written to explore the differences and connections between research, consultation and community engagement.

As the council engages in more research and more consultation it is useful that we differentiate between them and don't mingle these activities together.

Understanding the differences and the similarities and how the different activities fit on a continuum would be useful in the context of increasing our knowledge of our customers – the residents and ratepayers of the borough. This briefing offers definitions and commentary.

Market research

The following definition is given by the Market Research Society.

“Market research is one of the most useful tools in business, any business. It is the way in which organisations find out what their customers and potential customers need, want and care about. This involves the collection and interpretation of confidential data concerning people, products, services and organisations. The key elements in obtaining good research material is that researchers talk to a few people to get the views of many, and that it only works if they talk to the right number of people, ask the right questions and interpret the results correctly.

Research has a variety of uses, from the testing of new products, to employment and customer satisfaction surveys, to social and opinion research. It can help organisations and individuals identify new market areas and assess the scope and potential success of a particular advertising/marketing campaign and develop new policies and future activities.

One of the biggest growth areas for market research over the past few years has been in the field of opinion research - understanding more about the public's

view on social topics such as politics, the environment, religion, and moral issues. “

This could be summed up as **the collection and analysis of information which informs an organisation about its users.**

Consultation and Engagement

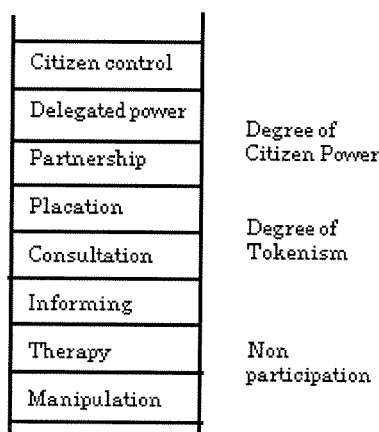
It is probably most useful to consider consultation and engagement as stages along a continuum within a framework of overall participation (by citizens, the public) in the decision making processes and the delivery of services.

Research Information Consultation Engagement

The council defines consultation as a *process of dialogue that leads to a decision.*

One useful way of considering consultation is as a conversation - where we as service providers engage in a conversation with our users and partners.

There are recognised authorities in this arena. Firstly Sherry Arnstein, who wrote about citizen involvement in planning process in 1969. Her ladder of participation (Arnstein’s Ladder) is shown below and a brief description is attached as appendix 1.



However this tends to assume that citizens should be involved and wish to be involved at all levels.

The second person is David Wilcox. He is the author of the Framework of Participation which was written in 1994 and funded by the Joseph Rowntree Foundation.

David Wilcox wrote the guide as a resource for professionals seeking to get other people involved in social, economic and environmental programmes. It is based on his extensive body of work and his continuing work in this area throughout the UK.

David Wilcox’s Framework of Participation has 5 stages which are detailed below and which show the relationship between each stage.

The power of this framework is that in recognising the stage we can estimate if it is appropriate to the work we are engaged in and if it is the stage we intend to be at.

Quote from David Wilcox: which explains the framework: *I do not suggest any one stance is better than any other - it is rather a matter of 'horses for courses'. Different levels are appropriate at different times to meet the expectations of different interests*

The stages describing the level of participation are:

- **Information** – where we simply give information about a proposal or project
- **Consultation** – people are offered some choices and there is a clear feedback mechanism (see below for further detail)
- **Deciding together** – means accepting other people's ideas, and then choosing from the options you have developed together
- **Acting together** – Acting together may involve short-term collaboration or forming more permanent partnerships with other interests
- **Supporting independent community interests** - means helping others develop and carry out their own plans. Resource-holders who promote this stance may, of course, put limits on what they will support.

Further information can be found at <http://www.partnerships.org.uk/guide/index.htm>

David Wilcox's explanation of consultation is useful to consider:

Consultation is the level of participation at which people are offered some choices on what is to happen, but are not involved in developing additional options. It is appropriate where, for example:

- An authority or organisation aims to improve a service.
- There is a clear vision or plan for a project, and limited ways of carrying it through.

Choose a different level if:

- Your decision won't be changed by what people say (information).
- You are not clear what you wish to do and are seeking ideas (Deciding together).
- You don't have the resources or skills to carry out the options presented (Acting Together).

It is unrealistic to expect individuals or small groups suddenly to develop the capability to make complex decisions and become involved in major projects. They need training - or better still the opportunity to learn formally and informally, to develop confidence, and trust in each other. This can be developed over time as indeed it is in many of the engagement and participation activities undertaken by the Council.

This is intended to act as a discussion document and enable officers of the council to identify the appropriate stance for each project or proposal. As we often use surveys as part of our consultation it is important that we don't assume that a survey is sufficient consultation.

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