

## NOTICE OF MEETING

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# Overview and Scrutiny Committee

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MONDAY, 13TH MARCH, 2006 at 19:00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Bull (Chair), Bevan, Jean Brown, Davies, Dawson, Harris (Deputy Chair) and Winskill

Co-Optees: Bill Aulsberry, Lance Haward, Indu Shukla and Christendai Bhagwandeem

## AGENDA

### 1. WEBCASTING

**Please note:** This meeting may be filmed for live or subsequent broadcast via the Council's internet site - at the start of the meeting the Chair will confirm if all or part of the meeting is being filmed. The images and sound recording may be used for training purposes within the Council.

Generally the public seating areas are not filmed. However, by entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

If you have any queries regarding this, please contact the Committee Clerk at the meeting.

### 2. APOLOGIES FOR ABSENCE

(if any)

### 3. URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business. (Late items will be considered under the agenda item where they appear. New items will be dealt with at item below. New items of exempt business will be dealt with at item 14 below).

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

A member with a personal interest in a matter who attends a meeting of the authority at which the matter is considered must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

A member with a personal interest in a matter also has a prejudicial interest in that matter if the interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the member's judgement of the public interest.

#### **5. MINUTES**

To confirm and sign the minutes of the meeting of the Overview and Scrutiny Committee held on 13 February 2006.

#### **6. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS**

To consider any requests received in accordance with Standing Order 37.

#### **7. EXECUTIVE MEMBER QUESTIONS**

The Executive Member for Conservation

#### **8. MOBILE PHONE MASTS REVIEW (PAGES 1 - 24)**

(Report of the Scrutiny Review panel) – to agree the conclusions and recommendations of the Review

#### **9. STREET SWEEPING AND CLEANLINESS REVIEW (PAGES 25 - 76)**

(Report of the Scrutiny Review Panel) – To agree the conclusions and recommendations of the Review

#### **10. REPAIRS TO HIGHWAYS REVIEW (PAGES 77 - 116)**

(Report of the Scrutiny Review Panel) – To agree the conclusions and recommendations of the Review

#### **11. TEENAGE PREGNANCY REVIEW (PAGES 117 - 160)**

(Report of the Scrutiny Review Panel) – To agree the conclusions and recommendations of the Review

**12. CUSTOMER SERVICES REVIEW (PAGES 161 - 198)**

(Report of the Scrutiny Review Panel) – To agree the conclusions and recommendations of the Review

**13. INTERMEDIATE CARE REVIEW (PAGES 199 - 230)**

(Report of the Scrutiny Review Panel) – To agree the conclusions and recommendations of the Review

**14. ANNUAL HEALTH CHECK - APPROVAL OF DELEGATED ACTION (PAGES 231 - 232)**

(Report of the Chair of Overview and Scrutiny Committee) - Overview and Scrutiny comments on annual health declarations

**15. OVERVIEW AND SCRUTINY MEMBER REQUESTS**

**16. NEW ITEMS OF URGENT BUSINESS**

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Scrutiny Services

# Scrutiny Review - Mobile Phone Masts

February 2006

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## Appendices

A – List of Base Stations on a Ward by Ward basis

B – Documentary Evidence

### **1. Executive Summary**

- 1.1 This Executive Summary outlines the key findings and recommendations contained in the report of the Overview and Scrutiny Committee's Review of Mobile phone masts.
- 1.2 On 22 November 2004 the Overview and Scrutiny Committee received a report on mobile phone base stations. Following this the Committee recommended that current planning consultation procedures should be reviewed and subsequently it was decided to make it the subject of a scrutiny review.

- 1.3 When commissioning the review, the Overview and Scrutiny Committee was adamant that the Terms of Reference would not cover health issues, in relation to mobile phone base stations. In taking this decision it recognised that it would disappoint a group of local residents, who were raised health concerns.
- 1.4 The reasoning behind this decision was clear,
- The Government accepts that it has a responsibility for public health and it does not regard the planning process as the place for determining health safeguards. If a proposed base station meets the national guidelines for public exposure, it should not be necessary for a local planning authority to consider health aspects. Nor, in the Government's view, should local authorities implement their own precautionary policies by, for instance, imposing a ban on new telecommunications developments or insisting on minimum distances between base stations, or implementing exclusion or near exclusion areas.
  - Overview and Scrutiny does not have the resource or expertise, to be in a position to adjudicate on the complex legal and medical issues arising. It would be foolish to attempt to pre-empt the further research commissioned by the Government or any further guidance.
  - A relatively small number of people have expressed their concerns on this issue, compared to the number of mobile phones in common and everyday use in Haringey, Under current government legislation the Council does not have the powers to necessary to address these concerns and to attempt to do so could provoke a far greater public outcry, from mobile phone providers and users.
- 1.5 It was thought that the most beneficial way to use Scrutiny resources, was to focus on the planning process and in particular consultation, in order try and ensure that the council could exert a greater influence over the location of Mobile Phone Base Stations, away from sensitive sites.
- 1.6 The methodology used by the Scrutiny Review Panel was to:-
- Meet to receive a presentation from the Environment Service on the current planning and consultation process
  - Meet to receive evidence from local residents and interest groups on the planning and consultation process
  - Meet with the Mobile Operators Association and some operators on consultation processes.

- Look at other council's consultation processes
- To consider other relevant documentary evidence as listed at Appendix B

Review meetings were well advertised in advance and there was an article in the Journal Group of local newspapers. All local tenant associations and residents groups received invitations to participate.

## **Recommendations**

### **To Government**

- 7. That the Government be urged to reconsider the recommendations contained in the Stewart Report and adopt in particular the recommendation that full planning permission be required in respect of all new applications for base stations.**

### **To Operators**

- 1. That operators be requested to supply evidence to Haringey Council in terms of cell coverage, network demand etc sufficient to justify the need for any additional base stations in the borough.**
- 9. That operators be requested to produce maps (TELSTRA plot) showing the area overlaid with the beam and information on the direction and strength of the beam for all mobile phone base stations (present and planned) and such information to be publicly available.**
- 10. That operators be encouraged to develop better visual screening of antennae.**

### **To both the Operators and the Executive**

- 2. That Annual Roll out meetings be held between the operators and the Local Planning Authority at the earliest possible opportunity after the publication of the roll out plans (refer to Para 6.5 for benefits including site sharing)**
- 3. That following the roll out meeting an Annual meeting be held with interested groups and residents organisations to enable early notification and consultation on potential site locations.**

### **To the Executive**



5. That site notices be put up advertising all applications for Mobile phone base stations.
6. That a consultation radius of 100m be introduced for all Mobile phone base station applications.
8. That the Planning Service responses with respect to applications considered under prior approval be delivered to the operators by fax and by post by the 56<sup>th</sup> day.
11. That the Director of Environment's views be sought on the need for an "in principle" decision as to whether to approve of 'lamp-post swap' types of installation.
12. That the Mast Register be maintained and made available on the Council's Website, together with the Certificates of compliance with the ICNIRP guidelines.
13. That the Radiocommunications Agency be requested to monitor emissions in the borough in sensitive areas where there are mobile phone base stations in close proximity to each other or/and in areas where local residents have expressed significant concerns regarding emissions in a sensitive area e.g. a local school.
14. That the District Valuer be requested to ensure that all existing mobile phone base stations and future installations are assessed for Business Rates.
15. That the appropriate income collection sections in the Finance Service, ensure that all rent and rates, in relation to mobile phone base stations, are collected.
4. That the Council notes the operators' commitment to fully comply with their ten commitments launched in 2001 to supplement Government planning regulations.
2. INTRODUCTION

### **Background**

- 2.1 It is generally acknowledged that a modern telecommunications system is essential, both economically and socially. Today there are nearly 60 million mobile phone subscribers compared to 9 million seven years ago. This increase in customer demand has necessitated the upgrading of the technology, with operators having to continually expand their networks to accommodate services and improve quality.

- 2.2 The government has encouraged the development of mobile phone technology and has licensed five competing mobile phone networks (Orange, Vodafone, 02, T-mobile, and Hutchison (also known as '3'), In order for a mobile phone to transmit/receive data it must link to a fixed installation called a base station, of the same network. Mobile phone base stations are often called masts. Technically there is a difference between the two terms, although they are used interchangeably. A mast is freestanding and supports antennas at a suitable height. The mast itself is inert- it plays no part in radio wave propagation: this is the purpose of the antennas. A mobile phone base station is characterised by a cabinet connected to antennas which are mounted on a mast. These cabinets contain both transmitters and receivers. When a call is made, the radio wave is transmitted from the mobile phone handset to the nearest mobile phone base station. Once a signal reaches the base station, it is then transmitted on to the main network where it is transferred to the network of the person receiving the call.
- 2.3 Each operator has established national base station networks to achieve wide coverage. As a condition of their operating license operators are obliged to allow most subscribers access to the network via a base station, most of the time. The number of base stations required in a given locality, is determined by the demand on the network. The call capacity of each base station varies, but the larger free standing stations can support up to 120 calls simultaneously. It follows that there is likely to be a need for more base stations in more densely populated areas. Many people in Haringey have mobile phones and they are essential to modern business organisations.
- 2.4 In order to regulate the location of base stations the Government decided they would be subject to Planning Regulations. The Government drew up new planning policy directly relating to mobile phone base stations and issued formal guidance to all planning authorities. The guidance is contained in an advisory document called Planning Policy Guidance (PPG8). Some local authorities have chosen to issue their own supplementary local planning policy. In some cases this amounts to no more than a readily understandable interpretation of the guidance given to Planning Authorities in PPG8. In other cases the local authority has chosen to adopt local policy that implements higher standards than those in the Government guidelines. This does, however leave these authorities more vulnerable to challenge by appeal, where their policy deviates from the Government guidance.

### **3. NATIONAL POLICY AND GUIDANCE**

#### **Stewart Report**

- 3.1 Since it was suggested that radio wave emissions could affect health, the Government established an independent expert group, under the Chairmanship of Sir William Stewart to look at this issue. The Group examined the possible effects of mobile phones, base stations and transmitters. The Stewart Report was published in May 2000 and it concluded that, for the general population, the levels of exposure arising from phones held near to the head were substantially greater than whole-body exposures arising from base stations. It stated that the balance of evidence indicated that there was no general risk to the health of people living near to base stations or those regularly exposed to emissions from base stations, on the basis that exposures were a small fraction of national guidelines. However, it was not possible to say that exposure to radio frequency radiation, even at levels below national guidelines, was totally without potential adverse health effects and gaps in knowledge were sufficient to justify a precautionary approach.
- 3.2 One of the reactions by the Government to the Stewart Report was to issue the guidance (PPG8) in respect of mobile phone base stations. While the guidance included many of the recommendations of the Stewart Report, not all of its recommendations were included in the Government guidance. The Government has commissioned further substantial research, overseen by a demonstrably independent panel, jointly financed by the mobile phone companies and Government. It is currently carrying out research into the potential effects of mobile phone technology on health and it is expected to report later in 2006.

### **Planning Policy Guidance (PPG8)**

- 3.3 Government policy is to facilitate the growth of new and existing telecommunications systems, whilst keeping the environmental impact to a minimum. Local Authorities are, therefore, encouraged to make suitable property available for locating base stations. **The Government accepts that it has a responsibility for public health and it does not regard the planning process as the place for determining health safeguards. If a proposed base station meets the national guidelines for public exposure, it should not be necessary for a local planning authority to consider health aspects. Nor, in the Government's view, should local authorities implement their own precautionary policies by, for instance, imposing a ban on new telecommunications developments or insisting on minimum distances between base stations, or implementing exclusion or near exclusion zones.**
- 3.4 PPG8 emphasises the need for pre-application discussions between applicants, planners and other groups, e.g. residents, on specific development proposals. Mast and site sharing is encouraged, and the guidance recognises the importance of keeping the numbers of base stations, and sites for such installations, to the minimum consistent

with the effective operation of the network. It also sets out guidelines for design and environmental considerations.

- 3.5 The Government produced a “Code of Best Practice on Mobile Phone Network Development” (2002), which was drawn up and agreed by representatives of central government, local government, and the mobile phone industry. It encourages greater consultation between mobile phone operators, local authorities, and local communities and seeks to provide a better understanding of the mobile phone industry. It provides best practice guidance on the siting and design of telecommunications development.

### **Commissioning the Scrutiny Review**

- 3.6 When commissioning the review, the Overview and Scrutiny Committee was adamant that the terms of reference would not cover health issues in relation to mobile phone base stations. In taking this decision it recognised that it would disappoint a group of local residents, who were pressing this issue. Therefore in respect of health issues, Government advice should be accepted and continue to be followed.
- 3.7 As part of its investigation, the Scrutiny Panel did recognise the concerns of some local residents in respect of health issues. It therefore fully endorsed the motion passed by the Council at its meeting on 14 November 2005 which stated, “ Councils like Haringey should be able to take health concerns into account when considering grounds for rejecting mobile phone mast applications.” Further the Council wrote to the Government, pressing for health issues to be deemed relevant as part of the planning process. This would require a change in the guidance.

### **Terms of Reference**

- 3.8 Against this background the terms of reference for the review were agreed and specifically excluded consideration of health issues. The terms of reference were: “To review existing consultation processes for mobile phone base stations in Haringey to ensure they complied with the Government’s planning policy guidance”

### **Membership of Panel**

- 3.9 Initially the membership of the Panel was Councillors Bull (Chair), Basu and Hoban. Subsequently Councillor Bull advised that his employing company had been taken over by a company with business interests in the mobile phone market, although they were not one of the five operating companies. Upon receiving legal advice he stepped down as Chair. Councillor Bevan was subsequently appointed as Chair for the remainder of the review.

#### 4. PLANNING PROCESSES AND DEMAND

4.1 Planning permission is required for any kind of development and all base stations require some form of planning permission. Telecommunications development normally falls into one of three categories. These are:-

- Permitted development
- Prior Approval
- Full Planning Permission

4.2 Permitted Development is for minor works including alterations to existing masts and the erection of additional antennae, which are permitted development. They do not require planning permission or “prior approval” although operators are required to notify the Council of their intention to carry out works in some instances. Where the exercise of permitted development right is determined to have a serious impact on amenity, a Planning Authority may withdraw this right by serving a direction under Article 4 of the General Permitted Development Order (GPDO). Such a direction requires the approval of the Secretary of State.

4.3 Prior Approval is for the majority of ground based masts below 15m and smaller rooftop installations are permitted development but require prior approval from the Council, for details of siting and appearance. In such cases the Council must issue a formal decision within 56 days or the application is deemed to be approved. Within the prior approval application operators must demonstrate that they have considered alternative sites and that the site selection is the only or most reasonable site available. If other more suitable sites can be found then residents or other objectors may have grounds for appeal. The consultation process for an application under prior approval and full planning permission is the same, in that there is pre application consultation, carried out under the traffic light model (see below) and formal consultation. Site notices are posted in respect of applications in Conservation Areas.

4.4 Full Planning permission is for ground based masts over 15m and larger rooftop installations and for all installations in Conservation Areas. Again there must be pre-application consultation by the operator and formal consultation by the Council.

#### **Demand for mobile phone base stations in Haringey**

4.5 The operators provide the Planning Service details of their network roll-out every October, for the year ahead. Significant investment is required to acquire and build a mobile phone base station site and operators will only undertake such investment if there is a real requirement for the service. The requirement may be to provide

coverage, provide capacity, improve the quality of the service, or to replace or upgrade an existing site.

- 4.6 At present there are 105 base stations in the Borough (full list set out in Appendix A) 29 of these are on Council owned buildings or streets. The current “roll-out” plans of the operators suggest the intention to provide another 30 to 45 base stations. It is not known over what timescale, but presumably, in the light of the time taken to secure a site (i.e. often after several refusals/withdrawals, and then there are the often-protracted negotiations with the landowner), it is for the next 1 to 2 years. The Panel considered that operators should supply direct evidence of the need for a mast in a particular area.

### **Decisions on Applications**

- 4.7 In Haringey the rate of refusal of planning applications, has increased in recent years; in 2004, 5 out of 11 applications were approved; in 2005, 4 out of 19 have been granted (with 2 still pending). In 2002 and 2003, 11 out of 16 and 8 out of 9 were approved respectively. Very few of the refusals have been taken to appeal, although there are two outstanding, at the time of writing. The Council has just lost one appeal for a 15m mast at Great Cambridge Road N17.

#### **Recommendation One**

**That operators be requested to supply evidence to Haringey Council in terms of cell coverage, network demand etc. sufficient to justify the need for any additional base stations in the borough.**

### **5. PLANNING CONSIDERATIONS**

- 5.1 The Planning Application process is a sub judicial process. When considering a proposed development the Council must have regard to any public concerns raised and in addition take into account the different antenna types, siting needs and other characteristics appertaining to each telecoms system. Planning applications can only be refused on sound planning grounds.

#### **Perceived Health Concerns**

- 5.2 The Panel heard from six representatives (from Muswell Hill Against the Masts, the Highgate Society and Open Minds), who were concerned about possible health risks from base stations. They wished the Council to take perceived health risk into account as a material planning consideration, when deciding prior approval and full planning applications. They wished the Council to draw up supplementary planning policy, using the precautionary principle to create near exclusion zones around schools nurseries, hospitals

nursing homes and homes. Additionally they wished for there to be wider consultation and maps (TELSTRA plot) of the area overlaid with the beam and information on the direction and strength of the beam and for site notices for every prior approval.

- 5.3 It is clear that considerations relating to alleged health effects are material planning considerations. This is case law. Although the subject of much discussion, there is at present no generally accepted evidence of adverse health effects from telecommunications installations. The balance to date indicates that there is no general risk to health, though it was recognised that fears expressed by some local residents whom feel that they have suffered a “loss of amenity” following the installation of a base station on a sensitive site may have some validity.
- 5.4 Operators have responsibilities under Health and Safety legislation; however the Government has made it clear that it is not for the local planning authority to replicate controls, through the planning process. Whilst perceived health considerations and public concern can be material considerations in determining planning applications, it is the Governments firm view that the planning system is not the place for determining health safeguards.

### **Supplementary Planning Policy**

- 5.5 Some local authorities have agreed supplementary planning guidance for base stations. Those that have agreed local planning guidance, tend to duplicate the Governments Guidance. It was the Panel’s view that the development of supplementary guidance was unnecessary and it would not alleviate residents concerns, whilst adding to bureaucracy. None of our immediately neighbouring boroughs have introduced supplementary planning policy.

## **6. PLANNING CONSULTATION**

- 6.1 Demand for mobile phone network coverage is naturally greater in areas of high population, so the need for base stations in these areas will also be high. They are also likely to be in sensitive areas.
- 6.2 The Panel accepted that demand was unlikely to drop, although the rate of growth may slow. Using its current powers, the Council is unable to halt the development of base stations in sensitive areas. The Panel therefore considered that they could add most value, if they considered and made recommendations that would influence the location of base stations and ensure that the public consultation process was adequate. The aim being to ensure that the least sensitive locations were adopted by operators and that local residents were fully informed and consulted. The Panel wished to focus on the consultation process to ensure it was meaningful, as this might allay some of the concerns raised.

The Panel considered that consultation could take the following forms:

**Annual Roll out meetings**

- 6.3 Operators and local planning authorities are encouraged to carry out annual discussions about rollout plans for the area. These meetings provide an opportunity for operators to share information about their plans for the forthcoming year and for local authorities to provide feedback and general advice.
- 6.4 There was support from both the operators and some residents for a public meeting to be held shortly after any annual discussions between the operators and the Council. None of the other neighbouring Borough's that were contacted held public consultation meetings specifically to consider applications for mobile phone base stations. The Panel nevertheless thought it was a good idea.
- 6.5 The benefits from such meetings would be:
- For operators to provide a strategic overview of their future needs
  - To ensure that residents have early warning of future need and potential site locations to be considered.
  - To give operators an opportunity to discuss the sharing of sites and/or base station masts and for the Council to be provided with information, about where different operators' site search areas overlap.
  - To allow consideration of new sites identified, to determine if they were suitable and that if they were, where risks would be minimised. i.e. being pro-active. The Council and local residents could provide guidance to operators on preferred locations.
- 6.6 The results of the annual roll out meeting could be reported to the Planning Applications Sub -Committee so as to ensure maximum public awareness and early knowledge, in advance of receiving a planning application.

**Recommendation Two**  
**That Annual Roll out meetings be held between the operators and the Local Planning Authority, at the earliest possible opportunity after the publication of the roll out plans.**



**Recommendation Three**

**That following the roll out meeting, an Annual meeting be held with interested groups and residents organisations to enable early notification and consultation on potential site locations.**

**Pre Application Consultation**

- 6.7 Pre –application discussion is important in helping to identify the most appropriate solution for any development. It gives the Council the opportunity to comment on the siting and design of the proposal. Additionally operators have a commitment to carry out consultation with local residents, in accordance with the rating determined under the Traffic Light model. This model provides the method by which operators judge how much and what type of public consultation is needed, before they formally apply to build a new site. The colours of green, amber and red assess whether additional community consultation will be needed and if so to what degree. The operators advised that consultation can be anything from letters, public notices or detailed briefings.
- 6.8 The six local residents who attended the Panel’s review meetings, suggested that their experience of consultation that was carried out, was meaningless, in that the process was one way. They felt that they were presented with a “fait accompli”. The Panel heard that one operator had commenced preparatory works in advance of planning approval. However no planning approval was sought or obtained here, as the prospective installers of the mast had already been advised by the Planning Service that a proposal would not be sympathetically viewed. Thus any works carried out by contractors on the highway was at operators own risk and proved to be abortive. This would be taken up with the operators and with Highways Section to ensure that it did not reoccur. The Panel considered that the creation of an annual meeting involving residents would improve the present situation.

**The Ten Commitments**

- 6.9 The Mobile Operators Association commented on the importance of consultation. They referred to the 10 commitments that they had produced in 2001, the aims of which were to ensure transparency in building mobile phone networks, to provide more information to the public and local planners and to boost the community's role in the siting of mobile phone base stations. All operators stated that they were committed to improving consultation with local communities. The ten pledges of best practice are as follows:-
- Improved consultation with communities
  - Detailed consultation with planners
  - Site sharing

- Workshops for Council's
- Database of base station sites
- Compliance with ICNIRP public exposure levels guidance
- ICNIRP certification
- Prompt response to Enquiries
- Support research into health and mobile phones
- Standard documentation for planning submissions

Note : ICNIRP is the International Commission on Non- Ionising Radiation Protection, a body which provides emission safety guidelines for electro –magnetic fields.

**Recommendation Four**

**That the Council notes the operators' commitment to fully comply with their ten commitments launched in 2001 to supplement Government planning regulations.**

**Formal Consultation**

- 6.10 When the formal planning application is submitted to the Planning Service, the Operators enclose copies of their consultation letters and a list of all those they have consulted, together with any response and an analysis responses. The Planning Service indicated that the operators did not get much response from those they consult.
- 6.11 Consultation is also undertaken by the Planning Service. Once a formal application is submitted, the Planning Department notify residents in the vicinity of the proposals. Typically this will run to between 40 and 60 addresses, more where there are blocks of flats involved, less where site is 'open'.
- 6.12 Where local residents were organised, the response could be substantially greater than the number of consultees, particularly if the base station was near a school and parents were petitioned.
- 6.13 The Panel was of the view that the current consultation process in Haringey, compared favourably with other authorities. However in order to draw wider attention to applications to install mobile phone base stations, site notices should be put up for all applications. Site Notices are currently only put up where the proposal is in Conservation Area. It was considered that a radius of 100m be introduced for consultation purposes on all mobile phone base station applications, to ensure a wider consultation area. These proposals would go some way to improving the current consultation process and goes further than most of our neighbouring Boroughs.
- 6.14 The Panel heard from residents attending the review meetings, that the siting of base stations in residential areas near to sensitive sites caused them concern and distress. The concern related, in part, to

the fact that base stations up to 15m could be installed in residential areas without full planning permission. The Panel considered that all new base stations should be subject to formal and full planning permission as recommended by the Stewart Report. This would go some way to allay resident's fears of base stations being erected in default under the 56 day rule. It may also help to alter the public feeling that the prior approval system unduly favored the operators over public interest. The Panel recognised that a change in Government policy would be required in order to achieve this. The Panel wished the Executive to urge the Government to make this change. In the meantime the Planning Department would continue to respond in a timely way, by post and fax, to applications considered under prior approval, by the 56<sup>th</sup> day deadline.

**Recommendation Five**

**That site notices be put up advertising all applications for Mobile Phone Base Stations.**

**Recommendation Six**

**That a consultation radius of 100m be introduced for all Mobile Phone Base Station applications.**

**Recommendation Seven**

**That the Government be urged to reconsider the recommendations contained in the Stewart Report and adopt in particular the recommendation that full planning permission be required for all new applications for base stations.**

**Recommendation Eight**

**That the Planning Service responses with respect to applications considered under prior approval be delivered to the operators' by fax and by post by the 56<sup>th</sup> day.**

**Consultation with schools and colleges**

- 6.15 The Panel's attention was drawn to Local Education Authority Guidance, which recommended that the beam of greatest intensity should not be permitted to fall on school sites/grounds without permission from the school and parents. This supports the view of the Stewart report.
- 6.16 However the Government in PPG8 did not go this far. It advised that where a base station is to be installed on or near a school or college, it is important that operators discuss the proposed development with the education establishment, before submitting an application and that the local planning authority should also consult the education establishment. It was suggested that operators did not always comply with this and the Council was urged to adopt the recommendations contained in the Stewart Report.

- 6.17 Some residents alleged that operators had not always supplied schools with details of where the beam of greatest density falls. The Panel considered that such information should be available at the annual roll out meeting. The operators did not indicate any objections to this information being provided at that stage.

**Recommendation Nine**

**That operators produce maps (TELSTRA plot) showing the area overlaid with the beam and information on the direction and strength of the beam for all mobile phone base stations (present and planned) and such information to be publicly available.**

**7. SITING AND APPEARANCE**

**Siting of Mobile phone base stations**

- 7.1 The Panel heard from the residents who attended, that they considered that the siting of a MPBS near or on schools or nurseries was an issue for them. They felt that in order to comply with the precautionary approach, the Authority should draw up a supplementary planning policy, which would in effect create near exclusion zones around sensitive sites such as schools, nurseries, hospitals.
- 7.2 Any action taken leading to an exclusion or near exclusion zone would have consequences for residents and businesses in the area particularly where there was a concentration of education establishments. Such action would be contrary to government guidance. Also if suitable Council owned sites were not available for Base Stations, operators would switch to private property and the Council would then have less control over the location chosen. It would also make it more difficult to agree and implement a overarching strategy on the siting of base stations with the operators. What is more a policy of removing existing base stations from council owned land property would be almost impossible to implement, as the sites are let on long licenses and subject to the terms of the Landlord and Tenant Act, which gives rights for renewal.
- 7.3 However the Panel were of the view that the Annual Rollout meetings with operators and the subsequent meeting with local residents would enable all parties to discuss at the earliest opportunity possible site selection and enable the least sensitive locations to be chosen.
- 7.4 The Council recently wrote to its two MP's requesting that they lobby Ministers for a moratorium on masts near schools, hospitals and residential properties. It requested that the two MP's support any bills which would mean safer siting of base stations, including giving

Councils' clear authority to reject mast applications on local public health grounds.

### **Visual and Environmental Amenity**

- 7.5 PPG8 emphasis the importance of design and appearance. Local Planning Authorities need to consider whether the mast blends into the surrounding landscape, whether the mast affects the skyline or horizon and whether other more suitable designs are available.
- 7.6 In Haringey visual and environmental amenity is commonly the grounds for refusal of planning permission. However it can lead to operators reapplying with a revised scheme, which is visually improved. It is difficult in these circumstances for the Council to again refuse the application. To be considered, objections must relate to planning matters. The sheer numbers of objectors, whilst giving an indication of local feeling, cannot be the sole reason for rejecting an application. The Planning Department did try to explain the factors that could be taken into account as a material consideration in their consultation letter. The Council had refused the majority of large free-standing mast proposals. It was suggested that the views of Streetscene, be sought on designs to ensure that they blend in well with the environment. e.g. disguised as a lamp-post.

#### **Recommendation Ten**

**That the operators be encouraged to develop better visual screening of antennae.**

#### **Recommendation Eleven**

**That the Director of Environment's views be sought the need for an "in principle" decision, as to whether to approve of 'lamp-post swap' types of installation.**

### **Mast Register**

- 7.7 The Panel were pleased to hear, that arising from the review, a draft mast register has already been produced.
- 7.8 The next stage for the Mast Register, will be adding those sites where there have been refusals of consent or applications withdrawn; this will be gleaned from records of applications submitted.

#### **Recommendation Twelve**

**That the Mast Register be maintained and made available on the Council's Website, together with copies of the Certificates of compliance with the ICNIRP guidelines.**

### **Operators sharing facilities**

- 7.9 Site sharing is when two or more operators agree to put their base station antennas on the same structure. This is often referred to as “co-location” as two or more base stations are closely placed on the same site. Mast sharing is when two or more operators put their base station antennas on the same ground based mast or tower.
- 7.10 Under Government guidance operators are encouraged to explore the possibility of using an existing mast or structure before seeking to put up a new one. If they cannot share they must demonstrate why.
- 7.11 Whilst site and mast sharing will remain a priority for operators, it can also have adverse environmental impacts. There will be more than one set of telecommunications equipment and antennae on a mast, often making the structure taller, more robust and therefore more visually intrusive. In other cases site and mast sharing may not be possible because the existing site is not in the best place for the oncoming sharer’s coverage needs.

### **TETRA (Terrestrial Trunk Radio System) Masts**

- 7.12 TETRA is an advanced digital technology standard, promoted by Europe. They are licensed to MMO2 a subsidiary of O2. They are used by the emergency services. TETRA base stations operate in a similar way to mobile phone base stations, in that they can be configured in cellular patterns and operate with similar powers and calling patterns. Three TETRA sites exist in Haringey at Highgate Police station Archway Road, at Clarendon Road N8, and at West Road N17 on an industrial estate. Normal planning regulations apply for TETRA base stations.

## **8. Monitoring**

- 8.1 All applications for planning permission or prior approval should be accompanied by a signed declaration that confirms that equipment and installation were in full compliance with the requirements of the radio frequency public exposure guidelines of the International Commission on Non- Ionising Radiation Protection (ICNIRP). The emission from all mobile phone operators’ equipment on the site is taken into account when determining compliance.
- 8.2 The Mobile Operators Association advised that in 2002 and 2004 the industry commissioned two reviews of operators’ adherence to the 10 commitments. Also last year the Government commissioned a review of it’s Code of best Practice. The findings of this review are expected shortly.
- 8.3 The Government has set up a National database of all stations and their emissions run by (OFCOM). Additionally they have implemented a national emission measurement programme, carried out by the

Radiocommunication Agency (RA). Its objective is to conduct a sample audit of base stations sited in different environments, to ensure that emissions from base stations do not exceed guidelines. Priority is given to audit of schools and other sensitive sites such as hospitals, residential and commercial areas. It was suggested that base stations located in sensitive areas in Haringey be checked. However it would not be cost effective to undertake this monitoring ourselves, therefore the Panel wish to invite the RA to do some monitoring in Haringey.

**Recommendation Thirteen**

**That the Radiocommunication Agency be requested to monitor emissions in the borough in sensitive areas where there are mobile phone base stations in close proximity to each other and/or where local residents have expressed significant concerns regarding emissions in a sensitive area e.g. a local school.**

**Rent and Rates**

- 8.4 S123 of the Local Government Act 1972 requires the best consideration to be achieved on any disposal of land or an interest in land (other than a short tenancy) unless the consent of the Secretary of State is obtained. That principle is applied to all base stations and no abatement from market rent is applied to Haringey. A copy of the draft Mast register has been sent to the Valuation Office to ensure that all masts have been assessed for business rates.

**Recommendation Fourteen**

**That the District Valuer be requested to ensure that all existing mobile phone base stations and future installations are assessed for Business Rates.**

**Recommendation Fifteen**

**That the appropriate income collection sections in the Finance Service, ensure that all rent and rates in relation to mobile phone base stations are collected.**

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Woodside	Ref.	Status	Address	Operator	Site Ref.	Type of Transmission	Type of Mast	Height	Type of Application HGY Ref	Date	Council Owned?
	WS1	Existing	Elizabeth Blackwell House, Winkfield Road, Wood Green	Orange	GLN0107 (x1)	GSM	B	42m			Yes
	WS2	Existing	Pickled Newt	3G Hutchi	N0071 (x1)	UMTS	B	17m			
	WS3	Existing	New River Sports	O2	2375 (x3)	GSM & UMTS	P	16.5m			Yes
	WS4	Existing	New River Sports	Vodafone	3147 (x1)	UMTS	P	15m	2001/1297	22/10/01	Yes
	WS5	Existing	Greenridings House, Watsons Road	O2	18 (x3)	GSM & UMTS	B	28m			
	WS6	Existing	Greenridings House, Watsons Road	O2	7230 (x1)	GSM	B (?)	8m			
	WS7	Existing	River Park House (!)	Vodafone	419 (x3)	GSM & UMTS	B	40m			Yes

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**APPENDIX B**

**Evidence to Scrutiny review of Mobile phone masts**

1. Evidence from Muswell Hill Against the masts
2. Evidence from the Highgate Society
3. Evidence from Open Minds
4. Draft supplementary planning policy by Chris Maile (Planning sanity) and - Perceived Health Risk material Planning Consideration
5. BBC 3 Investigates programme 5/12
6. Article Daily mail 28/9 Effects of TETRA mast
7. Letter to LB Bromley from technical Director of Powerwatch
8. Declaration made in Budapest, Hungary 23-25 June 2004
9. Article in American Newspaper 11/7/05 – Is her cellphone safe?
10. Powerwatch -Critique on pico cells on lampposts and Low height high power mobile phone scandal and mobile phones may cause brain cancer.
11. Letter from Lynne Featherstone MP 13/12/05
12. Article in Tottn and Wood Green Advertiser 23/11/05
13. Essential information on cancer prevention – Dec 05
14. ESC Limited Article Planning for Telecommunications –Jan 05
15. Mast Sanity press release -10/01/06 – Hard hitting report suppressed by Government?
16. Info from mast network on DECT phones and health 2/1/06
17. Proposed telecommunications Draft bill by Chris Maile
18. Article from Omega.twoday – 9 cities are to get blanketed with wireless broadband.
19. Safe Wireless Initiative Alert – 24/1/06 Washington DC
20. Radiation Research Organisation – Facts about electronic radiation – Barrington Court.
21. Ear preference and mobile phone use – School of medicine, Flinders university, South Australia
22. BMJ – Mobile phone use and risk of glioma in adults
23. Spiked IT- Mobiles and health

**Other Council's**

24. Action by Council's in Holland on masts
25. Telford and Wrekin Council motion on masts
26. Motion to West Berkshire Council 13/12/05
27. Article in Rochdale observer 9 /12/05
28. Paper to Kent CC – Mobile telecommunications installations 22/1/01
29. LB Wandsworth info phone masts
30. LB Waltham Forest Review 2002
31. Hartlepool DC Review 2000
32. City of Bradford Review 2003
33. Benchmarking from Waltham Forest, Barnet, Camden, Enfield, Harrow

34. Supplementary Planning Guidance from Southwark, Basingstoke and Deane, Milton Keynes and Wigan
35. Planning Inspector Decision – Arun County Council.

**Government Advice**

36. Stewart Report 2000
37. Govt response to Stewart Report 2002 Dept of health
38. Planning Policy Guidance 8
39. Code of Best Practice on mobile phone Network development 2002
40. information from the Health Protection Agency
41. National Radioprotection Board –Summary of recent reports on mobile phones and health
42. Info from OFCOM site finder
43. Questions to Deputy PM on mobile phone masts – June 05
44. Electromagnetic Fields – World Health Organisation.

**Mobile Operators Association**

45. Information pack provided to Panel at meeting on 13 Jan
46. letter from MOA -3 Feb regarding DFES Teachnet website

# Scrutiny Review of Street Sweeping and Cleanliness

**February 2006**

**HARINGEY COUNCIL**

*Final version published 13<sup>th</sup> March 2006 by London Borough of Haringey Chief Executive's Service.*

*Report of the Street Sweeping and Cleanliness Scrutiny Review Panel (sub-committee), London Borough of Haringey Overview & Scrutiny Committee.*

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## **Foreword by the Chair**

Street sweeping and cleanliness in Haringey has improved in recent years and this has been an important element in driving up both the performance of the council, as well as changing the perception of residents about the place in which they live. The cleanliness of streets and attractiveness of the physical environment has important consequences for other areas of social life. It makes the borough a nicer place to live and for young people to grow up in. A better environment produces better citizens and vice versa. It engenders a sense of civic pride and helps to diminish the fear of crime, it benefits the local economy, making the borough a more attractive place to stay and to visit, it promotes a healthy neighbourhoods and community well being.

Improving street cleaning services has been an important part of improving the local environment and further progress is anticipated, but street cleanliness and a clean and healthy environment is also a matter for the whole community. It is in reality a partnership between the council, other local organisations, business and residents. Cleaner streets are not just a consequence of more and more thorough street sweeping, but also a result of building greater respect for local neighbourhoods, for the local environment and for other people who live and work in the borough.

This Scrutiny Review was undertaken during the autumn of 2005 so that we could take stock of the achievements already in place and consider ways to further enhance the delivery of street cleaning services and enhance campaigns to promote a cleaner borough and community engagement. By taking a step back from the executive policy making process and day to day management of these services and bringing in a different perspective, we have attempted to review the policies, partnerships and achievements of these services and make constructive proposals for improvement.

**Cllr James Dawson**

***Chair – Street Sweeping and Cleanliness Scrutiny Review Panel***



## **1. Executive Summary and Recommendations**

- 1.1 The review concludes that there are four areas – contractual requirements; contract-monitoring and enforcement; building on current good practice; and public education – that must be constantly borne in mind in order to effectively keep our streets clean. Under these headings we have developed a number of specific recommendations that will bring clear improvements. Development of the service should not be limited to the specific points identified here by members of the scrutiny panel. Nevertheless the Panel expects that these headings and the recommendations will provide strong guidance for the further development of the service beyond this review.

### **A. THERE SHOULD BE CLEAR CONTRACTUAL REQUIREMENTS FOR STREET SWEEPING IN THE WASTE MANAGEMENT CONTRACT.**

#### **Recommendation 1.**

**That the contract specifications for the new Waste Management Contract be identified.**

- 1.2 The Scrutiny Panel recommends that the contract specifications for the new Waste Management Contract, due for renewal in 2009 be identified now. Specifying clear criteria now will allow for the most time to obtain the best arrangements from the contractor. The terms of the contract must pinpoint the full range of services required and anticipate the need for targeted improvements based upon the indicators of local authority performance. This should also include identification of the provisions for enforcement within the client-side contract performance framework.
- 1.3 The council also needs to identify other possible improvements and developments it would like to negotiate with the contractor, for example a Saturday night refuse collection and street sweeping service.

#### **Recommendation 2.**

**Additional future investment for:**

- **A dedicated detritus removal team.**
  - **Borough-wide timed waste collections on main roads.**
  - **A Saturday night refuse collection and street sweeping service.**
  - **A review of the framework for the frequency of street sweeping based upon need across the borough**
  - **A requirement to sweep the area after large items of dumped rubbish have been collected.**
- 1.4 These were specific areas where it was considered that improved investment would make a major improvement on performance of the service. There would also be a high public recognition of the impact of these services.

**Recommendation 3.**

**That a Training Programme be agreed with the contractor for street cleaning operatives to ensure that the contractor is able to provide the appropriate quality standard of service.**

- 1.5 A Training Programme for street cleaning operatives should help to ensure that the contractor is able to provide the appropriate quality standard of service in accordance with the requirements for targeted performance improvement. The programme should include induction training.
- 1.6 Recruitment and retention of dedicated staff is important to the service. Training can also be aimed at personal development of staff in order to invest in their futures.

**B. THE WASTE MANAGEMENT CONTRACT MUST BE LINKED TO EFFECTIVE CLIENT SIDE MONITORING AND ENFORCEMENT.**

**Recommendation 4**

**That the Waste Management Service seeks to negotiate with the contractor (Haringey Accord Ltd) to develop performance indicators and targets based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199.**

- 1.7 The current Waste Management Contract does not reflect the new performance framework developed for local authorities. The Scrutiny Panel believes that the Waste Management Service should now negotiate with the contractor (Haringey Accord Ltd) to develop performance indicators and targets up to 2009, based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199.
- 1.8 Both the client and contractor should also be working to the same method of performance monitoring and there is a need to review the methodology of performance monitoring, which should be robust enough to include interim monitoring to identify street cleaning issues for remedial action as part of an overall quality control framework.
- 1.9 A holistic delivery of council street cleanliness performance targets under BV199 is consistent with central government thinking linking the fear of crime with the presence of street scene issues such as graffiti and vandalism. When setting targets Haringey should consider the Office of the Deputy Prime Minister PSA 8 on Liveability. This PSA has BV199 as a performance measure and includes targets that are likely to influence the national benchmark target set for BV199 between now and 2008.

**Recommendation 5**

**That Haringey Council Executive set a target to achieve top quartile performance of local authorities by 2009**

- 1.10 The target date corresponds with the expiry of the current waste management contract and it is envisaged that improvements should be achievable within this timeframe. This would also set a benchmark for the start of the new Waste Management contract in 2009.
- 1.11 The Scrutiny Panel recommends that, in order to drive up street cleanliness performance still further, the Executive should set performance improvement targets that are both set to improve against previous years and also against the performance of other authorities. This is important because, although improvements in street cleanliness performance is in itself an indicator of success, the national trend of most local authorities at this time is to improve in this area and the relative position of Haringey may not improve, or may even fall, in comparison with other local authorities, despite real improvements locally. For this reason, the targets negotiated with the contractor need to be percentage-based (i.e. improve over time) as well as comparison-based (compared with other local authorities).
- 1.12 In order to make fair comparisons to other authorities it is important that similar authorities are used to enable worthwhile findings. ENCAMS recommends that factors such as budget, size of authority, levels of deprivation, private or non-private contractor, unitary or two tier status are taken into consideration.
- 1.13 The Scrutiny Panel recognises that to achieve top quartile performance, services will need to be orientated and focussed upon performance improvement and that additional resources may need to be invested in key areas, in line with targeted performance improvements based around the new performance framework.

**Recommendation 6**

**That Haringey Council, in partnership with the Arms Length Management Organisation (ALMO) responsible for the management of housing estates in Haringey, review the level of monitoring required to improve street cleanliness on housing estates.**

- 1.14 The Scrutiny Panel believes that there is a need to review the level of monitoring required to improve street cleanliness on housing estates. Currently there is just one officer responsible for the monitoring of housing estates for the whole borough. The employment of a further officer in this role would enable more effective monitoring of estates to improve cleanliness.
- 1.15 There is also a need for clear systems for cross departmental communication to be strengthened to ensure that issues are identified and followed up. This includes housing services, but also other council

services such as education and council property management.

**C. EXISTING GOOD PRACTICE SHOULD BE RECOGNISED AND ENCOURAGED.**

- 1.16 The Scrutiny Review Panel commends the good practice observed during the Review, in particular the new enforcement measures now in place.

**Recommendation 7**

**That Haringey Council sustain and increase the level of litter enforcement.**

- 1.18 Haringey Council needs to sustain and increase the level of litter enforcement to combat environmental crime. Enforcement teams and neighbourhood wardens must make full use of the legal powers available to fight the problem. To this end, the Scrutiny Panel supports the bid to the Neighbourhood Renewal Fund for Street Enforcement and Monitoring enhanced provision. The Scrutiny Panel also proposes that Street Enforcement and Monitoring enhanced provision be supported for future mainstreaming in the 2007/8 Pre-Business Plan Review.
- 1.19 Strategies need to ensure that the Council makes maximum use of existing and new powers on litter enforcement (for instance under the Cleaner Neighbourhoods Act). It is vital that new powers made available through legislative changes are fully assessed by the Council Executive, integrated into the budget and planning of the Environment Directorate and used by council officers.

**Recommendation 8**

**That the Council maintain and develop systems to identify and target littering “hotspots”, in order to deal with the worst hit areas of the borough.**

- 1.20 The Scrutiny Panel recommends that a mapping exercise is undertaken to identify and target littering “hotspots” to target improvements to the dirtiest areas of the borough. More detailed mapping and targeting of the borough’s street cleanliness should enable the development of a system to target resources more effectively to maximise performance. It could also enable more intelligent allocation of litter prevention, such as the allocation of litter bins or anti-littering publicity. Mapping information should be available from sources such as the contractor’s performance feedback and from internal and external survey data. The Environment Directorate should also be able to draw on information from staff, councillors and the public in assessing problem areas.

- 1.21 Staff involved in street scene had a high awareness of environmental problems and liaised with colleagues within the Environmental Directorate and the contractor, Haringey Accord Ltd, to get problems dealt with promptly. This is an important ethos and must be encouraged. There should also be effective follow-up of reports to ensure that it has been done.
- 1.22 Mapping information can also inform the number and distribution of litter bins required. The Scrutiny panel was impressed with the provision and emptying of bins, though this is an area that needs constant monitoring and review. Newer bins were black and made from metal, a design that is robust and conspicuous, though not unsightly.

### **Recommendation 9**

**That a Street Cleanliness Action Plan be developed to steer the delivery of strategies to deal with different kinds of identified litter problems.**

- 1.23 The Scrutiny Panel recommends that a Street Cleanliness Action Plan be developed to steer the delivery of strategies to deal with different kinds of identified litter problems, including chewing gum, cigarettes, fast food. The Action Plan should also include specific remedies to particular identified problems – such as: flats above shops with no room for bins which could benefit from timed collections; or leaf fall sweeping.

### **D. There must be effective publicity and communications on street cleaning and cleanliness:**

- i. Haringey's Civic Pride campaign, 'Be+++er Haringey', must be used to focus on the positive aspects of what has been done and on keeping the Borough's streets clean.**
- ii. The Council needs to use appropriate national resources, especially ENCAMS publicity, for local campaigns to focus on the negative aspects of dirty streets. Preventative messages can build further on the message of the 'Be+++er Haringey' campaign.**

### **Recommendation 10.**

**The Civic Pride campaign should highlight the measures being taken to improve the cleanliness of Haringey's streets. In particular residents must be informed on how to access services and to report problems.**

### **Recommendation 11.**

**That a targeted Street Cleanliness publicity campaign be developed, in line with Better Haringey publicity and using appropriate 'Litter Prevention' advice and resources from ENCAMS.**

- 1.24 Street cleanliness is a partnership between the Council and the local community and an important part of delivering a cleaner borough including litter prevention and persuading people not to litter and to take pride in their neighbourhood.
- 1.25 During the Review the Panel considered some of the Better Haringey publicity used to promote the Council's campaign for a cleaner borough. The Panel found this to be a very impressive and effective campaign, which emphasises a positive approach to promote cleaner streets and demonstrate that street cleanliness is a priority for Haringey Council. The Panel also heard about some of the approaches used by ENCAMS publicity material.
- 1.26 The Better Haringey campaign has been very successful in bringing cleaner streets to the top of the Council's agenda and improving public awareness of this issue. Communicating this message to the general public is important because achieving improvements in street cleanliness is in reality not just a matter for council services, but a partnership between the Council and the local community. Community engagement is therefore a vital component of the Better Haringey agenda.
- 1.27 In order for the Better Haringey campaign to have credibility, it was important that it coincided with visible improvements in street cleanliness on the ground, so that the public can see the relevance of the campaign and the improvements that the campaign promotes. The Scrutiny Panel believes that this has been successful and that the public perception of a cleaner borough has developed hand-in-hand with real improvements on the ground.
- 1.28 Better Haringey publicity will develop and evolve to communicate the key messages that the Council wants to make to the community. The Scrutiny Panel believes that the next stage of publicity could also include focussed campaigns for litter prevention targeted at particular groups, e.g. young people, particular neighbourhoods and new communities. Population transience led to concerns that the Council did not effectively communicate with our new residents about the rubbish collection, recycling and street-cleaning services in the Borough. It cannot be assumed that people will find out about these services automatically. The target audience will influence the kind of publicity and key messages being adopted.
- 1.29 During the Review, the panel heard that ENCAMS can provide advice and publicity resources for targeted anti-littering campaigns. These seemed to be aimed more generally at enforcement and litter prevention and it is surmised that this may complement the more positive messages associated with the Better Haringey campaign. ENCAMS publicity material might be commissioned for local campaigns and incorporated into the overall strategy by adding the

Haringey Council or Better Haringey logo to the publicity, already professionally produced for ENCAMS.

- 1.30 Publicity also needs to be targeted at particular localities in the community, to target the right messages at the right people in the right places, this includes:
- Local businesses - takeaways and shops
  - Local schools
  - Local housing estates
  - Transport terminals.
- 1.31 This kind of publicity will enable campaigns targeted at particular identified problem litter, e.g. cigarettes. It is suggested that the council consult ENCAMS to determine what existing campaigns and education materials can be utilised by the authority.
- 1.32 It is suggested that the Better Haringey campaign should also be developed to emphasise local pride and to engage the public and local businesses, public bodies, schools, youth clubs and other organisations in delivering a cleaner environment. If it is feasible, this might even include “Better Haringey awards” to local community organisations.

**Recommendation 12.**

**That the presentation and image of street cleaning staff and equipment be easily identifiable with Haringey Council’s Better Haringey Campaign.**

- 1.33 The Scrutiny Panel believes that the high quality standards aspired to for street cleanliness need to be reflected in the image and visible presence of street cleaning officers, operatives and equipment everywhere. In some instances, in particular poor equipment, such as non-wheeled bins being dragged by string, the image does little to inspire public confidence in the service. All staff and equipment should be easily identifiable with Haringey Council and the Better Haringey campaign.
- 1.34 During the Review members of the panel accompanied Environmental Services officers on monitoring and enforcement inspections. The inspections add to the visibility of the Council to the public in improving street cleanliness.

## 2. The Review Process

- 2.1 The Scrutiny Review of Street Sweeping and Cleanliness was commissioned by the Overview and Scrutiny Committee because improving environmental cleanliness is a high priority for Haringey Council. Also the time is now right for a review of the policies and strategies in place to build upon the initiatives of the last 5 years in plenty of time before the tendering and commencement of a new street cleaning contract.
- 2.2 New statutory powers have recently been introduced that will assist in the enforcement and prevention of environmental crime, which now need to be taken into account in the strategic policy approach.
- 2.3 The performance framework that the Government uses to measure local authority performance has now been changed and expanded. The council will shortly need to review the requirements of any new street sweeping contract for the delivery of street sweeping and waste collection services in accordance with the new performance measurement.

### Members of the Review Panel

- 2.4 The following Members of the Council were appointed by the Overview and Scrutiny Committee to Members of the Review Panel:
- Cllr James Dawson (Chairman) (LAB)
  - Cllr Herbie Brown (LAB)
  - Cllr Peter Floyd (LD)
- 2.5 The Review was also supported by an External Advisor, *Mr Mathew Watts*, who works with ENCAMS (formerly the Tidy Britain group), an independent charity working in partnership with Haringey and charged with facilitating the independent audit of street cleanliness in London as part of the Capital Standards Programme.

### Aim and Objectives of the Review

- 2.6 The Overview and Scrutiny Committee commissioned the Scrutiny Review Panel with the following aim and objectives:

#### *Aim*

To Review the policies and strategies for street sweeping and cleanliness in Haringey.

#### *Objectives*



- To consider the strategies currently in place for street cleaning and cleanliness of streets and highways.
- To consider the client-side requirements of the contract for street sweeping services in Haringey
- To consider the targeted strategies for litter prevention and enforcement in different parts of the borough
- To consider the targeted strategies for litter prevention and enforcement of different kinds of litter, eg takeaway refuse, cigarettes, flyposting, leaves etc.
- To consider the anti-litter and street cleanliness campaigns in the borough

### Evidence

- 2.7 The Review Panel has considered the range of policies strategies in place, the organisation of services to deliver these and the performance of street cleanliness over the past few years. It has also considered the new statutory framework and the powers and responsibilities the council now has for delivering cleaner streets. It has received evidence from key officers involved in the delivery of services, including site visits with front-line staff.
- 2.8 The Panel attended the Better Haringey Steering Group, chaired by the Executive Member for the Environment, Cllr Peter Hillman, receiving feedback on key points to be considered by the Review Panel.
- 2.9 Cllr Alan Stanton provided an independent view of the issues based on his extensive research into street scene issues and best practice around the world.
- 2.10 Throughout the review, the Panel was advised by an expert from ENCAMS (formerly the Keep Britain Tidy' campaign), the official agency responsible for promoting and supporting cleaner streets.

### Key Conclusions of the Review

- 2.11 The Review Panel conclusions highlight four areas:

- building on current good practice
- the contractual requirements
- contract-monitoring and enforcement
- public education

These areas must be constantly borne in mind in order to effectively keep our streets clean. Under these headings we have developed a number of specific recommendations that will bring clear improvements. Development of the service should not be limited to the specific points identified here by members of the Scrutiny Panel. It is expected that the highly-professional officers

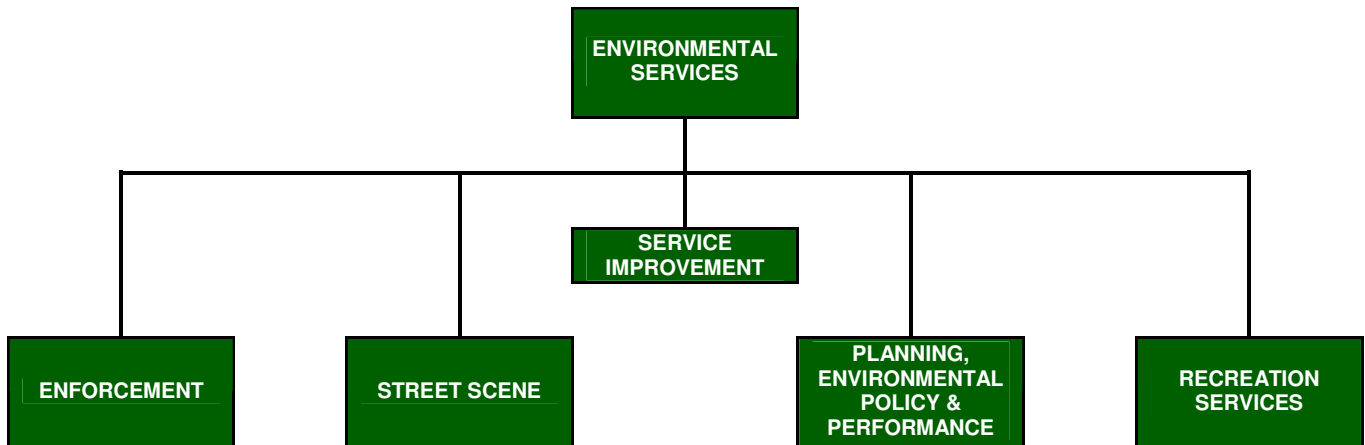
working within the service and best practice identified from elsewhere will also drive it forward.

### The Report and the Council Executive

- 2.12 The report outlines the key conclusions and recommendations of the Scrutiny Review Panel, which will be considered by the Overview and Scrutiny Committee and put forward to Haringey Council Executive for an Executive Response. The Executive will be asked to consider the key conclusions and respond to each of the recommendations with an Executive Decision. The Executive Decision may either:
- Agree the recommendation,
  - Amend the recommendation, or
  - Reject the recommendation.
- 2.13 Where the Executive chooses to amend or reject the recommendation, it is asked to provide the reasons for its decision. The Executive will take account of how the recommendations fit with the Council's overall policy objectives and any financial implications.
- 2.14 The Scrutiny Panel has given due consideration to a range of key issues and looked at the delivery of services on the ground and commends the key conclusions and recommendations to the Executive as part of the programme for ongoing improvement of street cleanliness for a better Haringey.

**3. The Environmental Services Directorate**

3.1 Street sweeping strategies in Haringey are delivered through the Environmental Services Directorate. This department is made up of four main services and the key services for the delivery of street cleanliness are Street Scene and the Enforcement Service.

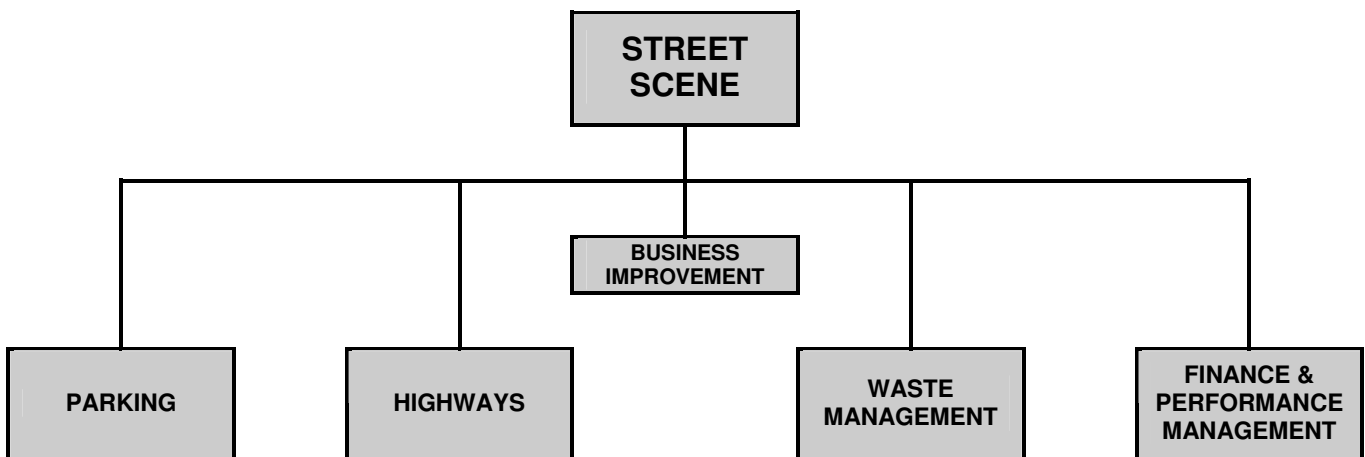


Street Scene

3.2 Streetscene provides services to keep the streets of the borough clean, well maintained, safe and accessible. Services include:

- Refuse collection and street sweeping
- Recycling of waste – kerbside, estates, schools, reuse and recycling centre, commercial and education on recycling
- Clinical and hazardous waste collection service
- Graffiti & flyposter removal service
- Licensing skips and scaffolding and other works on the highways
- CCTV procurement, monitoring and maintenance

3.3 Street Scene is made up of 3 service delivery groups: Parking, Highways and Waste Management.



3.4 The Waste Management service is responsible for the management and monitoring of the waste management contract, which provides for street cleaning services.

3.5 Street Scene priorities for 2005/6 are:

- To meet waste minimisation and recycling targets
- To deliver road safety targets
- To continue to improve borough cleanliness
- To improve road condition and street infrastructure.
- To improve enforcement

3.6 Street Scene is a visible frontline service and many of its officers involved in delivering services, including waste management monitoring and highways inspection; spend much of their time on the streets or on site. The public have access to the service via telephone service requests and the Council's web-site. Street sweeping and waste management services are delivered through an external contractor.

#### The Enforcement Service

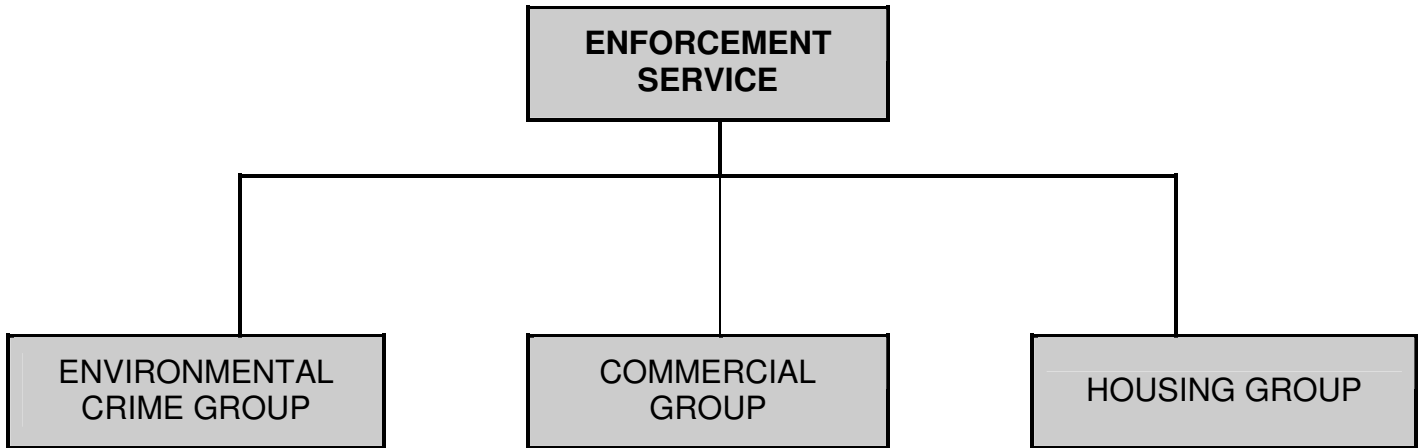
3.7 The Enforcement Service has responsibility for the delivery of enforcement initiatives to prevent and combat litter. The Enforcement business unit was created in 2003 as a result of a Best Value review of enforcement in 2002. This was to provide a focussed service delivering "tougher" enforcement interventions as part of the Better Haringey programme enforcement of waste, litter and street cleanliness.

3.8 Since 2003 a number of changes have been made to both the establishment and deployment of Enforcement resources and the legislative powers available to tackle litter and waste.

3.9 In September 2005 the service established a Street Enforcement team to deliver a uniformed patrolling and investigation service, developed from existing resources and using additional investment made available for 2004/5.

3.10 The Enforcement Service is made up of 3 service delivery groups:

- The Environmental Crime Group
- The Commercial Group
- The Housing Group.



3.11 The Environmental Crime Group is a recently configured service which includes:

- Street Enforcement
- Heavy Enforcement.
- The Wardens Service
- Planning Enforcement

Street Enforcement

3.12 Street Enforcement is a new team, which became operational in September 2005 and has been developed by combining the roles of Waste Enforcement and Environmental Response, Street Trading and Trading Standards.

3.13 Seven officers are assigned to patrolling duties focusing on major thoroughfares and shopping districts. Each is allocated to a Neighbourhood Assembly area and will be a point of contact for Neighbourhoods, Safer Neighbourhood police units, Estate Management officers and Waste Client officers.

3.14 Street enforcement deals with complaints handling, checking compliance on enforcement notices and cleansing schedules and visiting dumping hotspots. It also deals with intelligence led initiatives, identifying and dealing with waste and fly posting hotspot areas and the monitoring of CCTV.

The Heavy Enforcement Team

3.15 The Heavy Enforcement Team (HET) was created in 2004 using investment released following a Best Value review. This team delivers a number of key enforcement priorities including:

- *The Eyesores programme* - to tackle neglected and abused sites. Initial sites being targeted are Network Rail locations chosen by the

Better Haringey Steering Group. This includes action to clean up littered and dumped embankments, littered and vandalised stations, and pigeon proofing bridges to prevent fouling of footpaths.

- *Nuisance Garages* – to tackle antisocial businesses that repair and abandon vehicles in the street, abuse parking restrictions, create noise nuisance and dump or fail to control trade waste.
- *Persistent Environmental Criminals* – a number of offenders are being targeted for action including known fly-tippers and fly posting distributors.
- *The Enforcement Coordination Group* acts as an additional resource to focus enforcement activity on environmental crimes and problem locations where one or more enforcement agency is not achieving compliance.
- HET also participate in joint operations, which flood an area with enforcement activity in combination with other agencies through HET. Tailgates targets will often reflect major high road locations and businesses that fail to control their waste.

### The Warden Service

- 3.16 The Warden Service comprises of four teams covering the wards of Northumberland Park, Bruce Grove, Tottenham Green, Noel and Bowes Park, Seven Sisters and West Green.
- 3.17 Its main role is to improve community safety and reduce the fear of crime, but each team has the flexibility to respond to key local concerns and issues. Six wardens have been appointed to enforcement warden roles and are trained and authorised to take street enforcement action, including the issue of fixed penalty notices for litter. Wardens also work in schools and in the community to educate people to protect their local environment (e.g. through the junior wardens scheme). This has included citizenship work through the Better Haringey programme.
- 3.18 The Enforcement Service also includes Commercial and Housing Enforcement Groups, which contribute to litter control and improved cleanliness through initiatives such as inspection of trade waste arrangements at commercial premises including under packaging and waste regulations; enforcement of waste control at tenanted premises; animal welfare and responsible pet ownership; pest control and action to reduce sources of food and harbourage.

## 4. Standards and Performance

### Standards of Cleanliness

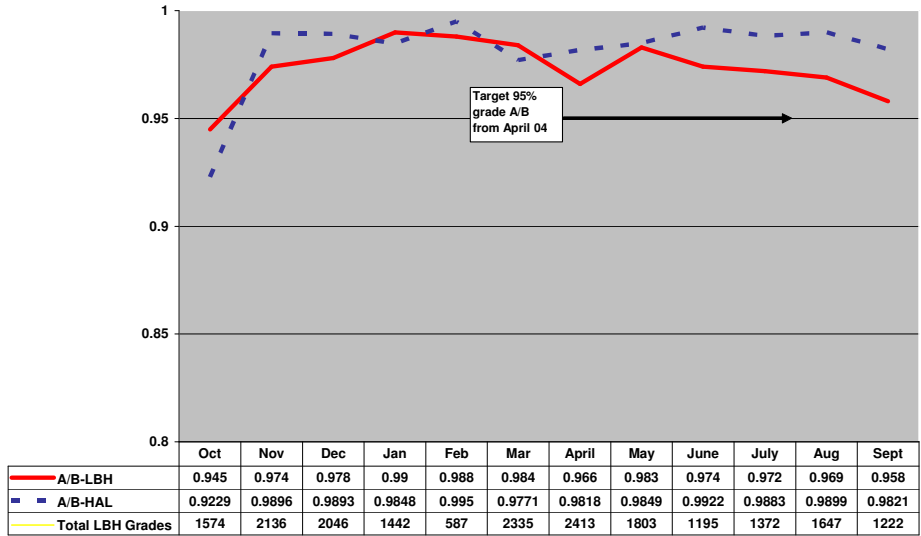
- 4.1 The Environmental Protection Act (EPA) defines local councils such as Haringey Council as a *principal litter authority*. Principal litter authorities have a duty under Section 89(1) of the Act to keep land for which they are responsible clear of litter and refuse. This includes public highways, land on and around housing estates, parks and open spaces.
- 4.2 The Code of Practice on Litter and Refuse (COPLR) was issued in accordance with the EPA in 1991 and updated in 1999. COPLR provides cleanliness standards based on land use and time scale specifications. It sets out grades of cleanliness and divides land into zones according to usage and volume of traffic. If the cleanliness of an area falls, COPLR sets out a response target time for the duty body to restore the land to a particular grade of cleanliness.
- 4.3 Grades of cleanliness are set out in COPLR graded from A – D. Grades A and B are generally considered acceptable, grades C and D are considered unacceptable.

#### ***Grades of cleanliness***

<b>Grade A</b>	no litter or refuse
<b>Grade B</b>	predominantly free of litter and refuse apart from some small items
<b>Grade C</b>	widespread distribution of litter and refuse with minor accumulations
<b>Grade D</b>	heavily littered with significant accumulations

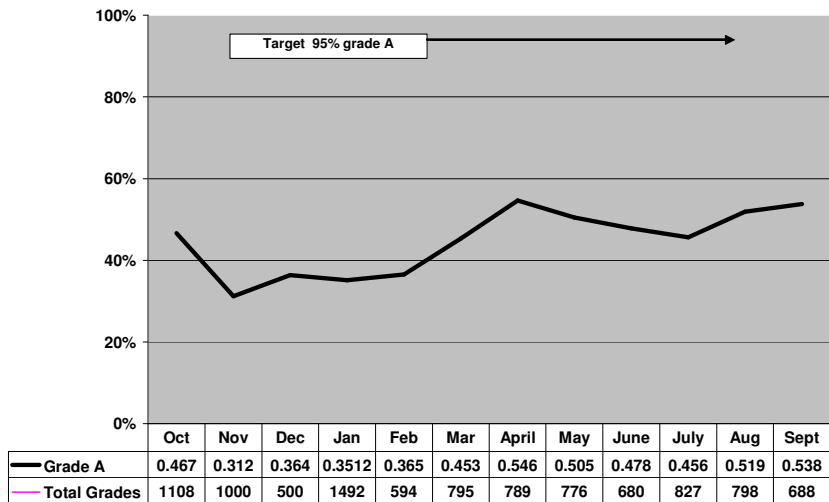
- 4.4 The graph below shows the percentage of zone 1 land of a high or acceptable standard of cleanliness, grade A or B.

**Appendix B**  
**Zones 1 Roads**  
**Grades A/B achieved October 04 to September 05**  
**Comparison of LBH and HAL scores**



4.5 The graph below shows the percentage of zone 2/3 Housing and non-Housing land of a high standard of cleanliness (grade A) after scheduled sweep.

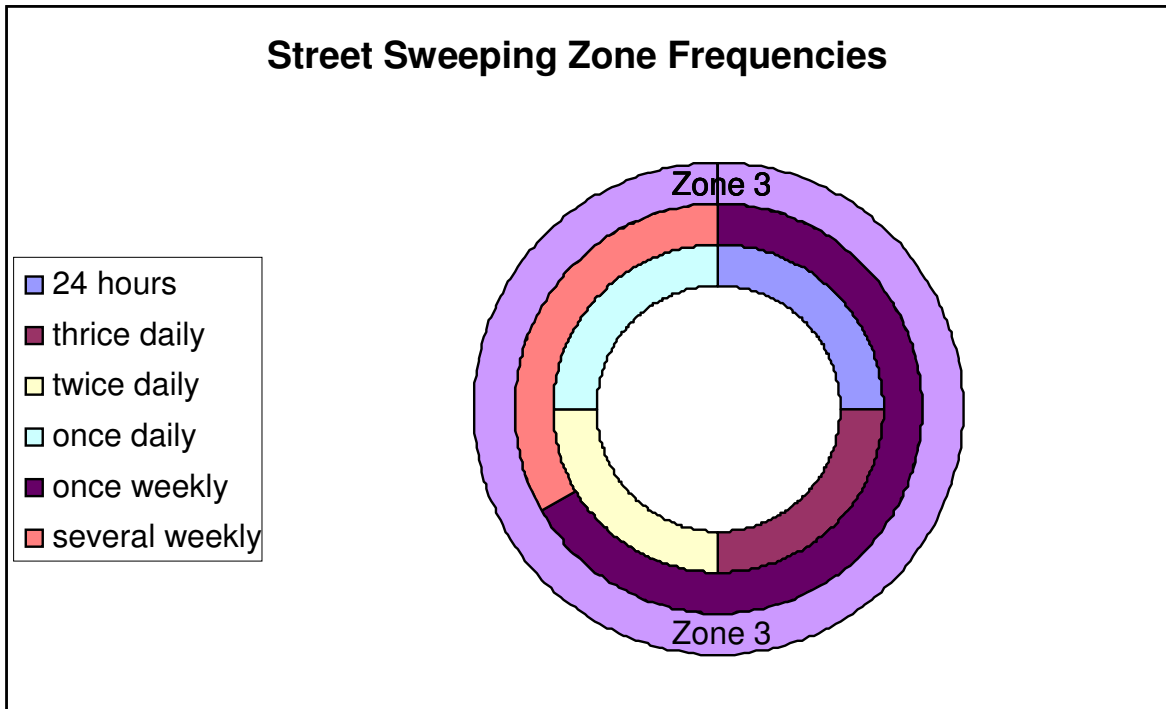
**Appendix C**  
**Zone 2 & 3 Housing and Roads**  
**Grade A achieved October 04 to September 05**  
**LBH figures only**



4.6 The EPA requires litter authorities to categorise relevant land into defined geographical areas or zones. There are a number of different zones but only three are applicable to Haringey (see table below).



	<i>DESCRIPTION</i>	<i>EXAMPLE</i>
Zone 1	high numbers of pedestrians	transport and shopping centres.
Zone 2	high density residential	terraced residential streets and parks.
Zone 3	low density residential or industrial	residential streets with detached houses or streets with factories and garages.



- 4.7 COPLR does not state how often sweeping is to be carried out but requires that acceptable levels of cleanliness are maintained. It states that if cleanliness falls to unacceptable levels it must be returned to acceptable levels within defined timescales. Required response times are fastest for zone 1 locations, less fast for zone 2 locations and less fast still for zone 3 locations.
- 4.8 In the Waste Management Contract streets categorised as zone 1 are further broken down into four sub-categories from W to Z.
- 4.9 Sweeping frequencies in the Waste Management Contract are as follows:

ZONE 1W	24 HOURS MONDAY TO FRIDAY	06.00 TO 22.00 HOURS ON SATURDAY AND SUNDAY.
Zone 1X	sweep three times per day Monday to Friday	once per day Saturday and Sunday.
Zone 1Y	sweep twice per day Monday to Friday	once per day Saturday and Sunday.
Zone 1Z	sweep once per day Monday to Friday.	
Zone 2 and 3 streets	sweep once per week.	
Zone 2 Housing Land	sweep once	twice or three times per week as directed for each site.

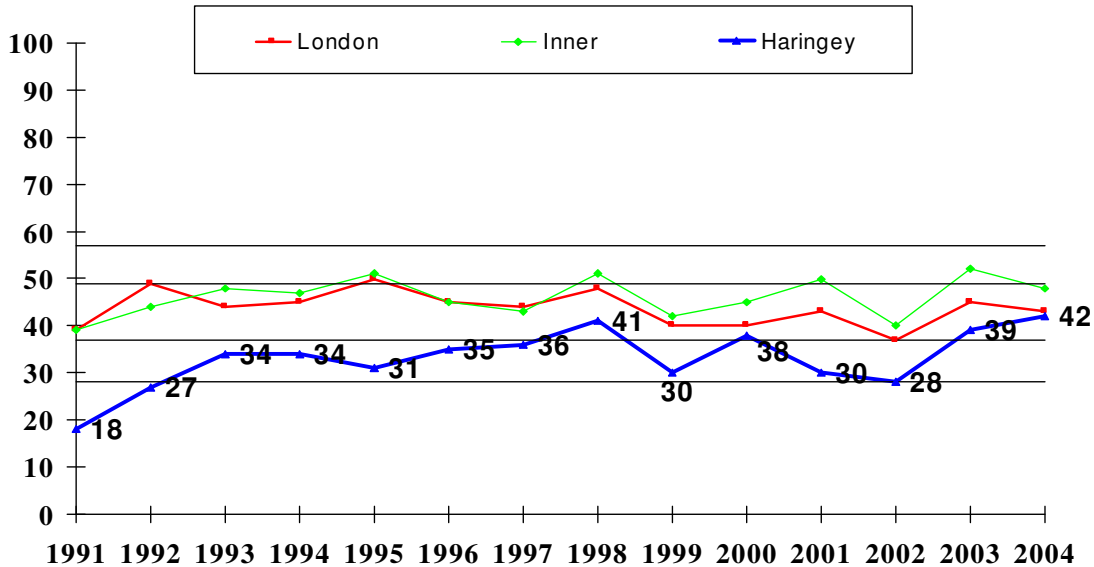
- 4.10 The sub-categories created for zone 1 streets show that particular attention has been given to providing higher cleaning resources on certain zone 1 roads than others, according to the intensity of litter anticipated. **Appendix A**, shows how each zone 1 street in the borough has been sub-categorised in the Waste Management Contract.
- 4.11 The service delivery strategy allows the council to publish details of required sweeping activities in a way that residents can easily understand.
- 4.12 The Waste Management Contract contains performance targets that relate directly to street sweeping, along with threshold standards which have been set.

### Street Sweeping, Current Contractual Requirements

<b>Percentage of people satisfied with cleanliness standards.</b>		
Red	less than 40%	Current performance based on 2004 residents' survey is 42% (amber).
Amber	from 40% to 55%	
Green	greater than 55%	
<b>Percentage zone 1 land of a high or acceptable standard of cleanliness (grade A or B).</b>		
Red	less than 90%	September 2005 performance based on council monitoring is 95.8% (green) and based on HAL self monitoring is 98.2% (green), see appendix B.
Amber	from 90% to 95%	
Green	greater than 95%	
<b>Percentage zone 2/3 Housing and non-Housing land of a high standard of cleanliness (grade A) after scheduled sweep.</b>		
Red	less than 90%	September 2005 performance based on council monitoring is 53.8% (red).
Amber	from 90% to 95%	
Green	greater than 95%	

### Residents' Satisfaction

4.13 The Residents Survey of 2001 showed that litter was the highest environmental concern of residents when it peaked at 37%. The graph below shows the latest results from the residents' survey relating to environmental concerns of residents and satisfaction with street cleansing respectively.



STREET CLEANING - Satisfaction with service - Graph showing percentage of people satisfied with cleanliness standards.

4.14 Attention has been focussed upon performance against the targets for the residents' satisfaction surveys and zone 2/3 Housing and non-Housing land in order to bring performance into the green category.

4.15 The residents' survey result for satisfaction with cleanliness does not fall into the green category, although the results over the last 2 years have improved and satisfaction levels were higher in 2004 than at any time in the previous 13 years (see [Appendix A](#)). In addition, Haringey satisfaction levels in 2004 were only just under the London average, whereas in previous years satisfaction levels were markedly below the London average.

### Improving Performance

4.16 In most cases the PIs laid down in the Waste Management Contract require year by year improved performance for the first 3 years to April 2004. The council is entitled to take remedial action should performance not meet the agreed targets.

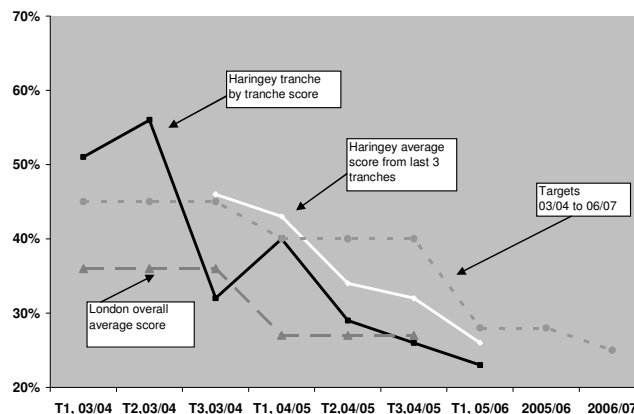
**BV199 Local street and environmental cleanliness**

The proportion of relevant land and highways as defined under EPA 1990 Part IV section 86 (expressed as a percentage) that is assessed as having combined deposits of litter and detritus (e.g. sand, silt and other debris) that fall below an acceptable level.

*Data Source: BVPI*

- 4.17 Haringey's BVPI 199a performance, has steadily improved since the indicator was first introduced. The graph in **appendix D** illustrates the improvement.
- 4.18 The graph below shows how the council's performance against BVPI 199a has improved both in terms of cleanliness levels achieved and in terms of how Haringey compares to other London boroughs surveyed by ENCAMS.

**Appendix E**  
Capital Standards / ENCAMS BVPI 199 Results  
T1, 2003/04 to T1 2005/06



- 4.19 The Review Panel noted the key strategies that have been put in place to achieve improvement:

- Survey planning training for key monitoring staff.
- BVPI 199a assessment training for all Contract Monitoring Officers (CMOs), detritus scores now recorded alongside litter scores on routine inspections.
- Circulation of ENCAMS survey target ward maps to Haringey Accord Ltd, Parks, Highways and Enforcement in advance of the survey taking place.
- Pre-ENCAMS surveys by CMOs to locate sites which are not up to standard for reporting to and action by the relevant service provider.
- Development of defined central reservation and traffic island cleaning schedule, BVPI 199a surveys are back line to back line.

- Mechanical sweeping service currently under review.
  - Bespoke Haringey BVPI 199a land use map currently being produced.
- 4.20 The first task which was undertaken to improve street cleanliness was to strengthen the Contract Monitoring Team to ensure that the requirements of the Accord contract were being met. In 2003 the number of Contract Monitoring Officers (CMOs) was increased from 3 to 6. With the introduction of additional services during the ensuing period, notably recycling collections, the number of CMOs has now increased to 8.
- 4.21 Additional funding for sweeping was made available to deal with locations where the frequencies of sweeping in the Waste Management Contract were insufficient to deal with the intensity of litter. Such locations were identified through routine inspections, as well as by complaints and suggestions received from residents and Members.
- 4.22 The Review panel also noted the following further measures which have been taken to improve cleanliness levels:
- Contract monitoring with CMOs dedicated to defined geographical areas of the borough.
  - One CMO dedicated to monitoring of Housing Land.
  - Daily joint monitoring between CMOs and Haringey Accord Ltd managers to detect poor performance and ensure grades recorded are consistent.
  - A Leaf Fall Plan has been devised to minimise the impact of leaf fall season on cleanliness standards.
  - Links have been built with colleagues in Highways, Parks and Enforcement to help deal with green areas on public highways that trap litter and to deal with businesses whose activities cause litter on the street, for example timed collection service.
  - Focus on particular aspects of service to ensure effectiveness, for example, formal schedule for cleaning central reservations and traffic islands.
- 4.23 Litter bin installation programme, during the last 2 years approximately 600 new litter bins have been installed mainly on zone 1 streets, shopping areas and at bus stops. The Council has moved to the use of metal bins which are more resistant to vandalism or arson.
- 4.24 It was noted that the performance for zones 2 and 3 Housing and non-Housing land does not fall into the green category. The presence of one cigarette butt on a 50 metre stretch of pavement, which is otherwise clear of litter, is technically sufficient to cause the grade of cleanliness to fall from A to B.

Percentage of zones 2 and 3 Housing and non-Housing land of a high or acceptable standard of cleanliness (grade A or B). - <i>September 2005</i>	
council monitoring	96.4%
Contractor self monitoring	99.1%,

- 4.25 Where standards of performance fall into the amber or red categories, the council can invoke performance monitoring clauses in the Waste Management Contract and issue rectification notices to the contractor which can result in strategic deductions (financially based) from the contractor. It was noted that in respect of street sweeping services the council has issued one rectification notice resulting in a strategic deduction in June 2003, in relation to performance on zones 2 and 3 Housing and non-Housing land.
- 4.26 The council's current strategy for improving street cleanliness is being developed to ensure that Haringey meets the CPA requirements on street cleaning and in particular BVPI 199a.
- 4.27 In order to drive up street cleanliness performance still further, the Executive should set performance improvement targets that are both set to improve against previous years and also against the performance of other authorities.
- 4.28 The targets negotiated should be percentage-based as well as comparison-based. Percentage-based targets will aim to secure improvements in actual cleanliness standards achieved and will be constructed to drive year by year improvement.
- 4.29 The last two years of ENCAMS surveys have shown that improving cleanliness standards alone is not enough to move into higher performing quartiles because performance levels of other councils have also improved. Comparison-based targets will aim to show that Haringey is driving to be in the top quartile of London boroughs. For this reason, the targets negotiated with the contractor need to be comparison-based (i.e. compared with other local authorities), as well as percentage-based (i.e. improve over time).
- 4.30 In order to make fair comparisons to other authorities it is important that similar authorities are used to enable worthwhile findings. ENCAMS recommends that factors such as budget, size of authority, levels of deprivation, private or non-private contractor, unitary or two tier status are taken into consideration.
- 4.31 The Scrutiny Panel recognises that to achieve top quartile performance, services will need to be orientated and focussed upon performance improvement and that additional resources may need to be invested in key areas, in line with targeted performance improvements based around the new performance framework. **The**

**Scrutiny Panel recommends that Haringey Council Executive set a target to achieve top quartile performance of local authorities by 2009 (Executive Summary recommendation 5)**

Measuring Performance

- 4.32 COPLR defines a standard through outputs to be achieved from street cleaning and does not seek to define the frequency required to achieve this standard. A contract based solely on the Code would be *output-based* in that it would not state how often any sweeping should happen, only that the stated cleanliness standards and response times are to be maintained.
- 4.33 The current Accord contract is mainly *input-based*, street cleaning frequencies are defined, although it is also loosely based on the Code. When sweeping has been carried out, the standard achieved is measured against the grades of cleanliness, defined in the Code.
- 4.34 New performance indicators on street cleanliness, which form part of BV199, have been introduced this year.
- BVPI 199b - graffiti.
  - BVPI 199c - flyposting.
  - BVPI 199d - flytipping.
- 4.35 There have been significant changes to the way in which council performance on street cleanliness is measured by the Government. In particular, this changed from the Code of Practice on Litter and Refuse (COPLR) to BVPI 199 (now BVPI 199a) in April 2003. The main difference is that the COPLR focuses on the level of *litter* present, whereas BVPI 199 focuses on both the level of litter and the level of *detritus* present.
- 4.36 To measure street cleanliness performance, BVPI 199a surveys require 300 random inspections to be made in a four month period, three times per annum. The inspections are broken down equally into ten defined land uses within a rotational spread of 5 wards based on the Index of Multiple Deprivation. The land uses bear only limited relation to the zones under the Code. At each inspection a litter score and a detritus score are recorded. The survey result is one combined score based on aggregated litter and detritus scores. It is expressed as a percentage where the lower the percentage the better the performance.
- 4.37 In Haringey these surveys are currently carried out independently by ENCAMS, who also survey for 27 other London Boroughs as part of the Mayor's Capital Standards programme. The result for Haringey in 2003/04 was 46% and in 2004/05 it was 32%; both scores were below the London average. The score for Haringey for the first survey of

2005/06 was 23%, this shows further improvement and now places Haringey *above* the London average.

- 4.38 The Government Department for Environment, Food and Rural Affairs (DEFRA) oversees BVPI 199a and sets a benchmark for council performance. For last two years the benchmark has been lowered from 30% to 25% in recognition of the progress that all councils have made.
- 4.39 The scoring for both BVPI 199b and 199c is carried out at the same time and sites as the scoring for BVPI 199a. The score is percentage based where the lower the score, the better the performance. The ENCAMS surveys have been capturing these scores since April 2003. Retrospective scores are not yet available but the scores for the first survey for 2005/06 are:
- BVPI 199b - graffiti - 5%
  - BVPI 199c – flyposting - 2%
- 4.40 These scores compare well with the 27 other London Boroughs surveyed by ENCAMS.
- 4.41 BVPI 199d for flytipping will be a score to show how well councils are doing to reduce the level of flytipping that occurs in their borough along with increasing the level of enforcement action that is taken to deal with offenders. One annual score will apply in a range of 1 to 4. A good score will be one that shows falling levels of flytipping allied to rising levels of enforcement. As yet it is not possible to provide an indication of how the council is performing for BVPI 199d. A Scrutiny Review of Flytipping has been provisionally planned for 2006/7.
- 4.42 In addition to the monitoring carried out by ENCAMS regular monitoring is carried out by both council monitoring officers and by the contractor, to ensure a rapid response to problems and to maintain quality standards. It is a requirement of the contract that the contractor carries out self-monitoring inspections against the PIs set out in the contract and reports the results to the council on a monthly basis.
- 4.43 The standard of cleanliness in Haringey has improved over the last 2-3 years. Evidence of this is provided by the results of the residents' survey, client monitoring inspections and the ENCAMS surveys. Even so, two of the three contractual PIs are not in the green category.
- 4.44 The introduction of BVPI 199a as the means by which the council is measured for performance on cleanliness, provides the council with an opportunity to review the original contractual performance indicators. The council can use these to negotiate new performance indicators with Haringey Accord that will not only drive up expected standards of cleanliness but comply with the new BVPI itself. **The Scrutiny Panel recommends that the Waste Management Service seek to negotiate with the contractor (Haringey Accord Ltd) to develop**



**performance indicators and targets based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199 (Executive Summary recommendation 4).**

## **5. Street Cleansing Strategies**

- 5.1 During the Review Members considered the strategies currently in place for street sweeping and cleanliness of streets and highways, including the targeted strategies for litter prevention and enforcement in different parts of the borough.
- 5.2 The strategy for street cleaning in Haringey has been developed in accordance with the legislative requirements of the Environmental Protection Act, 1990 (EPA), the integrated Waste Management and Transport Contract with Haringey Accord Ltd (the Waste Management Contact), the Better Haringey programme and the requirements of the Best Value, Corporate Performance Assessment (CPA) and Residents' Survey performance targets.
- 5.3 Uniformed patrolling officers have been operating across the borough since September 2005, October being the first full month of deployment. Officers are tasked with a range of duties, including inspecting all traders on their beats and inspecting for offences relating to duty of care arrangements and street trading conditions. This work is assisted by information supplied by the contractor on trade waste revocations and variations, commercial officers and joint working with Street Scene client monitoring officers.

### Littering, Street Cleansing and the Law

- 5.4 The Environmental Protection Act 1990 (EPA) and the Clean Neighbourhoods and Environment Act 2005 (CNEA) provide the main statutory framework for street cleaning and litter enforcement. The Clean Neighbourhoods and Environment Act 2005 (CNEA) will introduce significant new powers for environmental enforcement, including fixed penalty notice options. Many of these powers will not be available until April 2006 and DEFRA has recently consulted on guidance to support these new powers. Currently the main service delivery mechanisms for litter and cleanliness enforcement are delivered through the Environmental Crime Group and substantially through Street Enforcement officers and Enforcement Wardens.
- 5.5 Strategies need to ensure that the Council makes maximum use of existing and new powers on litter enforcement (e.g. under the Clean Neighbourhoods Act).

### Fixed Penalty Notices

- 5.6 Fixed penalty notices are an effective and visible way of responding to low-level environmental crimes and the Government is encouraging their use. The CNEA provides powers for a litter authority to establish fixed penalty fine levels, with default payments of £75 or £100 for relevant offences.

- 5.7 The CNEA will significantly extend the availability of the Fixed Penalty Notice option and provides a power to a litter authority to authorise persons, other than those it employs, to issue fixed penalty notices. This is supplemented by arrangements under the Police Reform Act 2002 to allow Police Community Support Officers and other accredited persons to be provided with this power.
- 5.8 During the Review, Members considered the council strategies in place to deal with different kinds of litter and the current and prospective statutory powers for enforcement.

#### Littering Offences

- 5.9 The Environmental Protection Act 1990 (EPA) establishes an offence of depositing litter in public open spaces or other relevant land. Under the CNEA this has been extended to all places that are open to the air, including private land and land covered by water. Offences for littering can result in a fine up to £2,500 or under the EPA a fixed penalty notice can be used as an alternative method of disposing of the offence.
- 5.10 The CNEA has also extended the definition to clarify that it does include smoking litter and chewing gum. This means that environment officers can issue fixed penalty notices for littering offences such as discarded wrappers, cigarettes etc. In practice however, such interventions can however present health & safety risks and it is often difficult to obtain offender details. Enforcement is supported with publicity and signage to inform and advise potential offenders.

#### Commercial Litter

- 5.11 Litter from businesses is controlled through the use of Street Litter Control Notices. The use of these is determined by separate order that prescribes the commercial operations covered and the size of area that the notice can cover (100m in the case of most retailers). The CNEA has extended this to include mobile units but the recurrence of a problem has to be demonstrated. Penalties for failing to comply will include the option of a fixed penalty notice. Officers will be undertaking work to encourage shops to adopt a local voluntary code for litter picking and waste minimisation etc.
- 5.12 Commercial waste is regulated through the EPA and there is a duty of care to prevent waste produced and stored by a business escaping as litter. This includes arrangements to ensure that waste is kept secure from vandals, thieves, animals, accident or weather. Trade waste can only be collected by a licensed waste collection company. The use of CCTV is used to identify dumping, but is currently limited and restricted to redeployable cameras at dumping hotspots.

- 5.13 Where premises operate through a street trading licence, licence conditions are in force in Haringey to control cleanliness matters arising from any goods or obstruction placed on the highway. Failure to comply can result in loss of licence, seizure and prosecution.
- 5.14 The Licensing Act 2003 and Haringey's licensing policy statement provide that conditions may be attached to a premises licence to control public nuisance. Problems identified in the policy include littering, the breaking of glasses and bottles, vomiting and urination.

#### Litter on Open Land

- 5.15 Litter Clearing Notices introduced under the CNEA replace Litter Control Areas under the EPA. Notices can require litter to be cleared from unoccupied and openly accessible land and to require owners to prevent future defacement. The Act provides powers for cost recovery as well as fines up to £2,500 for failure to comply with a notice and fixed penalty notices.
- 5.16 Litter Abatement Notices can be served where a duty body such as Network Rail fails to keep relevant land clear of litter or refuse. This can require it to be swept or be a prohibition on the land becoming defaced by litter. Fines of up to £2,500 can be awarded and costs reclaimed where a litter authority exercises a right to cleanse land in default.
- 5.17 Officers are tasked with identifying land other than the highway that is being littered. Notices to remedy defects found are being used with clearance arranged as work in default where necessary. Under new powers officers will be able to issue fixed penalty notices where breaches occur. Land ownership is however often obscure and in some cases land is unadopted. Any debt created by this enforcement route that cannot be collected through debt recovery is potentially a risk to Enforcement service budgets.

#### Free Literature

- 5.18 Free literature distributed in public places is a common source of litter. The EPA, as amended by the CNEA, allows local authorities to designate by order their own land and highways in which the distribution of free literature requires consent. There has to be evidence to show that free literature constitutes a problem for an order to be made. Offences here extend to those that commission literature distribution and fees can be imposed for the issue of consents.

#### Skips

- 5.19 Conditions relating to the overfilling and covering of skips is enforced through the Highways Act. Skip permissions and conditions are enforced through routine patrols. The Parking Service, which issues

permits, will in future be identifying locations for routine inspection. Breaches can be dealt with by way of prosecution, revocation of licence and seizure of the skip itself. In future, a fixed penalty notice option will exist.

#### Motor Vehicle Repair

- 5.20 The repair of vehicles on the highway can result in the deposit of oils and stains on the highway. The CNEA defines offences relating to repair of vehicles on the highway which can be dealt with by way of fixed penalty notices.

#### Graffiti and Fly Posting

- 5.21 Powers to control graffiti and fly posting exist in the Antisocial Behaviour Act 2003, providing powers for the issue of fixed penalty notices on persons responsible. The CNEA and Town and Country Planning Act 1990 extends this power to include notices that require for the removal of advertisements and a cost recovery mechanism. Locations that are routinely fly posted, such as abandoned premises, are being targeted using powers under the Town and Country Planning Act. All of the initial ten locations targeted have now been improved. Where building hoardings are in place these are being treated with a finish that cannot be fly posted.
- 5.22 The second approach being taken is to target the beneficiaries of fly posting. Notices are being served to require removal of fly posters and prosecutions are currently in progress. In the longer term it is intended to pursue Antisocial Behaviour Orders as this has been noted as proving successful in the London Borough of Camden. Graffiti and Fly posting are now included in the BV199 indicator of cleanliness.

#### Dog Fouling

- 5.23 The CNEA empowers local authorities to declare dog control orders which establish offences relating to control of dogs, exclusion of dogs and dog fouling.

#### Pigeon Mess

- 5.24 The London Local Authorities Act 2004 creates a power for local authorities to serve a bird proofing notice on the owner or occupier of a building or structure (including a bridge) fronting upon, crossing or overhanging a highway where habitual nesting, roosting or alighting of birds is causing a nuisance to pedestrians using the highway.

#### Detritus

- 5.25 Detritus such as mud, soil, grit etc is not considered to be litter, however the Highways Act Chapter 9 provides powers to prevent such

material being carried onto the highway. The removal of detritus is, however, now included in the BV199 performance indicator as a measure of council performance on street cleaning.

#### Cleansing strategies - recommendations

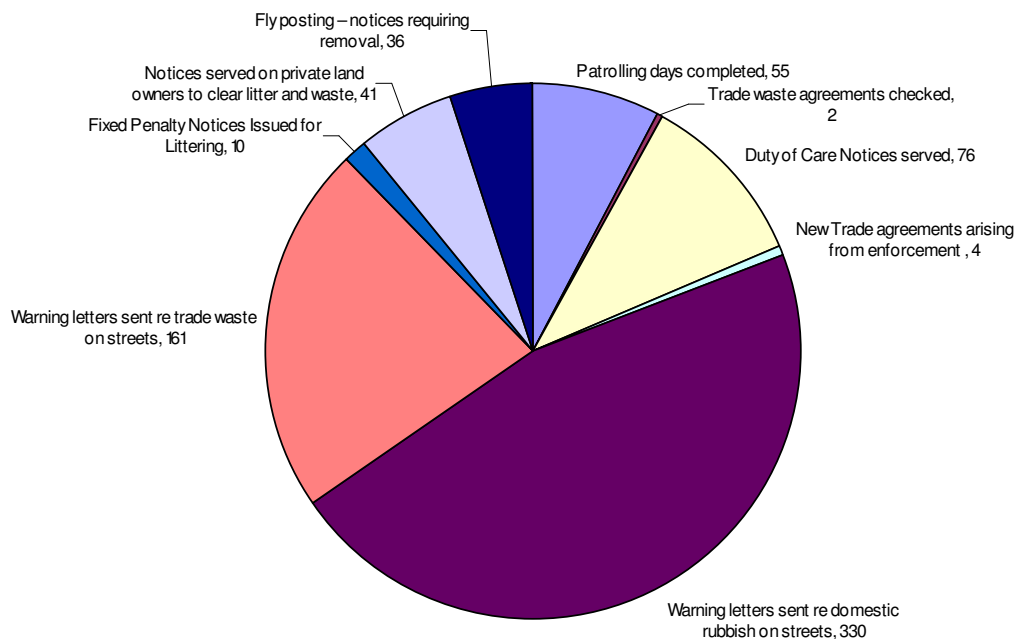
- 5.26 A Street Cleanliness Action Plan must be developed to steer the delivery of strategies to deal with different kinds of identified litter problems, including leaves, chewing gum, cigarettes, fast food litter, skips, motor vehicle repair, fly-posters and graffiti, dog fouling and pigeon mess. The Action Plan should take full account of the new statutory powers available to the council and the key performance priorities for improving street cleanliness. The Action Plan should also include specific remedies to particular identified problems – e.g. for flats above shops with no room for bins the remedy is timed collections of bags on the street. **The Scrutiny Panel recommends that a Street Cleanliness Action Plan be developed to steer the delivery of strategies to deal with different kinds of identified litter problems (Executive Summary recommendation 9).**
- 5.27 A mapping exercise should be undertaken to identify and target littering “hotspots” to ensure improvements to the dirtiest areas of the borough. More detailed mapping and targeting of the borough’s street cleanliness should enable the development of a system to target resources more effectively to maximise performance. It could also enable more intelligent allocation of litter prevention, such as the allocation of litter bins or anti-littering publicity. Mapping information should be available from sources such as the contractor’s performance feedback and from internal and external survey data. **The Scrutiny Panel recommends that a system is developed to identify and target littering “hotspots” to target the worst hit areas of the borough (Executive Summary recommendation 8).**

#### Haringey Enforcement Strategies

- 5.28 The new Street Enforcement service joins up enforcement powers within a single borough wide and visible service. This service, in its current form, has only been operational since September, but it would appear that it is able to deliver improved and visible improvements on litter and street cleanliness.
- 5.29 Officers act as eyes and ears for other services and report litter accumulations on the highway and overfilled street rubbish bins. The future programme to tackle environmental eyesores (the Eyesores Programme led by the Heavy Enforcement Team) will be one strategy for tackling sites that have a significant detrimental impact on the areas in which they are found. Nuisance garages and highway abuses are auctioned through the Heavy Enforcement Team, but with evidence collected by Street Enforcement officers and Enforcement Wardens.

5.30 Response investigations seek to work to a one-hour initial response target for all urgent complaints with all investigations undertaken within 24 hours. Investigations can be in relation to any street enforcement matter but will often reflect complaints about fly tipped and discarded waste, especially rubbish and litter accumulations on private land and unadopted land.

5.31 To give an indication of the spread of work undertaken by the enforcement service, the graph below shows the activity for the Street Enforcement team in October.



5.32 Future enforcement activity is strengthened by new powers under the CNEA. Many of these powers including the fixed penalty notice for offences will not be available until April 2006. In the interim, arrangements to revise the existing enforcement policy and to establish robust arrangements for the management of these new powers are required.

5.33 Haringey Council needs to sustain and increase the level of litter enforcement as environmental crime grows and more powers are made available to fight the problem. The scrutiny panel supports the bid to the Neighbourhood Renewal Fund for Street Enforcement and monitoring enhanced provision and also proposes that Street Enforcement and monitoring enhanced provision be supported for

future mainstreaming in the 2007/8 Pre-Business Plan Review. **The Scrutiny Panel recommends that Haringey Council sustain and increase the level of litter enforcement (Executive Summary recommendation 7).**



## 6. Service Delivery

- 6.1 Street sweeping and waste management services in Haringey are delivered for Haringey Council through a private contractor. The level of service provided is negotiated between Haringey Council and the contractor and regulated through contract.
- 6.2 The Integrated Waste Management and Transport Contract (the Waste Management Contract) provides the basis for the delivery of Haringey's street cleaning and waste management services by a private contractor on behalf of the council. The street cleansing service in Haringey has been carried out by Haringey Accord Ltd under contract since December 2001 and the Waste Management Service is the client for the contract.
- 6.3 For public highways and Housing Land the duty under section 89 of the Environmental Protection Act (EPA) is expedited through the Waste Management Contract. The Waste Management Contract was let by the Council in December 2001 for a term of 8 years, with the option of a 7-year extension.
- 6.4 The functions covered by the Waste Management Contract include:
- Street cleaning.
  - Housing Land cleaning.
  - Clearance of fly tipping.
  - Refuse collection.
  - Winter maintenance.
  - A customer contact centre.
- 6.5 Service delivery in the Waste Management Contract is loosely based on the Code of Practice on Litter and Refuse (COPLR), issued in accordance with the EPA in 1991. The arrangements for street and housing and cleaning reflect the service delivery strategy that was in place at the time it was let.
- 6.6 The service delivery strategy seeks to maintain a minimum frequency of sweeping at levels that are sufficient to deal with the intensity of litter expected. This strategy provides for predictable sweeping operations and enables the council to monitor sweeping activities carried out by the service provider.
- 6.7 The Waste Management Contract contains a range of performance indicators (PIs) and threshold standards covering the various functions which are required to be carried out by the contractor on behalf of the council. The main roads in the borough are required to be swept on at least a daily basis, most are swept more than once per day. Residential roads in the borough are swept at least once per week.

- 6.8 Since the contract began the basis upon which council performance on street cleanliness is measured has changed. The new performance indicator is BVPI 199a which takes into account not only the level of litter present, but also the level of detritus.
- 6.9 The current Waste Management Contract is *output-based* for zone 1W streets, for example Wood Green High Road. Cleaning of all other zone 1 streets, and all zone 2 and 3 streets, are *input-based*, (street cleaning frequencies are defined and explicit within the contract).

#### Street Sweeping, Prospective Contractual Requirements

- 6.10 The requirements of the council delivery of street sweeping and cleanliness have changed since the introduction of the contract and Haringey Council has now to negotiate with the contractor to adapt and deliver continuous service improvements.
- 6.11 With the introduction of BVPI 199a, Waste Management Contract no longer match the performance indicators by which the council is measured and compared with other boroughs. As the contract still has four years to run, with a possible extension, the Review Panel believes that it is sensible to review the performance indicators and negotiate new ones.
- 6.12 The Scrutiny Panel has concluded that there is a need to develop clear client-side requirements for the street sweeping and waste collection contract.
- 6.13 The contract specifications for the new Waste Management Contract (due for renewal in 2009) must be identified now to allow for the best arrangements from the agreements with the contractor in view of the need for targeted improvements based upon an up to date indicators of local authority performance. This should also include identification of the provisions for enforcement within the client-side contract performance framework. **The Scrutiny Panel recommends that the contract specifications for the new Waste Management Contract be identified (Executive Summary recommendation 1).**
- 6.14 It is recommended that the WMS seeks to negotiate with HAL to discontinue current PIs and targets based on the Code of Practice on Litter and Refuse (COPLR) and replace these with new PIs and targets based on BVPI 199a. These should be based both on the ENCAMS surveys as well as on locally agreed PIs and targets based on BVPI 199a principles.
- 6.15 The council also needs to identify other possible improvements and developments it would like to negotiate with the contractor. **The Scrutiny Panel recommends additional future investment for:**
- **A dedicated detritus removal team.**

- **A Saturday night refuse collection and street sweeping service**
  - **Borough-wide timed collections on main roads**
  - **A review of the framework for the frequency of street sweeping based upon need across the borough.**
  - **A requirement to sweep the area after large items of dumped rubbish have been collected (Executive Summary recommendation 2).**
- 6.16 Developments and improvements in service delivery are contingent upon the delivery of services by street sweeping operatives on the ground. For this to be effective it needs to be backed up with appropriate identified training and development.
- 6.17 A Training Programme for street cleaning operatives, agreed with the contractor, should help to ensure that the contractor is able to provide the appropriate quality standard of service in accordance with the requirements for targeted performance improvement. The programme should include induction training. **The Scrutiny Panel recommends that a Training Programme be agreed with the contractor for street cleaning operatives to ensure that the contractor is able to provide the appropriate quality standard of service (Executive Summary recommendation 3).**

#### Housing Estates

- 6.18 The Scrutiny Review Panel considered street cleanliness on housing estates and how this might further be improved. Street cleanliness and the dumping of litter can be a problem on some estates.
- 6.19 The Scrutiny Panel believes that there is a need to review the level of monitoring required to improve street cleanliness on housing estates. Currently there is just one officer responsible for the monitoring of housing estates for the whole borough. The employment of a further officer in this role would enable more effective monitoring of estates to improve cleanliness.
- 6.20 There is also a need for clear systems for cross departmental communication need to be strengthened to ensure that issues are identified and followed up. This includes housing services, but also other council services such as education and council property management. **The Scrutiny Panel recommends that Haringey Council, in partnership with the Arms Length Management Organisation responsible for the management of housing estates in Haringey, review the level of monitoring required to improve street cleanliness on housing estates (Executive Summary recommendation 6).**

## **7 ‘The Bigger Cleaner Picture’ – A holistic view from Cllr Stanton**

7.1 During the Review, Members of the Panel received oral evidence from Cllr Alan Stanton, Member for Tottenham Hale. Cllr Stanton’s presentation illustrated the point that street cleanliness is not just about the operational side of street sweeping and collections, but that bringing together different agencies in a co-ordinated approach and understanding some of the underlying causes of littering and dumping behaviour are key to providing solutions.

7.2 Key points raised were:

- The need to send out the right messages to litterbugs, e.g. that it is not alright to leave rubbish on the street – this message can sometimes be lost
- The more the Council cleans the streets the more some residents feel absolved of responsibility not to litter
- The possibility of prosecuting people who leave unauthorised skips on the street
- The need for effective mechanisms for reporting and dealing with rubbish / flytipping
- The need to take opportunities to make public spaces more green and attractive – it improved people’s appreciation of an area
- Civic pride is a key concept and one that we need to engage with residents about – the Better Haringey Campaign should take account of this.

7.3 Cllr Stanton tabled a paper “Environmental Scrutiny, Conversation with Keith Collins” – a note of an informal meeting on 5<sup>th</sup> August 1999, where Keith Collins was interviewed by a Haringey Scrutiny Panel about his work on recycling in Haringey, London and in North America, and to suggest some goals for the future in Haringey.

7.4 Mr Collins worked in recycling in North America and Britain for many years. He worked with London Pride Waste Action Programme and London Recycling Consortium, a team of people working on recycling projects who aimed to assist Local authorities, voluntary and community groups. In Canada he worked with “Green Industry” projects, where he reported that the whole community participated in local environmental campaigns; homes, workplaces and schools.

7.5 Mr Collins advised Scrutiny on Haringey’s problem of litter and dumping. Experience in North America points to a need to challenge the culture of dumping litter and waste. He advised that change is not achieved by campaigns to “keep tidy”; what makes a real impact is changing the general perception of what is normal behaviour in disposing of litter and waste. In the US this can be seen in a city like Seattle; in the UK, in Bath, where campaigns for clean streets are linked to effective and widespread recycling. The key element is

making local environmental campaigns a reality and creating this reality has underwritten a whole cultural shift.

- 7.6 Mr Collins advised community engagement on cleanliness and recycling in an ethnically diverse social context like Haringey. He said that Toronto is an ethnically diverse city, which set out to engage its different communities; campaigns were targeted at specific communities and through different local organisations. Toronto's 'theme' was to establish recycling in the different spheres of people's lives: "live, work, learn, and play", so for example, they aimed at recycling in parks, schools, and in people's homes.
- 7.7 Cllr Alan Stanton and Mr. Keith Collins have emphasised the important of a joined up co-ordinated campaign for a cleaner borough, which not only aims to improve environmental services, but also to understand the underlying causes of littering and waste disposal and engage the community in prevention. Without this approach, more efficient street cleaning services can paradoxically make littering worse if they add to the public perception that it is alright to dump litter and litterers feel absolved of responsibility.

## 8. Public Education and Publicity

- 8.1 Haringey Council is making progress towards achieving a cleaner, more attractive borough, but it cannot achieve this alone. Cleaner streets result not only from effective street sweeping services, but also by changing behaviour of local people living, visiting and working in the borough. Engaging the community in the effort to make Haringey a cleaner place to live is an important part of making real improvements and council publicity and public education campaigns can help to achieve this.
- 8.2 During the Review the Panel considered some of the Better Haringey publicity used to promote the Council's campaign for a cleaner borough. The panel found this to be a very impressive and effective campaign, which emphasises a positive approach to promote cleaner streets and demonstrate that street cleanliness is a priority for Haringey Council. The panel also heard about some of the approaches used by ENCAMS publicity material.

### A Better Haringey

- 8.3 Members of the Panel received evidence on the Better Haringey Campaign. The campaign was launched in Autumn 2003 as a drive to clean up the borough, including an investment of an additional £5m every year. The campaign focussed upon making Haringey "Cleaner, Greener and Safer" and encouraging residents to play their part.
- 8.4 An important part of the Better Haringey campaign has been engaging the local community and making sure that the council communicates the right messages. This initiative has included Better Haringey Events for all residents, attending community events with information and leaflets, borough wide advertising campaign on tubes, buses and billboards and newspaper, magazine and radio advertising.
- 8.5 Borough-wide media campaigns have included:
- *Promoting cleaner streets: asking people to use the 400 new litter bins.*
  - *Warning rubbish tippers: a £20,000 fine for any business that dumps rubbish.*
  - *A schools poster competition "Don't drop litter or dump rubbish" theme*

- *Anti graffiti campaigns, anti littering campaigns: “You wouldn’t want somebody to do this in your house, why do it in your street”*
- *Public awareness: “Cleaner, Greener, Tougher is working. We’re spending £5 million on cleaning up and improving Haringey”*
- *Radio advertising LBC, London Greek and London Turkish Radio, Kiss FM*

8.6 Engaging other local organisations has also been an important part of the strategy. Campaigns have included:

- *Community Volunteers Scheme for residents*
- *Junior Wardens Programme in Schools*
- *Environmental Education and Events for Schools*
- *Better Haringey Awards to reward residents, community groups and businesses*
- *Working with Area Assemblies ‘Making the Difference’ Budgets*
- *Engaging with Local Organisations e.g ‘Friends of Parks’ Groups, British Trust for Conservation Volunteers (BTCV)*

8.7 The Better Haringey campaign has been very successful in bringing cleaner streets to the top of the community agenda and improving public awareness of this issue. Communicating this message to the general public is important because achieving improvements in street cleanliness is in reality not just a matter for Environmental Services, but a partnership between the council and the local community. Community engagement is therefore a vital component of the Better Haringey agenda.

8.8 In order for the Better Haringey campaign to have credibility, it was important that it coincided with visible improvements in street cleanliness on the ground, so that the public can see the relevance of the campaign and the improvements that the campaign promotes. The Scrutiny panel believes that this has been successful and that the public perception of a cleaner borough co-insides with real improvements in street cleaning performance.

### Communicating Cleanliness

- 8.9 Better Haringey publicity will develop and evolve to communicate the key messages that the Council wants to make to the community. The Scrutiny Panel believes that the next stage of publicity could also include focussed campaigns for litter prevention targeted at particular groups.
- 8.10 During the Review, the panel heard that ENCAMS can provide advice and publicity resources for targeted anti-littering campaigns. These seemed to be aimed more generally at enforcement and litter prevention and it is surmised that this may complement the more positive messages associated with the Better Haringey campaign. ENCAMS publicity material might be cost effectively incorporated into local campaigns by adding the Haringey Council or Better Haringey logo to the publicity, already professionally produced for ENCAMS.
- 8.11 Anti-littering campaigns need to be strategically targeted at particular groups of people, e.g. young people, particular neighbourhoods and new communities. The target audience will influence the kind of publicity and key messages being adopted. Publicity also needs to be targeted at particular localities in the community, to target the right messages at the right people in the right places, this includes:
- Local businesses - takeaways and shops
  - Local schools
  - Local housing estates
  - Transport terminals.
- 8.12 This kind of publicity will enable campaigns targeted at particular identified problem litter, e.g. cigarette litter around transport terminals. It is suggested that the council consult ENCAMS to determine what existing campaigns and education materials can be effectively utilised by Haringey Council.
- 8.13 The Scrutiny Panel believes that a Better Haringey campaign to promote civic pride would build upon the success of the previous campaigns and would emphasise the achievements of the council in improving the cleanliness of Haringey's streets. This campaign should crucially inform residents on how they can do their bit to make Haringey cleaner and greener and how to interact with Haringey Council to clean up the borough. **The Scrutiny Panel recommends that a Civic Pride campaign should highlight the measures been taken to improve the cleanliness of Haringey's streets. It should also inform residents on how to access services and to report problems (Executive Summary recommendation 10).**
- 8.14 Nevertheless, street cleanliness is a partnership between the Council and the local community. An important part of delivering a cleaner



borough includes litter prevention and persuading people not to litter and to take pride in their neighbourhood. The Council's publicity must acknowledge the community role in keeping the borough clean, as well as inform about the Council's services. It is suggested that the Better Haringey campaign should be further developed to engage the public, local businesses, schools, youth clubs and other organisations in delivering a cleaner environment. Alongside achievements of the Council's Environmental Services there must be a clear message about litter prevention. **The Scrutiny Panel recommends that a targeted Street Cleanliness publicity campaign be developed, in line with Better Haringey publicity, and using appropriate 'Litter Prevention' advice and resources from ENCAMS (Executive Summary recommendation 11).**

- 8.15 The image of the service adds to the public visibility of the Council in improving street cleanliness. The high quality standards aspired to for street cleanliness need to be reflected in the image and visible presence of street cleaning officers, operatives and equipment everywhere and that all staff and equipment should be easily identifiable with Haringey Council and the Better Haringey campaign. **The Scrutiny Panel recommends that the presentation and image of street cleaning staff and equipment be easily identifiable with Haringey Council's Better Haringey Campaign. (Executive Summary recommendation 12).**

## 9. Conclusions

### Conclusion A:

**THERE SHOULD BE CLEAR CONTRACTUAL REQUIREMENTS FOR STREET SWEEPING IN THE WASTE MANAGEMENT CONTRACT.**

### Conclusion B:

**THE WASTE MANAGEMENT CONTRACT MUST BE LINKED TO EFFECTIVE CLIENT SIDE MONITORING AND ENFORCEMENT.**

### Conclusion C:

**EXISTING GOOD PRACTICE SHOULD BE RECOGNISED AND ENCOURAGED.**

### Conclusion D:

**THERE MUST BE EFFECTIVE PUBLICITY AND COMMUNICATIONS ON STREET CLEANING AND CLEANLINESS:**

- I. HARINGEY'S CIVIC PRIDE CAMPAIGN, 'BE++ER HARINGEY', MUST BE USED TO FOCUS ON THE POSITIVE ASPECTS OF WHAT HAS BEEN DONE AND ON KEEPING THE BOROUGH'S STREETS CLEAN.**
- II. THE COUNCIL NEEDS TO USE APPROPRIATE NATIONAL RESOURCES, ESPECIALLY ENCAMS PUBLICITY, FOR LOCAL CAMPAIGNS TO FOCUS ON THE NEGATIVE ASPECTS OF DIRTY STREETS. PREVENTATIVE MESSAGES CAN BUILD FURTHER ON THE MESSAGE OF THE 'BE++ER HARINGEY' CAMPAIGN.**

- 9.1 Haringey Council has made significant improvements in street cleanliness in recent years. It has achieved this both through ensuring that Haringey Accord Ltd meet the requirements of the contract, and by ensuring that additional investment has been well targeted on delivering results. The Scrutiny Panel commends these achievements and the strategies put in place to drive up performance and would like to see this momentum maintained for ongoing improvement and to meet the rising expectations of residents.
- 9.2 Although Haringey has become a cleaner borough in the last few years, with performance on street cleanliness marking real achievements, comparative performance is still average compared to other London boroughs. This is because the general trend has been for all local authorities to improve. To improve performance against other London boroughs and against other comparable local councils, to push Haringey Council into the top quartile of performance, the next stage of the improvement process will have to become even more ambitious.
- 9.3 The requirements of the Comprehensive Performance Assessment (CPA) mean that there will need to be step change improvement in

residents' survey result for satisfaction with street cleansing. The actions already implemented, and proposed, to improve BVPI 199a performance are aimed at achieving this.

9.4 Recommendations have been put forward to enhance standards and performance:

- *a target to achieve top quartile performance of local authorities by 2009*
- *additional future investment for a dedicated detritus removal team, a Saturday night refuse collection and street sweeping service, borough-wide timed collections on main roads,*
- *a review of the framework for the frequency of street sweeping based upon need across the borough*
- *performance indicators and targets based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199.*

9.5 A number of specific recommendations have been put forward by the Review Panel to build on the success of the street cleaning strategies, including:

- *an increase in the level of litter enforcement*
- *a system to identify and target littering "hotspots"*
- *a Street Cleanliness Action Plan to steer the delivery of strategies to deal with different kinds of litter problems*

9.6 In order to drive these improvements in the light of the new Government measures of council performance on street cleaning, the council needs to have clearly identified requirements for the delivery of street sweeping and waste management services, which need to be negotiated with the contractor.

9.7 There is a need to develop clear client-side contractual requirements for the street sweeping and waste collection contract, both to inform the development of services within the current street sweeping and waste disposal contract and to identify the client side requirements of any future contract negotiations. Recommendations have been put forward to be taken into account as client side requirements:

- *The identification of contract specifications for the new Waste Management Contract.*
- *A training programme to be agreed with the contractor for street cleaning operatives to ensure that the contractor is able to provide the appropriate quality standard of service.*

9.8 Driving improvements in street cleaning services has been a partnership between Haringey Council (the client) and Haringey Accord Ltd (the contractor), and joint monitoring has played a significant role in this. Monitoring and enforcements of the contract will continue to be an

important aspect of ensuring that improvements are driven home according to the performance requirements of the council.

- 9.9 A particular area of monitoring that the Scrutiny Panel considers necessary to be reviewed is monitoring on housing estates. It would appear that the level of monitoring is at present insufficient to guarantee the high standards aspired to, and the Scrutiny Panel has recommended a review of the level of monitoring required for improving street cleanliness on housing estates
- 9.10 The council needs to make sure that it makes full use of new enforcement powers arising from the Clean Neighbourhoods and Environment Act 2005 (CNEA). Many of these are already available, some powers will become available in April 2006. The Council also needs to make full use of building partnerships with other statutory authorities, local business and residents, as well as utilising existing and new technology for enforcement.
- 9.11 The use of CCTV is currently limited and restricted to redeployable cameras at dumping hotspots. It is proposed that tasking information will be taken from and passed to the CCTV control centre. This will include information about littering and cleanliness offences relating to trade waste, domestic refuse, nuisance traders, licensed premises activity and skips.
- 9.12 A further planned area for CCTV and other surveillance is litter from vehicles. Where a registered owner allows litter to be deposited from a vehicle or where a vehicle used to transport waste is a source of litter, action can be taken proceed against the owner of the registered vehicle or the person named as being in control.
- 9.13 Improving the cleanliness of the borough should be seen as a partnership between Haringey Council and all sections of the local community. The Scrutiny Panel was impressed by the publicity used through the Better Haringey Campaign to promote a cleaner borough and believes that publicity and communications should be further developed to include:
- *Public education – including a Civic Pride campaign to highlight the measures taken to improve the cleanliness of Haringey’s streets and engage residents*
  - *Prevention and enforcement campaigns, in association with ENCAMS publicity material.*
  - *Ensuring that street cleaning staff and equipment are visibly identifiable and present a positive image in line with Haringey Council’s Better Haringey Campaign*
- 9.14 This review has looked at one of the more visible Council services. The nature of the service and public concern over clean streets means that this is an area that requires ongoing examination and constant

development. The current street cleansing contract has passed its mid-way point, it is vital that plans are thoroughly developed now for the tendering and monitoring of the next contract. Finally this review must be seen in context with the related Scrutiny work on Neighbourhood Wardens (January 2006) and Dumping & Fly-tipping (expected 2007).

## Appendix Key Stakeholders

*Organisations, groups and individuals that have an identified interest at stake in the area under review. This may include policy makers, managers, front line delivery, voluntary sector agencies, interest groups and service users, including minority and "hard to reach" groups.*

### The Executive

Cllr Hillman – The Executive Member for Environment

Cllr Haley – deputy Executive Member

### Key Officers

Ann Fisher –	Director of Environmental Services	
Beverly Tayler –	Assistant Director Environment (Street Scene)	
Joanne David -	Assistant Director Service Improvement, Environmental Services,	X4517.
Robin Payne	Assistant Director for Environment (Enforcement)	X5513
Steve Russell	Housing Renewal / Direct Response Manager	X5533
Mike McNicholas	Contract Manager – Manager of Accord contract	x5668
Robert Curtis	Group Manager for Environmental Crime	X5286
Steve McDonnell	Head of Waste Management & Transport	X5661
Paul Vanston –	Senior Project Manager - Recycling and Waste Management, Environmental Services	X5655
Matt Maher	Policy and Projects Officer, Director's Office, Environmental Services	X 4502
Seema Manchanda	Head of Economic Regeneration	X2616
Zena Brabazon	Head of Neighbourhood Management	X4534
Steven Clarke -	Director of Housing	
Julien Higson	Assistant Director (Strategy and Needs)	X4338
Jackie Thomas –	Assistant Director (Neighbourhood Management)	
Simon Godfrey	Strategic Services Manager, Housing Directorate	X2199
Sharon Shoesmith -	Director of the Children's' Service (schools)	
Mike Davis	PSHE Advisor	X2228
Bob Goldsmith	Neighbourhood Development Manager	X4531
Bob Dawes	Head of Policy, Partnerships and Consultation	X2967

Other key stakeholders

	<u>Other Councils</u>	
London Borough of Islington	(they use ACCORD)	
Suffolk County Council	(doing well on BV199)	
	<u>Council Partner Agencies</u>	
	ACCORD	
	<u>Community Organisations</u>	
	Tottenham Traders (local businesses) Tottenham Town Centre Partnership (ask Neighbourhood Management about stakeholders)	
	<u>Residents Associations</u>	
	Simon Fadedda - AGRA (Avenue Gardens RA)	
	LADDER RA	
	Muswell Hill RA	
	Green Lane Strategy Group	
	Tottenham Town Centre infrastructure groups	
Dave Morris	Haringey Federation of Residents Associations	

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Agenda item:

**Overview & Scrutiny Committee**
**On 13<sup>th</sup> February 2006**
**Report Title:** Scrutiny Review of Repairs to Highways and Footpaths

**Report of:** The Chair of the Repairs to Highways and Footpaths Review Panel

**Wards(s) affected:** All

**Report for:** **Non-Key Decision**
**1. Purpose**

To agree the conclusions and recommendations of the Review.

**2. Recommendations**

That Members consider and agree the conclusions and recommendations of the Review, as outlined in the Scrutiny Review report.

**Report Authorised by: Members' & Democratic Services Manager (Scrutiny)**
**Contact Officer: Sharon Miller, Principal Scrutiny Support Officer**
**Telephone: 020 8489 2928**
**3. Executive Summary**

3.1 This Scrutiny Review was commissioned by the Overview & Scrutiny Committee as part of its work programme for 2005/06. The 33 London Boroughs are the highway and planning authorities for the majority of roads in London. It is each borough's responsibility to ensure that their roads are properly maintained and that development control decisions do not compromise the safety and efficiency of the transport network. Over the past twenty-five years the pressures on our roads have increased with the sheer volume of traffic and the increased axle loads of our heaviest vehicles. The privatised Utilities seem continually to be excavating and filling in holes to leave an unsightly patchwork of fixes and make goods.

- 3.2 All local authorities must respond to these challenges: this Scrutiny Review will look at Haringey's response and how this might be improved.
- 3.3 The Council has a responsibility under The Highways Act 1980 to maintain its carriageways and footpaths in a safe condition. It is not required to repair every defect, of which it becomes aware, but must undertake regular inspections and have in place a clear maintenance policy
- 3.4 For the last two years the Council has been investing a total of £1.375 annually on planned maintenance for roads, pavements and street furniture. Transport for London provides additional investment of around £800k for principal road maintenance.
- 3.5 This investment has mainly been allocated on a worst first basis, based on the results of the road condition survey. The focus initially has been on treating specific sections of highway rather than the entire length, although additional investment this year is allowing some complete roads to be resurfaced. A section by section approach can mean that while the worst sections of the highways may be treated in one year, other sections just below the intervention level continue to deteriorate and thus require treatment the next year.
- 3.6 The Government's national target to resolve the current backlog of highways maintenance is 2010. The Council's Highways Department has developed an Asset Management Plan for pavements and carriageways to address these longer term investment needs and has established the level of financial commitment required. Initial estimates indicate the required funding should be in the region of £35m, for the next ten years.
- 3.7 The intention of the inquiry is to focus on resources, repairs; maintenance and communication issues affecting the Highways Service. This includes looking at the role of Ward Members and the level and type of information they receive at the various stages of work on the highways.
- 3.8 In terms of the service delivery, the review set out to look at the balance between reactive and preventative maintenance and the life span of repairs. This included discussions on the relationship between the Highways Department and other agencies involved in works on the highways such as Utilities.
- 3.9 The Review Panel has put forward key conclusions and recommendations aimed at improving the performance of the service and the condition of the road network in the Borough These are outlined in the attached Scrutiny Review report.

**4. Reasons for any change in policy or for new policy development (if applicable)**

The Review has put forward recommendations aimed at improving the performance of the service and to improve the condition of the road network in the Borough.

**5. Local Government (Access to Information) Act 1985**

The background papers relating to this report are:

Minutes of the Repairs to Highways and Footpaths Scrutiny Review Panel  
September 2005 – February 2006.

These papers can be obtained from Sharon Miller, Principal Scrutiny Support  
Officer, Scrutiny Team  
7<sup>th</sup> Floor, River Park House  
Telephone: 020 8489 2928  
e-mail: Sharon.miller@haringey.gov.uk

## **6. Background**

6.1 *Please refer to the Scrutiny Review report (attached).*

## **7. Description**

7.1 *Please refer to the Scrutiny Review report (attached).*

## **8. Consultation**

8.1 N/A.

## **9. Summary and Conclusions**

9.1 *Please refer to the Scrutiny Review report (attached).*

## **10. Recommendations**

10.1 *Please refer to the Scrutiny Review report (attached).*

## **11. Legal and Financial Comments**

11.1 Full legal and financial comments will be sought to recommendations agreed by the Executive in the Executive Response.

## **12. Equalities Implications**

12.1 Equalities Implications will be sought to recommendations agreed by the Executive in the Executive Response.

## **13. Use of Appendices / Tables / Photographs**

13.1 Please find attached the Scrutiny Review report.

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**\*HARINGEY COUNCIL\***

Scrutiny Services

**REPORT OF THE SCRUTINY REVIEW OF  
REPAIRS TO HIGHWAYS AND FOOTPATHS**

March 2006

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## 1.0 INTRODUCTION

- 1.1 The “making up” and maintenance of the footpaths and roads is one of the oldest duties that any parish, Borough or County Council undertakes. Pavements and streets that are well laid and maintained are one of the signature notes of a well run and efficient local authority and residents rightly use the state of the roads as a way of assessing their Borough.
- 1.2 The 33 London Boroughs are the highway and planning authorities for the majority of roads in London. It is each borough's responsibility to ensure that their roads are properly maintained and that development control decisions do not compromise the safety and efficiency of the transport network.
- 1.3 Transport for London is responsible for 580km network of main roads in London, and 15.4 km in Haringey.
- 1.4 Over the past twenty-five years the pressures on our roads have increased with the sheer volume of traffic and the increased axle loads of our heaviest vehicles. The privatised Utilities seem continually to be excavating and filling in holes to leave an unsightly patchwork of fixes and make goods.
- 1.5 All local authorities must respond to these challenges: this Scrutiny Review will look at Haringey's response and how this might be improved.
- 1.6 The intention of the inquiry is to focus on resources, repairs; maintenance and communication issues affecting the Highways Service. This includes looking at the role of Ward Members and the level and type of information they receive at the various stages of work on the highways.
- 1.7 Linking into the theme of performance, the Panel set out to determine how the Highways Department identified and integrated best practice, particularly through piloting innovative methods of highways maintenance.
- 1.8 In addition to consultation and communication with Ward Members the Panel intend to review how members of the public were informed and the methods currently used to provide up to date information, particularly for road users where there were potential traffic delays caused by road works.
- 1.9 In terms of the service delivery, the review set out to look at the balance between reactive and preventative maintenance and the life span of repairs. This included discussions on the relationship between the Highways Department and other agencies involved in works on the highways such as Utilities.

## Terms of reference

1.10 The Panel established the following terms of reference for the review:

- To carry out a review of the repair and maintenance of pavements, highways and roads across the Borough. The review will take account of a wide range of aspects of the service and make recommendations for improvement.

### Objectives:

#### Resources

- To examine the allocation of resources used for repairs maintenance and to examine the balance between capital and revenue expenditure on highways maintenance.
- To establish the scale and reasons for the current backlog of highways maintenance; to benchmark this with the performance of neighbouring authorities and to review the Council's approach to tackling the backlog.
- To consider how the Council deals with insurance claims arising from accidents to pedestrians on the footpaths.

#### Repairs/maintenance

- To examine the balance between reactive and preventative maintenance and the life span of repairs.
- To examine the methods, procedures and priority rating system used to prioritise schedule for repairs.
- To consider the role and responsibilities of Utilities in the repairs and maintenance of the highways and footpath, including enforcement issues for Utilities and others causing damage to the highways and footpaths.

#### Communications

- To review how members of the public are informed of major works and the methods currently used to provide up to date information, particularly for road users where there are potential traffic delays caused by repairs to the highways.
- To examine the role of ward Members and the level and type of information they receive at the various stages of work on the highways, particularly when prioritising schemes.
- To examine how reports of defects from the public are collected, transmitted and dealt with and how the Council communicates with residents.

### Membership of the Review Panel

Councillor David Winskill – Chair

Councillor Jayanti Patel

Councillor Richard Reynolds

1.11 The Panel met between September 2005 and February 2006. During the course of the Review the Panel met with Council officers and consulted with external organisations including Utility Companies and Transport for London.

1.12 We would like to thank all those who spent their valuable time completing our questions and helping the Review Panel to reach its recommendations. Full details of witnesses can be found at appendix one.



## 2.0 RECOMMENDATIONS

### Asset Management and Long Term Funding

1. The Highways Department should ensure that the Asset Management Plan is a maintainable document and used to secure appropriate investment in the highway infrastructure.
2. The Council should explore alternative funding sources including prudential borrowing as a means of providing a source of funding for maintaining the road network in the Borough.

### Maintenance and Repairs

3. The Executive should ensure that priority is given in the Council's future budget so that long term savings and better value for money will accrue in the Department's move toward a robust system of preventative measures in the repair of the road network.
4. The Highways Department should review the practice of continually patching surfaces that might be just below the normal criteria for complete resurfacing.
5. The Highways Department should consider how the life span of highways and pavements might be increased and the financial implications of any changes in practice and use of materials.
6. Where housing projects undertaken by developers cause actual damage to pavements and roads the developers should pay for the repairs. This should be vigorously enforced.
7. Recreation Services should ensure it adopts best practice for tree management in Haringey.

### Utilities and other Statutory Undertakers

8. The Council should lobby Transport for London to secure increased funding for Haringey to finance damage caused by buses using minor and residential roads.
9. The Highways Department should explore strategies to involve Utility Companies with the aim of reaching agreement on how a co-ordinated and planned approach to repairs could be developed in order to keep disruption and cost to a minimum.
10. The Highways Department together with Thames Water and appropriate professional organisations should undertake an assessment of the main drains network in Haringey to establish its condition and the long term implications of the condition of the drains in the Borough.
11. Any Utility Company undertaking works in the Borough should leaflet households and businesses affected with details of the work, how long they are scheduled to take and a telephone hotline number to call if problems arise.

Communication & Feedback

12. The Highways Department should review how it communicates its activities and new initiatives to elected members and residents and should consider using techniques other than printed materials and e-mail, for example, presentations at Neighbourhood Assemblies and meeting Councillors as they attend full council meetings. The Highways Department should consider how other stakeholder groups could be informed of their activities and flow of information so that the impact of road works on residents and businesses can be minimised.
13. A review of the channel of communications between council departments should be carried out, to improve co-ordination and flow of information.
14. Consideration should be given to enhancing the role of Community Volunteer Wardens and giving them adequate training to allow them to report highways defects.
15. The Council's revised website should include provision for street defects to be reported interactively.
16. Highways Department should carry out an in-depth review of the role and responsibilities of the Business Support Section and how it interacts with other customer-focussed sections in the Council to identify any areas for improvement.

### 3.0 EXECUTIVE SUMMARY & BACKGROUND

- 3.1 For the last two years the Council has been investing a total of £1.375m annually on planned maintenance for roads, pavements and street furniture. Transport for London provides additional investment of around £800k for principal road maintenance.
- 3.2 This investment has mainly been allocated on a worst first basis, based on the results of the road condition survey. The focus initially has been on treating specific sections of highway rather than the entire length, although additional investment this year is allowing some complete roads to be resurfaced. A section-by-section approach can mean that while the worst sections of the highways may be treated in one year, other sections just below the intervention level continue to deteriorate and thus require treatment the next year.
- 3.3 The Government's national target to resolve the current backlog of highways maintenance is 2010. The Council's Highways Department has developed an Asset Management Plan for pavements and carriageways to address these longer-term investment needs and has established the level of financial commitment required. Initial estimates indicate the required funding should be in the region of £35m over the next ten years.
- 3.4 The table below outline some key statistics for Haringey's road network together with the numbers and length of roads for which Transport for London (TfL) has responsibility.

#### KEY HARINGEY STATISTICS

Road Classification	No. of roads	Length (Km)
TfL	15	15.4
Principal	28	26.5
Classified	58	37.9
Unclassified	1019	256.2
Footpaths	1120	670

#### The Role of Transport for London

- 3.5 Transport for London is responsible for London's major road network and The London Road Network (TLRN) and is responsible for revenue maintenance and capital renewal. The condition on the network is assessed using (DVI detailed visual inspections) of carriageways and footpaths and SCANNER (a laser type machine used on carriageways). Allocation of funding to routes is based on the condition of the road and TfL uses a management system which enables them to invest at the optimum intervention level. London Boroughs are responsible for other maintained roads in their areas. TfL contributes towards capital renewal of London's Principal Road network. The establishment of condition and modelling system for allocation of resources is carried out in the same way as the TLRN.

- 3.6 The surveys assess the condition of the network in accordance with a UK wide approved system. Condition of roads relates to a number of factors, but no road lasts forever - they deteriorate with time. Any road in London will have a working life dependant on a host of variables including the material, the workmanship, freeze/thaw action in cracks, cumulative axles loading and the number and quality of Utility reinstatements.
- 3.7 Each year, TfL announces Principal Road Renewal schemes that it will fund in each Borough using the process and criteria summarised above and detailed in Borough Spending Plan (BSP) published each year. The announcement for 2006/07 was made in November 2005. However this has to be approved by the Council Executive via The Highways Work Plan 2006, which will be presented to the Executive on 21 March 2006. Boroughs then develop more detailed project plans for the schemes, obtain specific approval from TfL to go ahead, implement the project and claim the costs from TfL. These schemes include footpaths. The BSP also include schemes that require TfL funding for local area treatments such as traffic calming and which will inevitably involve some repairs to local roads and footpaths. BSP Guidance, published annually, provides further information (accessible via the TfL Boroughs Extranet – [www.tfl.gov.uk](http://www.tfl.gov.uk)).

#### 4.0 REPAIRS AND MAINTENANCE OF THE HIGHWAYS AND FOOTPATHS

- 4.1 The Panel heard from the Head of Highways and colleagues from the Highways Department who described how the Council managed the road network.
- 4.2 The Council has a responsibility under The Highways Act 1980 to maintain its carriageways and footpaths in a safe condition. It is not required to repair every defect, of which it becomes aware, but must undertake regular inspections and have in place a clear maintenance policy. The Council's approach is in line with the National Code of Practice as drawn up by the Local Government Association ([www.lga.gov.uk](http://www.lga.gov.uk)).

#### Inspections

- 4.3 Routine walked safety inspections are carried out to all footpaths and carriageways in the Borough at predetermined intervals of between 1 & 12 times per annum (dependent on the category of highways) as follows:

TYPE OF ROADS	FREQUENCY OF INSPECTION
Principal Roads	Once a month
Classified Roads	Once every six months
Unclassified Roads	Once every six months
Principal Shopping Areas	Once a month
Public Footpaths	Once every six months

- 4.4 Ad-hoc inspections of defects reported by members of the public and Councillors are undertaken within 24 hours.

#### Action for reported defects

- 4.5 To ensure effective management of its budget, the Highways Department bases its assessment on the severity, nature and location of defects to establish how urgently the repairs must be done. Defects will only be repaired urgently if they are regarded as hazardous or serious. So that consistent standards are maintained a clear set of categories known as '**Intervention Levels**' are used.

#### Intervention levels

The following intervention levels applied for 2004/05.	
<b>Footpaths</b>	
Classified Roads	20 mm (trips/rocking slabs)
Unclassified roads	20 mm (trips/rocking slabs)
Shopping Areas	19 mm (trips/rocking slabs)
Public Footpaths	19 mm (trips/rocking slabs)
<b>Carriageways</b>	
Principal Roads	40 mm (Potholes)

Classified Roads	50mm (Potholes)
Unclassified Roads	60 mm (Potholes)
Shopping Areas	40 mm (Potholes)
<b>Other routes</b>	
Areas where defects may be particularly hazardous to pedestrians/cyclists (such as pedestrian crossing, road junctions and in or adjacent to kerbs and channels).	40 mm (Potholes)

- 4.6 When it has been decided to repair a defect a ‘Works Order’ is prepared and sent to the contractor. The urgency of the repairs and how quickly it must be done depends upon the severity, nature and location of the defect as follows:

Priority	Severity of defect
Emergency Works Order (with 24 hours) defects	Hazardous
Small Works Order (within 7 days) defects	Serious
28-Day Order	within Intervention levels

- 4.7 The Panel recognises that the Highways Department is working towards a more robust system of preventative maintenance and away from reactive maintenance and asks that priority is given in the Council’s future budget so that long term savings and better value for money will accrue.
- 4.8 Potholes in the roads were the most common complaint received from the public. The Panel discussed how these might be repaired in a way that is both cost effective and long lasting. The Panel learned that ‘patching’ an area when potholes appear is a temporary measure to assure continued serviceability of the carriageway. However, due to insufficient resources there can be a delay between pothole reinstatement and planned carriageway resurfacing or reconstruction.

<p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>• Highways Department should ensure that the Asset Management Plan is a maintainable document and used to secure appropriate investment in the highway infrastructure.</li> <li>• The Executive should ensure that priority is given in the Council’s future budget so that long term savings and better value for money will accrue in the Department’s move toward a robust system of preventative measures in the repair of the road network.</li> </ul>
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## Planned maintenance programme

- 4.9 The Highways Department described Haringey's rolling programme for planned resurfacing works. The locations to be resurfaced are listed in the annual Highways Works Plan that is approved by the Executive of the Council in March each year. These locations are selected based on the results of surveys conducted using the UKPMS (*United Kingdom Pavement Management System*). The criteria for selection are based on Condition Index Values that detail rate of deterioration of the highway.
- 4.10 However the Panel noted that some roads appear to be a mass of patches and that complete resurfacing seem to the layman to be long overdue. It was felt that having roads in this condition contradicts the aim of the Better Haringey Programme.
- 4.11 The Panel took evidence from a representative of John Crowley (Maidstone) Ltd who currently hold the contract for planned maintenance work in the Borough and learned that the company is in the third year of a three-year contract. The annual work programme is agreed between the Highways Department and the contractor at the beginning of each year. With regards to maintenance of the road network, the representative informed the Panel that in their opinion:
- Overall the Council is doing a good job in commissioning repairs and maintenance of the highways.
  - Significant improvements have been noted especially in the heart of the Borough.
  - The Council has picked up on all the major problems affecting the road network and tackled them effectively.

***Recommendation:***

- The Highways Department should review the practice of continually patching surfaces that might be just below the normal criteria for complete resurfacing.

## Funding the programme and Value for Money

- 4.12 Funding was clearly an issue for the Highways Department and early in their discussion Members were keen to ascertain the level of funding enjoyed by neighbouring authorities. The table below demonstrates that Haringey's highways maintenance budget is considerably below that of neighbouring authorities. There are reasons for this disparity. For example some boroughs seem to use more expensive and durable materials and construction techniques which have the effect, for example, of increasing the lifespan of repairs.

**How Haringey compares with other neighbouring authorities:**

Borough	Annual Capital and Revenue budget (showing planned and actual expenditure on road maintenance (reactive and planned maintenance))	Is road maintenance budget ring fenced?	Method of reporting defects by Members and the public
Haringey	£2,400,000	Not ringfenced	Corporate contact centre
Camden	£5,600,000	Not ringfenced	Corporate contact centre but working on new software to take on the task
Islington	£7,800,000	Not ringfenced	Corporate contact centre
Enfield	£8,915.078	Not ringfenced	Corporate contact centre

- 4.12 The Panel discussed in detail the balance between reactive and preventative measures and the life span of repairs. The Panel felt that it is desirable to move towards undertaking more preventative maintenance than reactive maintenance.
- 4.13 The Panel was pleased to learn that Transport for London is in the process of undertaking trials on new more durable materials for use in future road construction and repairs.

**Cause of damage to local unclassified roads.**

- 4.14 Several witnesses confirmed that the local road network is subject to increasing wear and tear. A representative from the contractor, John Crowley of (Maidstone) Limited listed the main cause of damage as:
- Damage to minor roads is caused mainly by buses and other heavy vehicles. These roads were not constructed for use by heavy vehicles.
  - Increase in the number of bus lanes also put more pressure on the highways. It was noted that the Highways Department is in the process of reclassifying some roads that are now used by buses. Extra funding is provided by London Bus Priority Network. (Muswell Hill Road is an example of where additional funds are allocated for road improvements).
  - Street tree and roots were also identified as a major problem causing damage to footpaths.



- 4.15 Remedial tree works is carried out by the Recreation Service under a Service Level Agreement. The Panel notes that the cost of tree works will form part of the budget bid from the department for next year. More frequent pruning would reduce the damage caused by tree roots.
- 5.16 Trees in Haringey are rightly a matter of civic pride. So that our exposure to insurance claims and maintenance costs are kept to an acceptable level, we should investigate and adopt best practice for tree management in Haringey.

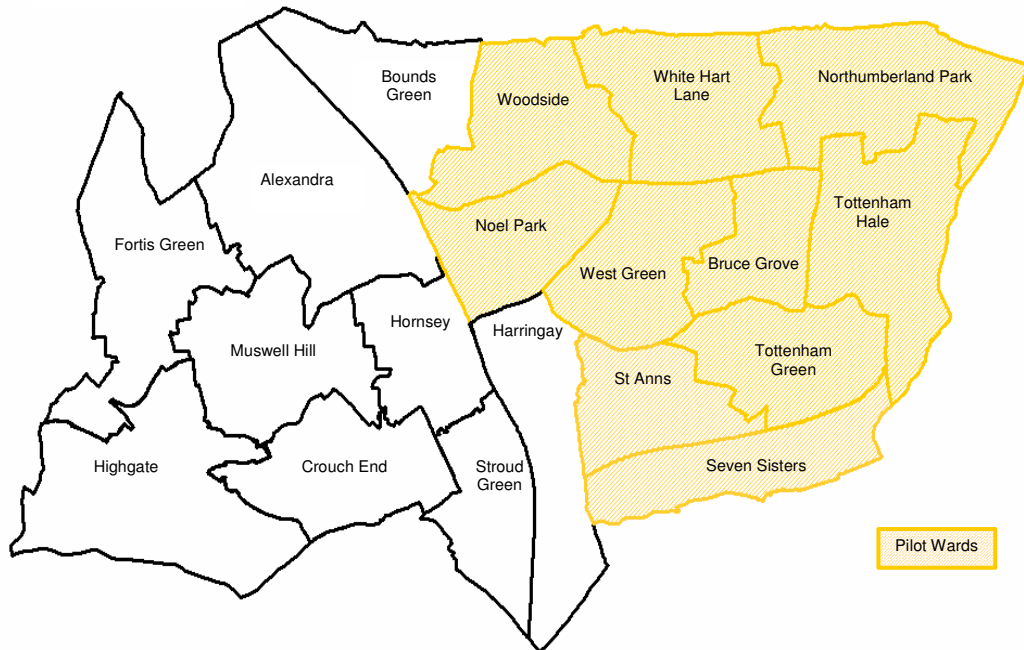
**Recommendations:**

- The Highways Department should consider how the life span of highways and pavements might be increased and the financial implications of any changes in practice and materials.
- The Council should lobby Transport for London to secure increased funding for Haringey to finance damage caused by buses using minor and residential roads.
- Recreation Services should ensure it adopts best practice for tree management in the Borough.

## 5.0 NEXT DAY FIX PILOT SCHEME

- 5.1 Through discussions with the Highways Department the Panel learned of the Council's proposal to introduce 'Next Day Fix' service throughout the Borough, (initially piloted in the east of the Borough) for road and pavements repairs. This includes potholes, badly cracked pavements, and broken street furniture.
- 5.2 The Panel was supportive of the concept of Next Day Fix, which aimed to ensure a much faster response to repairs and improve the quality and efficiency of the process. Over a four-month period approximately 4,500 repairs have been undertaken to the carriageways and footpaths.

Map of the Borough



- 5.3 However the adoption and extension of the scheme borough-wide was dependent on the evaluation of the pilot scheme being positive and on a successful bid for additional funding in 2006/07. The evaluation was positive, although teething problems around quality and monitoring systems were identified as areas for improvement this was borne out by anecdotal evidence gathered by the Scrutiny Review Panel on the quality of some repairs in the small number sampled in the Northumberland Park Ward.
- 5.4 The Panel felt that the main advantages of the scheme are:
- The opportunity it presents for better budget management and forward planning on the part of both the department and the contractor.
  - Advance work programme allowed better and steady workload management for both the department and the contractor.
  - The method of inspection and repair on the same day helped to improved residents' perception of the highways.

- Significant increase in the number of repairs carried out in the east of the Borough (the pilot area) when compared to the west due to efficient use of contractor resources.

5.5 During the Scrutiny Review an e-mail was sent to all Councillors within the pilot area requesting their views of the scheme. Although the response was limited it was clear that many Councillors were unaware of its operation.

5.6 Unfortunately the bid for additional funding was not successful in this budget round and therefore the scheme will not be adopted in the near future.

**Recommendation:**

- The Highways Department should review how it communicates its activities and new initiatives to elected members and residents and should consider using techniques other than printed materials and e-mail, for example presentations at Neighbourhood Assemblies and meeting Councillors as they attend full council meetings. The Highways Department should consider how other stakeholder groups could be informed of their activities and flow of information so that the impact of road works on residents and businesses can be minimised

5.7 The Panel believe that the delivery of planned maintenance coupled with the Next Day Fix Service could have a significant positive impact on the Borough and would recommend that consideration is given to introducing the scheme Borough-wide ensuring that the lessons learned from the pilot are incorporated into any future plans to develop and implement such a scheme.

## 6.0 TRANSPORT FOR LONDON

- 6.1 The Panel is grateful to Transport for London (TfL) for contributing to the findings of this Review. Detailed below is a statement from TfL who wish to preface its response to our questions with the following statement:

*“An important principle that TfL would wish to make clear is that the delivery of transport services and infrastructure in London is a partnership. Most relevantly to your scrutiny, this involves operators / contractors, boroughs (as Highway and Traffic Authorities) and TfL as a regional Transport Authority. Broadly, TfL provides services on borough roads and to locations for which the local authority are responsible. The nature of this is that there are benefits and consequences that arise - and looking only at the impacts of, say, increasing bus services on borough roads, does not correctly reflect all the actual circumstances, for example, better accessibility, lower congestion.*

*A Borough's LIP (Local Implementation Plan) has by statute to include a number of proposals designed to deliver the Mayor's Transport Strategy locally. This provides an opportunity for the borough to set out the delivery of transport and arising statutory targets in a multi-modal, cross-borough manner that has not existed to date. Haringey's draft LIP was received by TfL in August and TfL's report on that draft is due very soon (and has been delayed for a number of reasons).*

*TfL would be concerned that important borough roads could not structurally support buses given the level of other heavy traffic that must use most of them. Similarly, we would be keen to explore implications that there might be significant lengths of local roads technically incapable of supporting buses and therefore, presumably, waste management vehicles, removal and delivery lorries”.*

- 6.2 In response to a question from the Panel about its relationship between the Council and other Utility providers, TfL informed us that under the New Roads and Streetworks Act Utilities must notify highway authorities of start and finish dates of utility works in accordance with the Codes of Practice. TfL's stewards monitor whether the Utilities complete their work in accordance with the notified dates on the TLRN. Again in line with the Code of Practice, sample audits and coring of reinstatements are carried out to ensure compliance. Prosecutions can take place if necessary.
- 6.3 TfL works closely with Utility Companies (and boroughs) in terms of the new Traffic Management Act legislation, for which the relevant Code of Practice has yet to be published. Most of the major Utility Companies are working with TfL to log advanced programmes of work on TfL's London Works system for long term planning. Permitting will be a requirement of the Act in the future, but presently TfL are working with Utilities to put in place a voluntary permitting system. Boroughs are involved usually through their Traffic Manager.

- 6.4 On Borough roads, where traffic signals or bus shelters require disconnection / connection, work can only be carried out by the Utility Company. They treat it as low priority, instead prioritising residential and commercial needs, long timescales can be needed to move or complete such projects. It is to be hoped that greater co-operation and involvement as a result of the TMA will result in TfL and Boroughs seeing better Utility performance and behaviour.

**TfL’s policy regarding buses that run on residential roads in Haringey.**

- 6.5 Under the Highways Act, highway authorities have a duty to maintain the highway infrastructure or protect it as necessary. Bus services are introduced in line with demand, which may change due to, amongst other reasons, land use planning changes (local authorities are the planning authority). TfL require objective evidence of cause and effect in regard to claims that roads could not take buses and that damage was caused by buses, and not attributable to other vehicles.
- 6.6 It is anticipated that the forthcoming TMA will afford greater powers to local authorities in their contact with Utility Companies, and that this may have implications in regard to how the Council deal with them in the future. Some authorities who have experienced problems with Utility Companies have established charters with the various providers thus enabling guidelines to be agreed regarding periods of notice of works, quality of work and reinstatement of the highways, points of contact etc. The Panel is in agreement that the Highways Department should consider producing similar charters in Haringey between the Council and each utility provider, ensuring that such charters have the support of senior managers on all sides and that regular meetings are attended by relevant managers in order to monitor the success of the agreements and to highlight any problem areas. This should not be a token gesture, but should be a meaningful and effective way of improving relations with the utility providers and should be closely monitored to ensure success.
- 6.7 TfL's Service Planning Guidelines state that London Buses aims to provide a safe, high-quality, comprehensive and passenger-led network, which is well integrated with other services. To meet the needs of Londoners, the bus network is developed with stakeholders, including boroughs, and should be:

<b>Comprehensive:</b>	Providing service to all areas and recognising the needs of local people from all sections of the community.
<b>Frequent:</b>	With adequate capacity for the peaks.
<b>Simple:</b>	Easy for passengers to understand and remember, and well-integrated with other public transport.
<b>Reliable:</b>	Providing even services intervals when frequencies are high and running to time when they are low.

**Plans for new bus routes in Haringey**

- 6.8 The Panel heard from TfL that London buses continually reviews the bus network in line with policy, planning guidelines, passenger requirements and stakeholder comments, including and importantly those from the borough/s involved. Therefore the bus network is never static. Within Haringey at the moment TfL are re-introducing the W4 into Broadwater Farm Estate in response to local requests. This would potentially remove the bus from some 'residential' roads. TfL regularly receive requests for buses to serve areas considered remote from the bus network. An example within Haringey is the Campsbourne estate area.
- 6.9 It is the view of the Panel that there is a need for good communication between all Utility Companies with the Council acting as a conduit and champion for local people.

## 7.0 THE ROLE OF UTILITY PROVIDERS

- 7.1 Utility Companies own and operate networks which are buried beneath the highway. They carry out works to the highway as part of the process of maintaining their assets and to provide services for their customers. They have a right to excavate the highway as well as a duty to give notice as to what they are proposing to the local authority.
- 7.2 The New Roads and Street Works Act 1991 (NRSWA) make Utility Companies entirely responsible for the management of their street works. One of the key aims of the Act is to improve co-ordination of road works to the benefit of road users and residents. The legislation gave Local Highway Authorities the responsibility for this co-ordination. Local Highway Authorities are also empowered to charge Utility Companies for inspections that they carry out to monitor their performance. Haringey employs 8 full time inspectors (4 Routine Safety Inspectors and 4 NRSWA Inspectors), whose responsibility includes inspection and monitoring of repair works.
- 7.3 There is major concern by some Members and the public over the relationship with the various utility providers who carry out work across the Borough. The main problems are:
- Poor communication
  - Length of time taken to complete the works
  - Inconvenience caused to residents and businesses.
  - Storage of plants and materials on highways and pavements
  - Issues with the quality of some of the work.
  - Lack of co-ordination of planned works
- 7.4 Some Utility Companies provide the Council with details of their planned work programme for the coming financial year, which is open to negotiation and alteration if any proposed works coincide with planned Council works or other works. There is no requirement for such communication between Utility Companies, so that on completion of one excavation a separate company will then request commencement of separate works. The effect of poor communications between these companies are far reaching and include the digging-up of newly-laid roads; inconvenience to members of the public and resulting enquiries to the Council; a negative perception of the Council who is seen as responsible for all road works within the Borough regardless of who is carrying them out and surfaces not being restored to their former condition.
- 7.5 The Panel discussed in detail the role and responsibilities of Utilities in the repairs and maintenance of the highways and footpaths, including enforcement issues against Utilities and other organisations causing damage to the network.

- 7.6 In a written response to questions from the Review Panel, the National Grid (formerly Transco) informed us that planned works are discussed through quarterly co-ordination meetings with the department in order to try to co-ordinate major streetworks and reduce inconvenience to road users. Attempts have been made to produce a long term (five-year) plan however these are fluid and rather vague due to the fluctuations in 'risk-ranking' (partly based on a number of transient factors). The National Grid believes that their relationship with Haringey is very good and productive. Contact with other Utilities is however, at a local level, cordial but infrequent as there is often no cause for communication between them.

### **Collaborative Working**

- 7.7 The Panel is aware that the Draft Code of Practice on Co-ordination urges that traffic managers should seek every opportunity to programme street and road works together. Trench sharing can minimise street disruption, both street authorities and Utilities should proactively encourage it. The emphasis must be on mutual co-operation between interested parties in order to derive the obvious benefits for the travelling public and Utilities customers.<sup>1</sup> However, according to Graham Chafer (Project Engineer) of The National Grid the reality is that: *"There is often a misinformed belief that we can all share common trenches and work in streets together. Whilst I appreciate that, where practicable, this should be done, it must be recognized that every Utility has its own business objectives and operation policy and procedures"*.
- 7.8 Much of Haringey was developed in the late 1800s and early 1900s, consequently the bulk of our utility services (water, gas and electricity) are now coming to the end of their useful life and over the next few years may need to be reviewed and replaced.
- 7.9 The Panel agrees with the National Grid that Utilities' relationship with the Council can be improved through:
- A mutual appreciation of what each operator is trying to achieve on behalf of their customers and shareholders would help to improve their relationship with the Council.
  - A realisation by governing bodies that much of London's infrastructure is old and its replacement is a vital part of its evolution.
  - A review of NRWSA to give clearer guidelines about Section 74 fines and notices.
  - Improved communication, in particular when notices are sent to a local authority, all Council departments must be notified. The National Grid have a single point of contact through the Electronic Transfer Of Notice (ETON) system but apart from Highways Department Housing, parks, drainage, resurfacing construction etc should be informed through the provision of contact details, as National Grid often receive comments that they are not told about their work.

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<sup>1</sup> Draft Code of Practice on Coordination



- 7.10 The Panel heard similar views from Thames Water in taking on board the guidelines outlined in the NRSWA also that the Council is given the opportunity to attend regular liaison meetings when planned works or capital works are undertaken.
- 7.11 However capital works currently in progress have highlighted some problems between Thames Water and the Council. They are keen to meet with officers to discuss these issues. Thames Water also acknowledged that both parties need to promote a better understanding of the ways that both parties work.
- 7.12 With reference to improving the relationship between the Council and the Utilities, Thames Water states that ongoing consultation and communication at all levels, particularly senior level, both officer and members, with the local authority and Thames Water, all parties seeking opportunities to air issues and share longer term objectives and concerns.

**Recommendations:**

- The Highways Department should explore strategies to involve Utility Companies with the aim of reaching agreement on how a co-ordinated and planned approach to repairs could be developed in order to keep disruption and cost to a minimum.
- A review of the channel of communications between council departments should be carried out to improve co-ordination and flow of information.
- Any Utility Company undertaking works in the Borough should leaflet households and businesses affected with details of the work, how long they are scheduled to take and a telephone hotline number to call if problems arise.

## 8.0 COMMUNICATIING WITH RESIDENTS

- 8.1 One of the objectives of this Review is to consider how members of the public are informed of major works and the methods currently used by Highways Department to provide up to date information, particularly for road users where there are potential traffic delays caused by repairs to the highways.
- 8.2 The Panel learned that in an attempt to improve public perception of the highways the department conducted a survey to gauge residents' perception of roads and pavements. The survey covered the following issues:
- Condition of roads and pavement overall
  - Reporting faults
  - The repair process
- 8.3 The results showed 34% of people were satisfied with the condition of the highway and 50% were dissatisfied.
- 8.4 55% of residents who had reported a defect were satisfied overall with how their enquiry was handled.
- 8.5 A summary of the results is illustrated in the table below. Results are based on 492 interviews of members of the public.

Issue	Feedback	Feedback	Comments
Condition of roads and pavements	34% satisfied	50% dissatisfied	Pavement faults are the main reason for disaffection
Reporting faults and defects	Of those interviewed only 13% have reported faults to LBH	Those who haven't reported faults either had lack of knowledge of reporting faults or believed no action would be taken or it took too long to get through on the phone.	Frequency reported faults relate to footways, carriageways and gullies.
Repair process	55% satisfied	35% dissatisfied	Residents in west of the borough were more likely to be dissatisfied.

8.6 In addition, the Panel took evidence from local residents who felt that much more could be done by the Council and Utility Companies to improve the quality of repairs to the 'public realm'. A representative of Living Streets Haringey told us of the following:

- Unsightly piecemeal repair works.
- When major repairs are undertaken safe re-routing for pedestrians should be a priority.
- There is a need for better consultation for major works and phasing of traffic lights etc.
- General failure to ensure that there is a dropped kerb where people with disabilities are directed from the path due to streetworks.

8.7 The Council is generally the first point of contact for public complaints. It is important that Utilities give advance information and warning to affected users not only about disruption to their services but also if their access is to be affected for any length of time. Details of alternative access arrangements or any other form of mitigating action to be taken by the Utilities should be supplied to local residents.

8.8 The perception of the public is that more can be done to reduce the impact of the disruption caused as a result of street and highway works. Residents told us that in their view:

- There is a need for a strategic overview of pavements and footpaths across the Borough.
- There is a need for good communication between Utility Companies with the Council acting as a champion for local people.
- Quality of services – the Utilities failing to act in a timely fashion.
- It is important to ensure that a holistic approach is taken to highway repairs.
- Lack of adequate signage, protection and illumination around repairs and re-routing for pedestrians.
- There is a need for a 'walking officer' whose main responsibility should include overseeing the pavements and to carry out a review of all pavement condition to ensure a systemic approach is taken by the Council.

- 8.9 The Council and Utilities should endeavour to ensure that their works are planned in such a way as to minimise inconvenience to all road users including disabled people and other vulnerable members of the community. This has implications for the timing of works, the way in which they are carried out and programming of Utilities projects.

### **Community Volunteer Wardens - Case Study**

- 8.10 The Community Volunteer Wardens network have been successful in checking designated areas and reporting problems to the Council. The wardens are very active in the Borough and it was felt that their role could be enhanced to include reporting of highways and footpaths issues. However, there is a need to ensure that the activities of the volunteers was carefully organised to ensure that they dealt with issues of key concerns and that reporting systems within the Council was operating effectively in order to deal with the likely increase in reported problems which would arise.
- 8.11 The Panel interviewed a representative of the Community Volunteer Wardens who related her personal experience of tripping on the pavement, and raised concerns about loose, cracked and uneven and defective pavements. She was unaware of how to report the accident and who to contact in the Council, eventually she raised the incident with her MP. Her injuries resulted in the need for dental treatment that she was unable to pay for as she is a pensioner. Her experience highlighted possible difficulties faced by the elderly and other vulnerable members of the community who, after experiencing falls and accidents might experience confusion and unable to report accurately the time and location details of their experience as a result in many cases (and in this particular case) they will not be eligible for insurance compensation.

Broken and uneven surfaces can be dangerous for the elderly and vulnerable residents



- 8.12 Poorly maintained footpaths can create difficulties for most pedestrian. They are a particular danger for the elderly and disabled – It is the Panel's view that officers need to 'go the extra mile' in helping and supporting vulnerable residents who have experienced falls and accidents as a result of unsafe footpaths and paving stones.

**Recommendation:**

- Consideration should be given to enhancing the role of the Community Volunteer Wardens and giving them adequate training to allow them to report highways defects.

8.13 The public can play an important part in developing a more effective street service by reporting problems. We also considered how members of the public can be kept fully informed of where and when works are due to take place and felt strongly that a good starting point for flexible communication is the internet. This could provide an up to date source of information of repair works across the Borough, allowing road users to plan journeys accordingly. Additionally, the use of local media and 'Haringey People' magazine would be beneficial particularly where major works are disrupting traffic and where delays are expected. It was felt that in order to enable more effective reporting system for the service, the Council should develop a single point of contact to receive such comments and pass them on to the appropriate service. The detailed issues concerning the development of such a contact point would need further consideration.

**Reporting defects by the public and turnaround time for repairs**

8.14 Defects on the public highway are reported to the Highways Maintenance Team through any one or a combination of the following methods of communication:

- Email
- Letter
- Telephone
- Defects Card
- Via Neighbourhood Wardens
- Via the London Borough of Haringey website ([www.haringey.gov.uk](http://www.haringey.gov.uk)) on the fault reporting page.

8.15 The Panel spoke to the Business Support Manager (Street Scene) who stated that her team is responsible for the co-ordination of the complaints listed below. There are four members in the Business Support team that was established initially to manage reports just for the Highways Service; however this has evolved overtime to include most complaints. It was clear to the Panel that the scope of the team had changed significantly.

- Waste complaints
- Recycling
- Highways defects and enforcement
- Highways infrastructure
- Licensing
- Traffic and road safety
- Parking
- Street lighting faults
- Complaints about Utilities – what's gone wrong when works are taking place.

- 8.16 The team act as a conduit for most complaints received from elected Members and the public. CONFIRM – Street Works Management data system is used for recording telephone reports of defects. Calls received after working hours are directed to the emergency out of hours team.
- 8.17 The table below give us an indication of the volume of calls and method of communication used in one month.

Reporting Defects by the pubic June 2005 (Typical month)		
Method of communication	Number received	Percentage of total
Telephone calls	251	75.4
Defect cards	5	1.5
Emails	48	14.4
Letters	29	8.7
Totals	333	100

- 8.18 Specific e-mailboxes are provided for reports by elected Members in addition to street scene e-mailboxes for reporting by the public. It was noted that even though some residents requested feedback regarding their complaints, this was not possible due to the limited capacity within the team. It is the view of the Panel that feedback should be provided to those who request it; residents who take the trouble to report defects must feel they are making a difference.
- 8.19 Better co-ordination of action taken once a complaint about street scene problems was received depended on effective tracking of that complaint and having appropriate systems to record and monitor progress.
- 8.20 One of the main disincentives to residents reporting highways defects is the lack of acknowledgement of reports and information on how their report is progressed through the system.

***Recommendation:***

- Highways Department should carry out an in-depth review of the Business Support Section and how it interacts with other customer-focussed sections in the Council to identify any areas for improvement.
- The Council’s revised website should include provision for street defects to be reported interactively.

## **9.0 THE ROLE OF ELECTED MEMBERS**

- 9.1 Elected members are often the first contact for residents when information is needed. The Panel discussed the extent of consultation with Ward Members regarding repairs in their wards and highlighted the need for them to be kept informed of works, particularly where there is potential disruption to traffic and pedestrians. The Panel believe that it is important that members are notified in good time before works are due to commence as a matter of routine. The Panel is also keen to highlight the potential role of Members in ascertaining whether repairs have been done to a satisfactory standard and reporting the quality and visual appearance back to the department. This type of feedback will enable the department to enforce a higher quality of repairs.

## 10.0 MANAGING RISKS AND INSURANCE

- 10.1 Third party insurance refers to the process of insuring and defending claims made against the Council by a third party. With highways claims, the claimant is likely to be a motorist, cyclist or a pedestrian. During a formal discussion with The Risk and Insurance Manager we learned that local authorities have been given new powers under Section 58 of the Highways Act 1980. This relates to special defence in action against a highway authority for damages for non-repair of highway. It is a requirement for the Local Authority to maintain records of regular highways inspection provide full detailed inspection reports so that they can demonstrate that they are aware of the condition of the roads.
- 10.2 It is a relatively new phenomenon that we are becoming a litigious society. Insurance claims against local authorities are increasing.
- 10.3 Concerns regarding insurance claims have been generated by national and local trends. Nationally claims against local authorities are increasing, costs are rising and as a result money is being diverted away from providing services to residents. In Haringey the average payments run into tens of thousand of pounds.
- 10.4 The Panel considered how the Council dealt with insurance claims arising from accidents to pedestrians on the footpaths.
- 10.5 It is the view of the Risk & Insurance Manager that the Council is very proactive in defending claims; the process was robust and fair – the Council was not a 'soft-touch' and as result of improved record keeping is in a good position to vigorously defend most third party claims.
- 10.6 The rising number of claims made against the Council for trips and falls could be attributed to a number of factors, including:
- The deterioration overtime of the highways network
  - An increased public awareness of potential compensation
  - Solicitors offering their services on a no win no fee basis
  - An increase in solicitors and other companies 'ambulance chasing' clients with highway-related claims.
- 10.7 The Panel learned that insurance claims can be defended if they meet the following conditions:
- The defect which caused the accident was less than the legal intervention limit.
  - The area was inspected under the authority's approved inspection regime.
  - The highways inspectors could not find evidence of a defect in the location.
  - The defect is not the responsibility of the Council.
  - Identified defects are repaired within the defined timescale.



10.8 The Panel was informed that an Insurance Fund has been in place since 1996, from that time approximately 12000 cases have been closed – 1,200 closed without payments.

- Insurance excess has risen from £100,000 to £150,000 for public liability claims.
- Highways and Housing Services generated the highest claims.
- Claims of up to £150,000 were considered to be small claims.

Compensation for accident claims over the last three years					
Claims received since 01/04/02	Claims with no payments made	closed payments	Claims settled with payments made	Compensation to date (£)	Outstanding estimate on claims (£)
794	503		173	300,000	1,700,000

10.9 The Panel was informed that although the outstanding estimate on claims has been set at £1.7m, it must be noted that this is a reserve figure furnished by the insurers based on different categories of accidents or injuries and in most case claims are settled for lesser amounts than the reserve figures quoted.

10.10 The Panel learned that monthly meetings are held with the Insurance Section and Highways Department to develop and review strategies to manage risks to combat compensation claims.

10.11 The Panel acknowledge that a culture is developing within the Council leading to a broader understanding and acceptance of risk management within services and departments. This in turn led to better controls, procedures and reduces claims. For example this means improving the inspections regime (highways and street scene) and keeping up to date documentation would enable the authority to repudiate a number of claims. The consequences of a more effective system should be a safer highway network and the reduction in the number of successful third party insurance claims. This will ultimately save the Council money.

10.12 The main cause of damage to the highways and footpaths which results in insurance claims are as follows:

- Footpaths – due to tree roots lifting paving stones.
- Highways – due to high volume of traffic.
- Damage done to the pavements was mostly caused by vehicles parking on pavements.

**11.0 SECTION 106 PLANNING AGREEMENT IN RESPECT OF HIGHWAYS AND FOOTPATHS**

- 11.1 Part of the Panel's discussions relates to how building developers can be made more accountable for damage caused during development works.
- 11.2 The importance of ensuring that potential external funding is maximised wherever possible. For example the Panel asked how the Highways Services Department dealt with new developments and consequence highways related issues; how Section 106 Planning Agreements will be negotiated in the future and whether the Council will be proactive in order to get Section 106 funds from developers working in the Borough. The Panel acknowledges that general wear and tear on the highway as a result of increased traffic created by developments is to be expected and repairs in such circumstances remain the responsibility of the authority. However the Panel felt that where projects undertaken by developers result in actual damage to pavements and roads the Council should ensure that developers pay for the repairs by vigorous enforcement of Section 106 Agreement.
- 11.3 The Assistant Director, Environment Services (Planning & Environment Policy) informed us that Section 106 Agreements (also referred to as planning obligations) are legally binding contracts between the Council and developers, which include matters linked to a proposed development that has planning permission. They are used to mitigate the adverse impact that a development may cause.
- 11.4 The power to enter into a S106 Agreement is contained in the Town and Country Planning Act 1990. Such agreements are negotiated through the development control process at the planning application stage, and must comply with the strict tests set out in the Government Circular. These ensure, amongst other things, that they are necessary, reasonable and related directly to the proposed development. Where appropriate to the consideration of any planning application, S106 Agreements are negotiated to help facilitate improvement works to highways and footpaths.
- 11.5 The Panel is pleased to note that in negotiating S106 Agreements, the Council will have particular regard to the relevant policies contained within the Adopted and Revised Unitary Development Plans (UDP), and the Council's Supplementary Planning Guidance (SPG). Both the SPG and UDP's contain a list which outlines broadly the type of benefits the Council wishes to secure from different types of development. The list includes traffic calming and highways safety, improvements to cycling and pedestrian routes and facilities, but is not exhaustive and is subject to negotiation.
- 11.6 The Council actively monitors the negotiation and implementation of S106 agreements. This records the heads of term and amount of financial contribution, the date when the money is received, spent and when the work is completed. Essentially, this is to ensure the agreed funds are received from developers and spent in the defined manner.
- 11.7 In this Financial Year, some of the Council has received a total of £150,000 in respect of Section 106 contributions for four schemes. These funds will be available for the Council Street Scene Services.

- 11.8 In addition, Haringey Council in its role as the highways authority can enter into a Section 278 Agreement with developers under the Highways Act 1980. This is a legal agreement, which is undertaken in respect of highways improvements. It enables the Council to build new access roads, make improvements to junctions etc that relate directly to a proposed development and without which planning permission would not be granted.
- 11.9 There is a subtle difference between the two types of legal agreement; the use of Section 106 is to mitigate the impact of a development, whereas Section 278 is to facilitate a particular development. In any case this allows the Council to negotiate funds for improvements to the highway.
- 11.10 In the Panel's view efforts should be made to ensure that maximum funding from developers be obtained wherever this is possible in order to fund related repairs and maintenance of the highway and any improvements which are required as a result of new developments in the Borough. It is important that Highways Department continue to feed into the planning process in order to allow a wider picture to be considered at the planning application stage.
- 11.11 It is the Panel's view that the attractiveness and hence marketability of a housing development is partly influenced by the state of the immediate surroundings. If roads and footpaths are in need of repair and refurbishment the Council should explore ways of working with the developer to affect these works. In practise for such a system to work there must be an improved dialogue between Planning and the Highways Department

**Recommendation:**

- Where housing projects undertaken by developers cause actual damage to the pavements and roads, the developers should pay for the repairs. This should be vigorously enforced.

**12.0 OTHER ISSUES CONSIDERED BY THE SCRUTINY REVIEW PANEL****Drains network in Haringey**

- 12.1 It is beyond the scope of this Review to provide detailed information regarding the drains and sewage network which is also identified by the contractor as one of the most serious issues affecting the long term condition of the highways in Haringey. It is the view of the Panel that unless the condition of the drains is improved, long term improvements to the highways will be impossible to achieve.

**Recommendation:**

- The Highways Department, together with Thames Water and appropriate professional organisations should undertake an assessment of the main drains network in Haringey to establish its condition and the long term implications of the condition of drains in the Borough.

**Alternative sources of funding - Prudential Borrowing**

- 12.2 One of themes of this Review is to encourage long term sustainable solutions that will improve the Boroughs' road network. We understand that discussions are ongoing between Highways Department and the Director of Finance to explore alternative funding sources, including prudential borrowing, and recommend that these should be prioritised and examined as a means of providing adequate funding for the road network in the Borough.
- 12.3 The Local Government Act 2003 sets out a new financial borrowing power for local authorities to use unsupported prudential borrowing for capital investment. Prudential capital plays a key role in capital finance for local authorities. It helps local councils to determine their own programmes for capital investment in fixed assets that is central to the delivery of quality service. The Local Government Association in its recent paper 'Using Prudential Borrowing: One Year On,' highlights examples opportunities and a number of benefits of using prudential borrowing. <sup>2</sup>It can help to smooth capital programmes and free up revenue. Some authorities are using prudential borrowing to improve footpaths, which has a dual benefit of improving the street scene and also reducing a number of insurance claims that the council pays due to accidents on footpaths. For example Manchester City Council has used prudential borrowing in its replacement footpaths programmes. Eventually savings on maintenance and compensation claims will render the proposal self financing, at the same time achieving immediate improvement to the quality of footpaths in the target areas. Salford City Council is also using prudential borrowing for investments in its highways. It recognised that the state of the highway network in the city of Salford was poor and there was a chronic shortage of funds available to rectify the situation.

**Recommendation:**

- The Council should explore alternative funding sources including Prudential Borrowing as a means of providing a source of funding for maintaining the road network in the Borough.

<sup>2</sup> Local Government Association : Using prudential borrowing: one year on

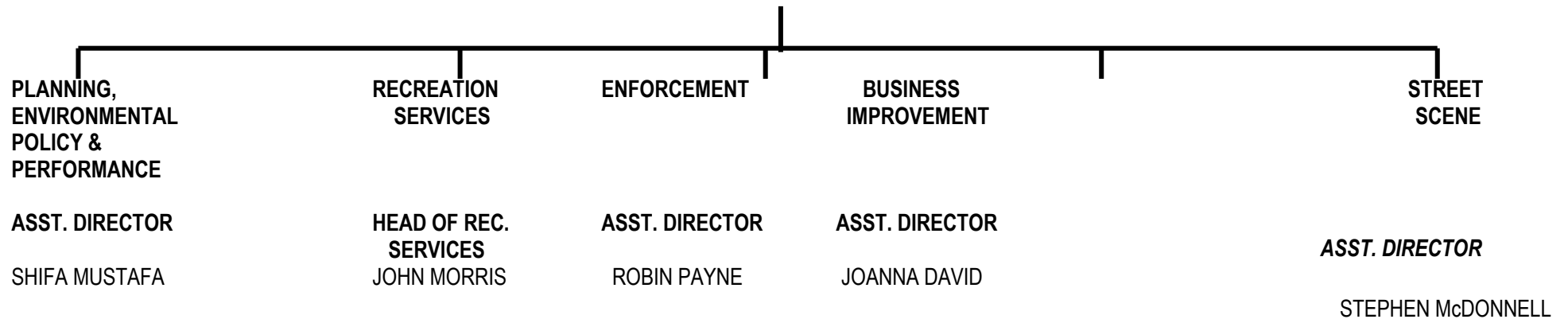
## 13.0 CONCLUSION

- 13.1 There are many recommendations in this report signposting how Haringey can address day to day problems that arise as in the reporting of faults the response to faults and their relationship with TfL and the Utilities
- 13.2 However, even if all of these initiatives were to be taken up Haringey is ultimately engaged in a game of 'catch-up'. The main recommendation therefore must be that Haringey reaffirm its commitment to long term planning for the future of one of our most significant capital asset – our highways and pavement network. Unless adequate finances is obtained and set aside for investment we will never be able to be in a position to simply undertake planned maintenance but continually fire-fighting in an effort to keep the traffic moving.

## LIST OF WITNESSES:

Alex Constantinides – Head of Highways, Street Scene	Haringey Council
Laurence Pratt – Team Leader, Highways Management Group	Haringey Council
Councillor John Bevan	Elected Member
Eugene Buckley	John Crowley (Mainstone) Ltd
Richard Carter	Gabriel Contractors
Trudie Eagle, Risk & Insurance Manager	Haringey Council
Marian Cooney – Business Support Manager	Haringey Council
Ms Unger	Local Resident
Tunji Oladejo Head of Highways Maintenance Group	Haringey Council
Peter Munday - Engineer	Transport for London
Jill Sterry	Thames Water
Michael Cavanagh, Regional Communications Adviser	National Grid
Mark Bennett – Head of Borough Funding Borough Partnerships	Transport for London
Fyi Faderin – Technical Officer, Highway Engineering	London Borough of Camden
Rebecca Aldred – Highway Services	London Borough of Enfield
Richard Stanford-Beale – Interim Highways Maintenance Manager, Street Management Division	London Borough of Islington
Paul McKay	Living Streets Haringey
Dick Muskett – Neighbourhood Manager	London Borough of Haringey
Pam Moffat	Local Resident
Shifa Mustafa - Asst Director Planning + Environmental Control	Haringey Council

**ANNE FISHER**



- Building Control
- Development Control
- Planning, Policy & Development
- Regeneration
- Transportation Policy

- Recreation Strategy
- Leisure
- Sports Development
- Parks
- Grounds Maintenance
- Trees
- Allotments
- Conservation
- Cemeteries & Crematorium

- Environmental Health
- Trading Standards
- Housing
- Commercial
- Direct Response

- Service Improvement
- Business Planning and Performance Monitoring
- Complaints and MEs
- Special Projects

- Highways Management
- Highways & Traffic Engineering
- Road Safety
- Parking Control & Enforcement
- Waste Management & Waste Disposal
- Transport Fleet & Passenger Transport
- Project Management of Better Haringey

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# The Scrutiny Review of Teenage Pregnancy

*Final version published 13<sup>th</sup> March 2006 by London Borough of Haringey Chief Executive's Service.*

*Report of the Teenage Pregnancy Scrutiny Review Panel (sub-committee), London Borough of Haringey Overview & Scrutiny Committee.*

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## **Foreword by the Chair**

Teenage pregnancy is a significant problem nationally and for boroughs like Haringey in particular. The United Kingdom has the highest rate of teenage pregnancy in Western Europe and although rates across Europe have fallen since the beginning of the 1970's, rates in the UK have remained stable with no significant reduction over the same period.

Teenage Parents face a great deal of challenges just coping with being a parent and being a teenage parents can seriously affect the chances of a young person to be successful in other areas of life. Teenage parents often go on to have less prospects at school, in further education, in employment, and often suffer from relative deprivation. For this reason, the Government is taking action to reduce the number of teenage conceptions and to provide better support for teenagers who do become parents. This scrutiny review has looked at the range of issues involved to see what is happening as part of this initiative in Haringey and to see if anything more can be done.

Teenagers are constantly bombarded with confusing messages, from television, pop music, not to mention their peers and educators working with young people are trying to redress the balance of information, so that young people can make better, more informed choices. During this review we have spoken to a range of different agencies involved in delivering the strategy and we have drawn up this report to give an overview of what is currently in place, as well as areas we would like to see enhances to build upon the good work already being done.

**Cllr Gideon Bull**

**Chair – The Teenage Pregnancy Scrutiny Review Panel**

## **Executive Summary & Recommendations**

### Membership of the Review

Cllr Gideon Bull (Chair)

Cllr Judy Bax

Cllr. Melanie Simpson

### External Advisers

Mary Rogers – Regional Teenage Pregnancy Co-ordinator, Regional Public Health Group, Government Office for London.

### Scope and Aims of the Review

#### Aim

To consider the strategies adopted to address the issue of teenage pregnancies and support services provided for teenage parents.

#### Objectives

1. To assess the effectiveness of the current preventative strategies for teenage conceptions
2. To assess the effectiveness of the current arrangements for support for teenage parents
3. To consider the different needs and strategies for prevention and support for different age groups
4. To consider the different needs and strategies for different sections of the community, including special needs and different ethnic groups.
5. To consider the effectiveness of arrangements for multi-agency working, joined up services and mainstreaming approaches to dealing with teenage pregnancy.

### The Scrutiny Review of Teenage Pregnancy

The Scrutiny Review of Teenage Pregnancy was commissioned by the Overview and Scrutiny Committee as part of its work programme for 2005/6 in order to help focus attention on the delivery of the Community Strategy target to reduce the rate of under 18 conceptions and establish a downward trend by 2010 and to consider the support arrangements in place for teenagers when they do find themselves pregnant.

The Review comes at a time when the co-ordination of the Teenage Pregnancy Strategy is being transferred over from Haringey Primary Care Trust to the Council and when there is an renewed impetus to improve the performance against challenging local and national objectives.

At the very end of this review, new statistics have been released by the Department of Health, which update the statistical trends shown in this report. In summary these show that:

- Haringey's under-18 conception rates are at 68.6% and the lowest they have been since 2000. They have continued to show a steady fall, although Haringey is still 10% up based on the original 1998 baseline figure.
- Haringey's actual number of under-18 conceptions has also continued to fall since 2001 and at 282 is only 1 higher than in 2000.
- Haringey's 'traffic light' is still at red, although 29% of under-18 conceptions are to married or cohabiting women – the highest in inner-London.
- Although Haringey has not hit the 2004 target of approx 55%, should rates continue to fall at the same rate as since 2002, Haringey would meet the 2010 target of 30%.
- Rates for Haringey's statistical neighbours on the deprivation index, Hackney – 69.4% (-10%), Southwark – 85.2% (-2.3%), Lambeth – 84% (-1.5%) & Lewisham – 70.2% (-12.3%). Haringey has the worst change in rate compared to baseline, but has the lowest actual rate of the 5 statistical 'neighbour' boroughs.
- 53.5% of under-18 conceptions lead to abortion. This is a huge increase. 31.9% - 97-99; 40.6% - 01-03. This has implications for the sexual health agenda, contraception services & also termination of pregnancy counselling services. However, other than Hammersmith & Fulham at 53.3%, Haringey has the lowest termination rates of any inner-London borough and is lower than the Inner-London average of 59.6%

### The Scrutiny Process

This Scrutiny Review was commissioned by the Overview and Scrutiny Committee in recognition of the key government targets for both Haringey Council and Haringey Teaching PCT to reduce teenage pregnancy and to help more parents into education, employment and training.

Reducing the number of conceptions is a key community strategy floor target.

#### *Teenage Conception*

Reduce the under-18 conception rate by 50% by 2010 as part of a broader strategy to improve sexual health. (Joint with the Department).

The Teenage Pregnancy Unit has also set targets for Haringey:

- *To reduce the rate of teenage conceptions among under 18 year olds by 55% by 2010*
- *To set an established downward trend in conception rates for under 16 year olds by 2010*
- *To increase the participation of teenage parents in education, training and employment to 60% by 2010. (Ref. Teenage Pregnancy Unit – Haringey specific target).*

The Review Panel has considered evidence from a range of key stakeholders, including the Children's Service and Haringey Teaching Primary Care Trust, as well as key documentary evidence and presented its findings in this report.

The report outlines the key conclusions and recommendations of the Scrutiny Review Panel, which will be considered by the Overview and Scrutiny Committee and put forward to Haringey Council Executive for an Executive Response. The

Executive will be asked to consider the key conclusions and respond to each of the recommendations with an Executive Decision. The Executive Decision may either:

- Agree the recommendation,
- Amend the recommendation, or
- Reject the recommendation.

Where the Executive chooses to amend or reject the recommendation, it is asked to provide the reasons for its decision. The Executive will take account of how the recommendations fit with the Council's overall policy objectives and any financial implications.

### Scrutiny Recommendations

The following recommendations have been put forward by this review:

#### **Recommendation One - Enhancing sex and relationships education**

It is recommended that school governors, working with secondary head teachers and Haringey Council officers ensure that the importance of SRE is understood as a key lever to prevent the incidence of teenage pregnancy. This includes:

- work with head teachers and governors to ensure that there is increased take-up of training for PSHE coordinators, leading to improved quality and impact of teaching and that take up by schools is monitored.
- 4YP and Education for Choice services offered to all schools
- A revised policy on teenage pregnancy and sexual health to be adopted by all schools, with links to relevant Child Protection Policies.

#### **Recommendation Two - Improving Standards for SRE Education**

It is recommended that Haringey Council and HTPCT provide guidance to educators on best practice and quality standards

#### **Recommendation Three - Improving Accessibility**

It is recommended that accessible services are delivered when young people need them, where young people need them and delivered in a way that is convenient and appealing to young people.

- Improving the accessibility of sexual health and advice services to young people is improved
- Making sexual health, family planning and young people's service provision be made more accessible and appropriate in light of the data analysis findings.
- Expansion of dedicated young people's sexual health services particularly to vulnerable groups and in geographical hotspot areas, promoting close collaboration with schools
- Providing venues accessible to young people including through the development of Children's Centres
- A telephone advice line for all young people who need advice or help on sexual health and pregnancy
- Improving web site information and links to web sites for young people on range of sex and relationship advice.

#### **Recommendation Four - Targeting High Risk Teenagers**

It is recommended that Haringey Council and Haringey Teaching Primary Care Trust improve information identifying and targeting teenagers most at risk of pregnancy and strengthen delivery of targeted services for "hard to reach" groups.

**Recommendation Five - Stepping Up into the future**

It is recommended that the Stepping Up programme be made accessible through the Children's Network, to be given greater coverage across the borough and that funding should be assured for the future, building on its strengths and addressing identified weaknesses.

**Recommendation Six - Improving access to childcare for teenage parents**

It is recommended that access to childcare for teenage parents is improved, including through the development of Children's Centres, which should ensure that there is appropriate affordable provision for teenage parents and through increased childcare facilities in colleges of higher education and the use of childminders.

**Recommendation Seven – reaching teenage parents who need support**

It is recommended that further mechanisms are put in place to reach teenage parents who need support and advice services. This should include the development of a local strategy for targeting those young parents not in contact with services and a peer support group to promote access to a broader spectrum of teenage parents in Haringey.

**Recommendation Eight - Sex and Relationships Education**

The review panel recommends that work on Sex and Relationships Education be strengthened in the community, including engagement through the Youth Service and other community groups. The panel would like to see closer collaborative working between the Youth Service and 4YP services, including connections.

**Recommendation Nine -Improving Intelligence on Teenage Parents**

It is recommended that the Teenage Pregnancy Partnership Board develop a local database of teenage parents

- Develop information sharing across the sector to facilitate creation of a definitive local database of teenage parents\*\*
- Target for 90% of teenage parents known to the Connexions Service (currently 45% known to the Connexions Service).

**Recommendation Ten - Improved Joint Working**

The panel recommends that specific measures be introduced for improved joint working between the different agencies involved in delivering the Teenage Pregnancy Action Plan, including:

- Better linking up between partners/initiatives to target vulnerable groups more effectively
- Secure Reintegration Officer funding as result of changes in Standards Fund grants for Vulnerable Children Champion promotes LA and PCT joint working

**Recommendation Eleven - Publicity, Information and Advice**

It is recommended that Haringey Council and the Haringey Teaching Primary Care Trust carry out a review of the publicity, information and advice on sexual health and contraception provided to young people as part of their requirement to communicate effectively with young people and involve them in a review of service provision and delivery.

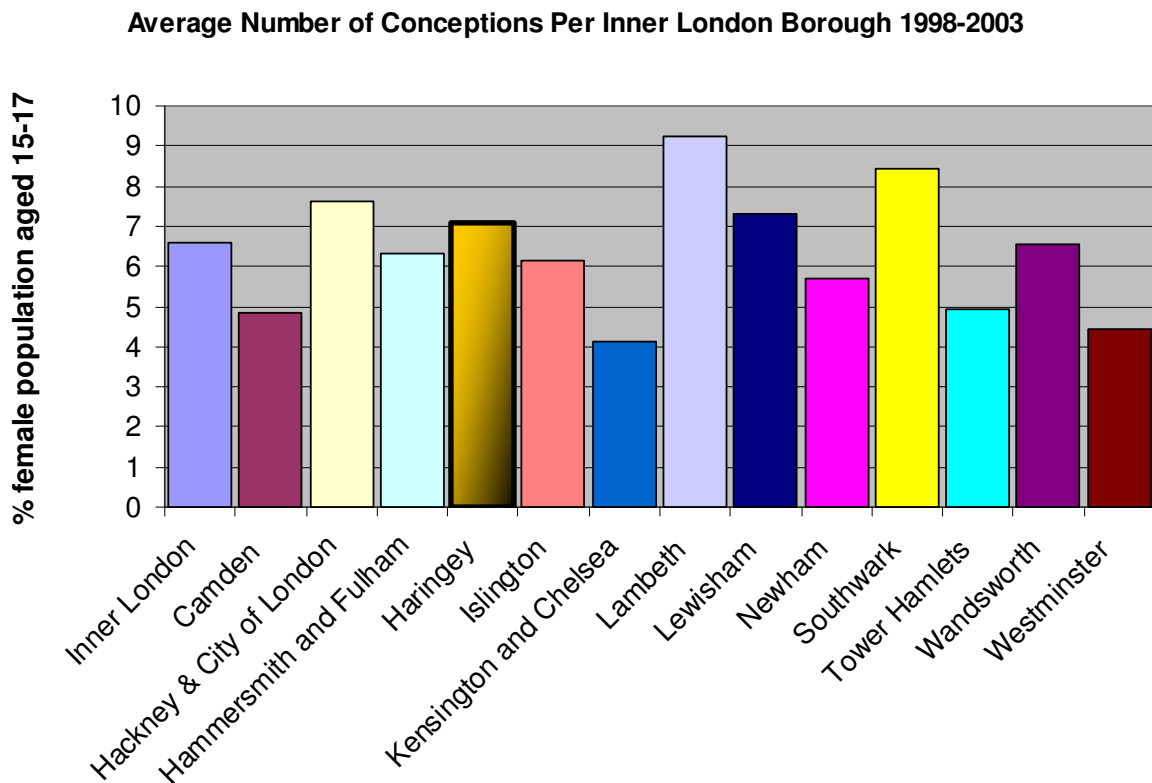
**Recommendation Twelve - Services for Teenage Parents Brochure**



The panel recommends that the information on teenage pregnancy sexual health and advice is made available to young people in a range of languages and formats.

## Chapter One: Introduction

- 1.1. Teenage pregnancy is a significant problem in Haringey. The rate of teenage conception in Haringey was the 5<sup>th</sup> highest in London in 2003 and is consistently higher than the national average. The rate of conceptions fell 10.5% in 2002-3, indicating an encouraging reversal of the rising trend. The only other London boroughs achieving a drop in the conception rate greater than Haringey were Kensington and Chelsea, Hammersmith and Fulham and Richmond Upon Thames.



- 1.2. It remains, however, a considerable challenge to reach the national conception rate target for under 18s in 2010. Overall, the rate has *increased* between the 1998 baseline and 2003 by 13.9%. Performance will need to improve significantly if the 2010 national targets are to be achieved.

### The National Strategy

- 1.3. In 1998, the Prime Minister asked the Social Exclusion Unit (SEU) to study the causes of teenage pregnancy and to develop a strategy to reduce the high rates of teenage pregnancy and parenthood. The findings were published in a report of the SEU 'Teenage Pregnancy' in June 1999.
- 1.4. The SEU report provides evidence of some of the consequences of teenage pregnancy and recommends preventative approaches to help to reduce the rates of teenage pregnancy nationally. The report includes the Government's action plan and sets out a ten-year strategy, including targets for reduction and a programme of national and regional work. The report also sets out the requirements at local level in order to ensure that each local area contributes to the achievement of the national targets.

1.5. The main aims of the national strategy are:

- to reduce the rate of conceptions among under 18 year olds by 15% by 2004, and by 50% by 2010;
- to set a firmly established downward trend in conception rates for under 16 year olds by 2010; and
- to increase the participation of teenage parents in education, training and employment to 60% by 2010 so as to reduce their risk of long term social exclusion.

1.6. The national strategy is focused on four broad themes and these are reflected in local action plans:

- **prevention** - Improving sex and relationships education, access to contraception and sexual health advice services;
  - **support for teenage parents** - tailored maternity services, advice and support from Connexions personal advisors, Sure Start advisors, financial support for childcare and access to supported accommodation;
  - **joined-up action**; and
  - **a media campaign.**

These themes are also reflected in this report.

#### The Haringey Teenage Pregnancy Strategy

1.7. Every top tier local authority in England must have a ten-year teenage pregnancy strategy, developed jointly with NHS Primary Care Trusts and other relevant partners and has to be agreed by the Teenage Pregnancy Unit. The strategy must contain an analysis of local services and context, including local conception rates and targets and plans for ensuring that local strategies address the action points set out in the SEU report.

1.8. Progress of the Haringey Teenage Pregnancy Strategy, as well as the agreed action plan and strategic overview of the plan were considered by the panel during the review. The panel would like to see more measurable outcomes included in the next Teenage Pregnancy Action Plan, which is currently under development.

1.9. Top tier local authorities are required to have a Teenage Pregnancy Partnership Board (TPPB), the membership of which include representation from all relevant partners. The TPPB is responsible for the development of the local strategy and action plan, overseeing implementation and monitoring progress against the agreed targets and performance indicators and providing a joined up approach across all agencies delivering the strategy. Members of the review panel attended the TPPB to receive their views at the beginning of this review. The TPPB in Haringey appears to be well established and well-attended.

#### The Causes of Teenage Pregnancy

1.10. The SEU report summarises the main causes of the high national rate of teenage pregnancy as:

- **Low expectations** – an increasing number of young people who see no prospect of employment and have no incentive to avoid pregnancy;

- **Ignorance** – lack of knowledge about contraception, lack of high quality and appropriate sex and relationships education; and
- **Mixed messages** – surveys used to inform the report showed that a high proportion of young people predominantly learn about sex from the media. This often includes sexually explicit images and messages that may encourage young people to become sexually active without the skills to make responsible choices.

### The Consequences of Teenage Pregnancy

- 1.11. Teenage pregnancy is important because has important consequences for the education, health and social care of both the teenage parent and the baby. These can include:
- Poor health outcomes
  - Poor education outcomes
  - Poor housing situations
  - Poor familial/ social support networks
  - Poor outcomes for children of teenage parents
- 1.12. Teenage pregnancy is often associated with poorer health outcomes. Teenage parents present later with health care officials and therefore may miss out on important aspects to antenatal care. They are more likely to smoke than other parents and are more likely to suffer poor nutrition. Teenage parents also experience higher levels of mental health need; almost two teenage mothers in every five experience post natal depression, this is three times higher than for other parents.
- 1.13. Teenage parents often have poorer educational outcomes. They are more likely to have experienced disruption to their education and are less likely to complete educational studies than other young people of a similar age. Longitudinal studies indicate that teenage parents are less likely to have any formal qualifications at age 33. They are more likely to be in receipt of benefits, less likely to be homeowners and if in employment, more likely to be in unskilled or manual work. There is strong evidence that teenage parents are more reliant on welfare benefits for income and for longer periods of time than other lone parents.
- 1.14. Teenage parents often have poorer housing situations. 40% of teenage parents under 20 will not live in their own home and 80% of under 18s will not live in their own home. Given the prevalence of family breakdown, a significant proportion of teenage parents may live in (semi) independent housing away from family or social networks and initial housing provision may involve substantive periods of time in temporary accommodation.
- 1.15. Teenage parents often have poor family support networks. They are more likely to experience family conflict and are more likely to experience relationship breakdown and therefore be lone parents.
- 1.16. There also tend to be poorer outcomes for children of teenage parents. There are lower birth weights are reported to children of teenage parents and there are lower rates of breast-feeding recorded among teenage mothers. Children are more likely to be living in a lone parent family, in higher

levels of socio-economic and health need. Infant mortality and morbidity is higher for children of teenage parents.

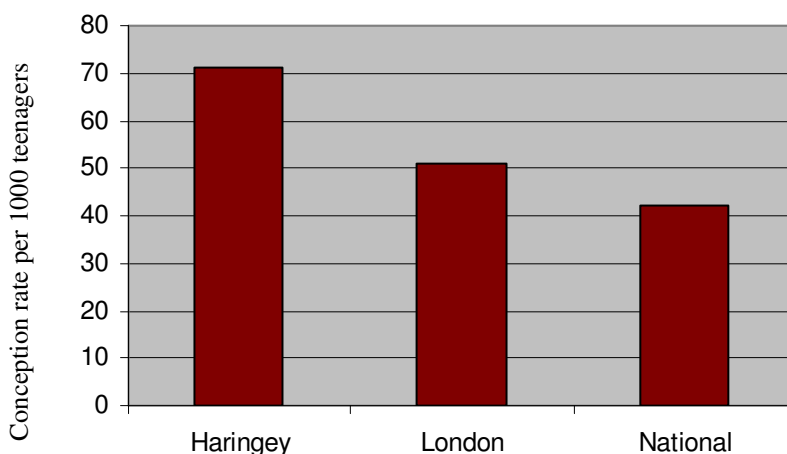
### Resources and Funding

- 1.17. All local authority areas receive a grant allocation, through the Teenage Pregnancy Local Implementation Grant, to support local implementation of the strategy. The grant supports the pump-priming of initiatives, adds value to existing services, and facilitates effective local co-ordination.
- 1.18. The 50% reduction target on under 18 conceptions is shared by Neighbourhood Renewal and therefore some funding is also available through the Neighbourhood Renewal Fund (NRF), which allocates funds to particular community projects through the Local Strategic Partnership.
- 1.19. The Teenage Pregnancy Local Implementation Grant is now ring fenced to March 08, that is that it cannot be transferred to fund other services, until March 2006. Funding of projects through the NRF are limited until March 2008. Effective work needs to be embedded within mainstream provision so that when ring-fencing of the grant and NRF funding for projects expires, the work will be mainstreamed. The review panel believes that it is essential that funding of teenage pregnancy strategies in place are protected until 2010 to ensure that the strategy is not jeopardised.

**Chapter Two: Preventing Pregnancy Suggest updated for 2004 figures**

2.1. Teenage pregnancy can contribute to disadvantaged social and economic outcomes for both teenagers and their children and because of this, both local and national strategies have been put in place to reduce the rate of pregnancies. Despite some encouraging signs of improvement, the rate of teenage pregnancy in Haringey remains disproportionately high; higher than both the average rate for London and the national rate.

**Rate of Conceptions 2003**



NOTE: The conception rate for Haringey (71/1000), London (51.1/1000) national rate (42.3/1000).

2.2. The diagram below shows the ambitious rate of reduction necessary to meet local and national targets to reduce the rate of teenage conceptions among under 18 year olds by 55% by 2010.

Trajectory required to meet 2004 & 2010 targets



2.3. Despite some recent improvement showing a marginal fall in the rate of teenage conceptions, it seems unlikely that Haringey will be able to achieve

the national conception rate target for under 18s in 2010, unless there is a marked change over the next few years.

### The Haringey Teenage Pregnancy Prevention Strategy

- 2.4. The Haringey Teenage Pregnancy Strategy and Action Plan provides strategic objectives for programmes aimed at reducing teenage pregnancy through targeted educational intervention programmes and services delivered by the range of different agencies involved in delivering the strategy.
- 2.5. Strategies for prevention include sex education in schools, sex education in the community, media campaigns and promoting contraception.
- 2.6. The review panel considered the Haringey Teenage Pregnancy Strategy and Action Plan and the key strategies and agencies in place. These include:
  - Sex and Relationships Education (SRE) in schools
  - The 4 Young People (4YP) programme, which delivers sex and relationships education and contraception in the community and in educational settings
  - Sexual Health Clinics, including dedicated clinics for young people
  - Media and communications, getting key messages across to young people
- 2.7. The strategy also targets particular groups of young people who are more at risk or more vulnerable to pregnancy.

### Sex and Relationships Education

- 2.8. Ignorance about sex is a major risk factor for teenage pregnancy and effective sex education helps to delay rather than accelerate the age at which young people engage in sexual activity. Surveys used to inform the SEU report indicated that approximately 75% of teenage pregnancies are unplanned. The older teenagers are when they become pregnant, the more likely it is that the pregnancy was planned.
- 2.9. Sex education should aim to equip young people with the knowledge and awareness they need to make the right choices about sex and to promote self esteem, so that they can make more informed decisions about when they are ready for a sexual relationship and be aware of the precautions they need to take when they are. It also aims to ensure that young people know where to get help and advice when they need it.
- 2.10. The review panel believes that Sex and Relationships Education needs to be strengthened both in and out of schools and colleges, and this should include engagement via National Healthy Schools Standard, as well as through the Youth Service and community groups.
- 2.11. Sex education falls under the general requirements for schools to provide a curriculum which:
  - promotes the spiritual, moral, cultural, mental and physical development of pupils at the school; and
  - prepares pupils for the opportunities, responsibilities and experiences of adult life.

2.12. Biological elements of SRE are required as part of the national curriculum for science for primary and secondary aged pupils. Schools are legally required to deliver these elements of the curriculum and parents do not have the right to withdraw their children from the SRE that is taught within the science curriculum.

### SRE Policies

2.13. The governing body of the school has a duty to ensure that the school has an up to date policy for SRE, although this can be within the school's PSHE and Citizenship policy. The policy must be available to parents/carers and should:

- define SRE;
- describe how SRE is provided and who has responsibility for delivery;
- show how all pupils are included;
- state how the policy is monitored and evaluated;
- provide information on parents/carers right to withdraw their children; and
- provide dates for the review of the policy.

2.14. In 2004, 55% of secondary schools and 71% of primary schools responded to a Haringey Healthy School's survey of SRE policies. The survey found that, whilst there was excellent practice in some schools, others had not reviewed their policy within the last two years.

2.15. The SRE that schools teach outside of the science curriculum is discretionary and teachers cannot be compelled to teach this. Parents/carers have the right to withdraw their children from these aspects of the curriculum.

2.16. The Teenage Pregnancy Unit (TPU) provides annual feedback on the implementation of the local strategy and action plan. Initial feedback was given to Haringey in July 2005. This indicated that the engagement of secondary schools in Haringey in the development of sex and relationships education is challenging. The TPU recommended that SRE programmes should be strengthened, particularly in relation to the delivery of programmes to address self-esteem and the development of negotiating skills.

### **Recommendation One - Enhancing sex and relationships education and resources in schools**

**It is recommended that school governors, working with secondary head teachers and Haringey Council officers ensure that the importance of SRE is understood as a key lever to prevent the incidence of teenage pregnancy.**

**This includes:**

- **work with head teachers and governors to ensure that there is increased take-up of training for PSHE coordinators, leading to improved quality and impact of teaching and that take up by schools is monitored.**
- **4YP and Education for Choice services offered to all schools**
- **A revised policy on teenage pregnancy and sexual health to be adopted by all schools, with links to relevant Child Protection Policies.**

### Education for Choice

2.17. During the review, the panel received oral evidence from Natalie Misaljevich – Education & Training Officer at Education for Choice. Education for Choice is a UK-based educational charity dedicated to enabling young people to make



informed choices about pregnancy and abortion. EFC receive funding from a range of agencies, including the Teenage Pregnancy Unit. The work of Education for Choice concentrates particularly on the issue of abortion, but within the context of work with young people that values all pregnancy choices equally. This work includes:

- Direct work with young people
- Resources for educators
- Training and consultancy for educators
- Advocacy for young people

2.18. Education for Choice (EFC) is currently working with 2 schools in Haringey. Nationally they work directly with approximately 6000 young people every year and their services are available to all “Inner London” schools. EFC are also currently working with Southwark and Lewisham. The panel heard that both girls and boys tend to prefer to get advice from outside of the regular school staff and delivery by external agencies helps to support teaching staff.

### Sexual Health Clinics

2.19. There are various health clinics situated around the borough which offer free family planning services, including contraception, advice and other services. Many of these clinics offer special sessions exclusively for young people. This can make services more accessible to teenagers, who may find adult sexual health clinics intimidating.

2.20. During the review, the panel heard evidence from Kim Morgan and Dr Elphis Christopher – Lead Clinician, Haringey Family Planning Service, Haringey Teaching Primary Care Trust. Dr Christopher has had long experience working in the field with young people in Haringey, advising on sexual health. She told the review panel that family planning clinics have a pivotal role in providing access to sexual health advice and the full range of contraception choices to young people when they need it.

2.21. The review panel believes that it is essential that family planning clinics are located in areas where young people need them and are accessible to young people and this needs to be taken into account when the PCT is making decisions about where clinics are going to be located into the future. They also need to be publicised and publicity and promotion needs to be young people. It is suggested that it should avoid terms such as “family planning” and emphasise that the service is “free” and for young people. The 4 Young People (4YP) publications and promotional material seen during the review provides examples of good practice in the promotion of sexual health services for young people.

### Young People

2.22. During the review, the panel heard evidence from the 4YP Service. 4YP is a sexual health initiative providing young people friendly, confidential sexual health services for young people in Enfield and Haringey it provides a range of services including the 4YP bus, 4YP clinics and 4YP Drop-In sessions. It is targeted at young people in Enfield and Haringey aged between 11 and 18 who need guidance, advice or simply someone to talk to about sex and relationship issues.

2.23.4YP hosts two regular local young people's sexual health clinics in Enfield and Haringey that offer sexual health check-ups and contraception services specially designed for young people aged 18 and under. .

#### The 4YP Bus

2.24.4YP operates a mobile service based at various locations out in the community, at locations where it is convenient for young people to access them. The 4YP Bus is described as "a hip, interactive sexual health advice bus".

2.25.The bus provides an informal drop-in service that offers information and advice on all aspects of sex and relationships; including puberty and emotions, contraception, STIs (Sexually Transmitted Infections) and local sexual health and contraception services.

2.26.During the review, members of the panel visited the 4YP bus to find out how it operates and how effectively it seemed to be interacting with young people. Members were also able to find out, (through the 4YP educators), from some young people what they thought of the service.

2.27.The atmosphere on the 4YP Bus is relaxed and friendly and staff are well equipped to interact with young people in an affirmative and unpatronising manner, being proactive in approaching young people and making them feel welcome to visit the bus and to feel at ease to talk about sex and relationships in a relaxed yet safe setting. The staff on the 4YP Bus are youthful yet professional and the atmosphere is informal. The 4YP educators are trained to discuss sex and relationships issues in ways appropriate to a young person's age and development. If a young person has a personal issue they want to discuss in confidence with a 4YP educator there is a separate room available on the bus for privacy.

2.28.The 4YP bus visits lots of local sites in Haringey and Enfield. There are sessions at Edmonton Green Shopping Centre, West Green, Enfield Town and Wood Green every two weeks and a monthly session in Crouch End. The bus also makes one-off visits to lots of other places.

#### Improving Standards for SRE Education

2.29.To make sure that sex education both in schools and in the community is effective, the review panel believes that best practice needs to be shared, so that educators can make sure that they are approaching different groups of young people in the appropriate way and that they are delivering all of the key information young people need to make effective choices and access advice and support services when they need them.

2.30.Education for Choice lobby and assist educators to deliver good quality standards in sex and abortion education. Key points for effective sex education and discussion are:

- Creating a safe learning environment*
- An inclusive approach*
- Appropriate teaching materials and images*

- *Discussing risk taking behaviour*
- *Valuing all pregnancy choices equally*
- *Give accurate, impartial information*
- *Dispel fear, shame and guilt*
- *Valuing diversity*
- *Recognising spectrum of religious views*
- *Exploring the ethical dilemmas*
- *Considering external pressures*
- *Signpost to impartial sources of advice and support*
- *Emphasising young people's right to informed choices*

### **Recommendation Two - Improving Standards for SRE Education**

**It is recommended that Haringey Council and HTPCT provide guidance to educators on best practice and quality standards**

2.31. The scrutiny review panel is recommending that Haringey Council and the Haringey Teaching Primary Care Trust provide a quality standard of appropriate sex and relationships education as a guide. This should be appropriate for use in schools, youth clubs and outreach services in the community (e.g 4YP), based on best practice.

2.32. The guidance should include key topics to be covered at different ages, key information, effective age appropriate methods of delivery, as well as resources and organisations available to educators and young people in Haringey. It should have a particular emphasis on improving SRE in secondary schools and links with addressing wider social disadvantage strategies. .

### Chapter Three: Targeting Prevention

- 3.1. Part of the strategy for reducing teenage pregnancy is to find out which teenagers are more at risk of becoming pregnant and targeting extra resources to make sure that they are informed and protected.
- 3.2. There is a clear link between the rates of teenage conceptions in Haringey and localities showing a high index of deprivation score; areas with a high percentage of non-white British residents and areas with a high percentage young woman achieving no or Level 1 qualifications.
- 3.3. Prevention strategies are targeted at particular groups of young people identified as having a higher risk of conception or are particularly vulnerable. The strategy targets prevention on particular groups of young people, including:
  - By age
  - By gender
  - In particular neighbourhoods
  - By social, religious and ethnic background
  - Refugees and asylum seekers (particularly unaccompanied minors),
  - Looked After Children,
  - Young offenders,
  - Young people leaving Care and

#### Age

- 3.4. A person's teenage years are a period of rapid personal development and the approach taken to educate and advise young people at different ages needs to be focused on the needs of particular age groups. Analysis of data from the period 2000-2002 shows that 80% of teenage conceptions occur in the age band 16-18 requiring highly focused and prevention and support arrangements for this age group.

#### Gender

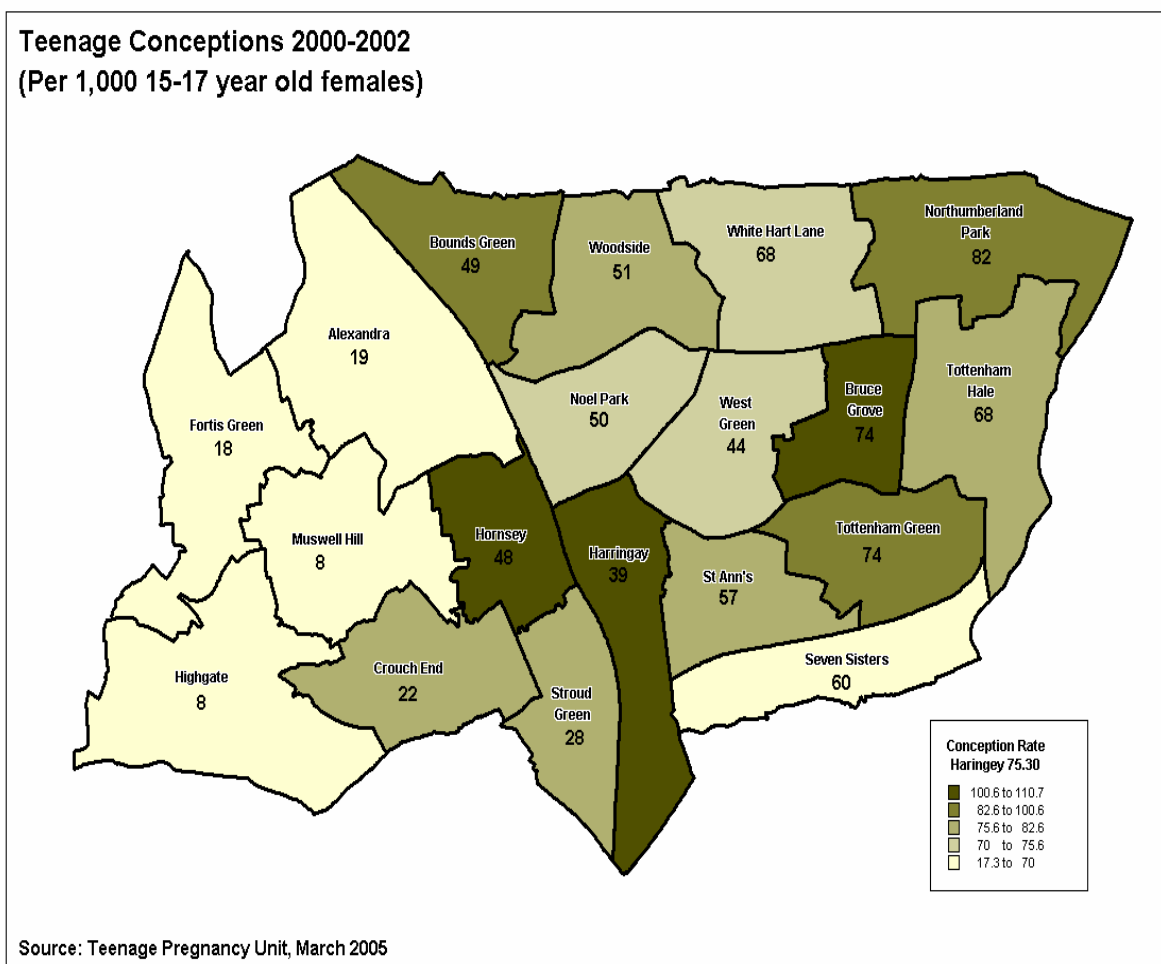
- 3.5. The 4YP (outreach sex and relationships education project) service offers specific sessions to young men in various settings and has recruited educators that speak the major languages in Haringey. In some areas only a tiny proportion of sexual health clinic users are men whereas the 4YP bus has been particularly successful at reaching young men. Engaging with young men can be key to making a difference to teenage pregnancy rates (and also helping to encourage young fathers to be more involved). It takes two to make a baby and young men need to be encouraged to behave responsibly, take precautions and avoid risk taking behaviours. The review panel would like to see services become more oriented towards young men and young fathers. This should include:
  - making services friendly towards boys and young men
  - targeted interventions for those most likely to engage in risk taking
  - behaviour
  - learning from good examples elsewhere (e.g. Teens and Toddlers project
  - (and Haringey 4YP Bus)
  - services for young fathers (inc. midwifery, health visiting)

Neighbourhood Hotspots

3.6. The average rate of teenage conceptions is significantly higher in the East of the borough compared to the West side, reflecting the different kinds of population make up and the comparative deprivation ranking. The Community Strategy Action Plan, Objective 7 provides a target to reduce the gap between the highest and lowest performing ward for teenage conceptions:

3.7. “Over the next two (years) (starting from 2004) to reduce the gap between the rate for the borough and the average ward rates (local target)”.

3.8. There are also particular neighbourhood hotspots, which show a significantly higher conception rate in particular areas. 15 of the 19 wards in Haringey have been identified as having an under 18 conception rate in the range of the highest 20% in England between 2000-2002. There is a clear link between the rates of teenage conceptions in Haringey and localities showing a high index of deprivation score; areas with a high percentage of non-white British residents and areas with a high percentage young woman achieving a low level of educational qualifications.



3.9. During the review the panel heard that the 4YP Service in Haringey provides outreach sex education targeted at young people, in particular neighbourhoods and in other community settings. This includes work in schools and in community setting and also the 4YP Bus, a mobile unit which targets young people in hotspot areas and at locations that young people tend to congregate.

- 3.10. To enhance the current strategy, the review panel believes that it may be possible to carry out more work to focus on the hotspot area data, including:
- Targeting schools with a high incidence of teenage pregnancy for special advice and support.
  - Workforce training, focused on at risk groups

#### Improving Accessibility

- 3.11. The panel heard that the PCT is making decisions about the location of clinics in the borough. When decisions are made about the location of clinics, which will provide a range of health services to the whole community, the panel believes that the PCT needs to make sure that the particular needs of young people have been taken into account and that clinics are suitable and accessible to young people and reflect the hotspot areas. The scrutiny panel recommends that such decisions need to be flagged up to partners delivering the teenage pregnancy strategy at a strategic policy level and should be presented to the Children and Young Persons Partnership Board for discussion.
- 3.12. Effective prevention needs fully accessible information and advice services, so that young people have access to both the general knowledge and information they need to make effective life choices as well as specific information and advice when they need it.

#### **Recommendation Three - Improving Accessibility**

**It is recommended that accessible services are delivered when young people need them, where young people need them and delivered in a way that is convenient and appealing to young people.**

- **Improving the accessibility of sexual health and advice services to young people is improved**
- **Making sexual health, family planning and young people's service provision be made more accessible and appropriate in light of the data analysis findings.**
- **Expansion of dedicated young people's sexual health services particularly to vulnerable groups and in geographical hotspot areas, promoting close collaboration with schools**
- **Providing venues accessible to young people including through the development of Children's Centres**
- **A telephone advice line for all young people who need advice or help on sexual health and pregnancy**
- **Improving web site information and links to web sites for young people on range of sex and relationship advice.**

#### Targeting Social Groups

- 3.13. Particular sections of the teenage populations in the borough have been identified as more vulnerable to unplanned conceptions. This often mirrors the link between teenage pregnancy and relative deprivation. Young women from unskilled manual backgrounds (social class V) are more than 10 times likely to become teenage mothers as those from professional backgrounds (social class 1).

- 3.14. Culture, ethnicity and lifestyle can also be significant. Ethnicity, culture and religious beliefs can have a major influence on young people's attitudes to sexual behaviour, pregnancy and teenage parenthood. However, research shows that differences in attitudes and beliefs about sexual behaviour between young people from different ethnic groups are less marked than differences in reported behaviours or differences between men and women.
- 3.15. Religion plays a strong role in influencing attitudes towards behaviours such as pre-marital sex and homosexuality, so young people brought up in strictly observant households tend to hold less permissive attitudes. Country of birth is also important, with those born and educated in Britain holding similar views about sexual relationships and condom use.
- 3.16. For young people from African Caribbean, Bangladeshi, Pakistani Muslim and Traveller communities, there is a high incidence of early pregnancy, which may be within marriage. Although rarer now in settled Traveller communities, it would be permitted for a girl of 14 to get 'married' according to tradition and only in this circumstance become sexually active.

#### Refugees and Asylum Seekers

- 3.17. The review panel heard that anecdotal evidence from supporting parents' projects in Haringey and Enfield indicates that refugees and asylum seekers form one-third of the parents attending. Refugees and asylum-seekers consist of many diverse groups with a wide range of cultures and beliefs. The culture and traditions of different ethnic groups need to be examined in order to understand how these factors affect the uptake of sexual health services.
- 3.18. Many asylum-seekers are young men who have left their families in their home countries and may be heavily influenced by the sexual behaviour of young people in the wider society. Safer sex and contraception may not be a high priority and this makes them a target for sexual health and teenage pregnancy work.

#### Unaccompanied Minors

- 3.19. The review panel heard that many of the teenage asylum seeker pregnancies are unaccompanied minors. A recent investigative study into the sexual health needs of unaccompanied minors in Enfield and Haringey found that 35% of the young parents supported by a specialist health visitor in Enfield were asylum seekers and that half of those pregnancies were a result of rape - either prior to arrival in the UK or since that time. Unaccompanied minors have many sexual health needs in common with their peers in terms of age or ethnicity, however, there are also particular circumstances and experiences that make them a more vulnerable and distinct group.

#### **Recommendation Four - Targeting High Risk Teenagers**

**It is recommended that Haringey Council and Haringey Teaching Primary Care Trust improve information identifying and targeting teenagers most at risk of pregnancy and strengthen delivery of targeted services for "hard to reach" groups.**

- 3.20. The scrutiny review panel recommends that more work should be carried out to improve the quality of information available about teenagers in Haringey to help inform prevention strategies. In particular, more needs to be known about the sexual health needs of identified high risk groups of young people, including unaccompanied minors, teenage refugees/asylum-seekers and those leaving care.
- 3.21. Data needs to be shared appropriately with relevant agencies delivering strategies for teenage parents and there need to be effective mechanisms in place to ensure that appropriate information can be shared to improve knowledge about teenage parents in the borough. In particular, data needs to be shared with the officer responsible for mapping provision across the authority to identify needs and provision and address findings.



## Chapter Four: Supporting Parents

- 4.1. All new parents require support, but teenage parents face even more demanding challenges than most. The majority of teenage mothers will be single parents, they are more likely to have a background of relative deprivation, they are more likely to be outside of education, employment or training and they are more likely to live in inadequate accommodation. Support for teenage parents therefore requires a joint approach from a cross section of agencies delivering the strategy.
- 4.2. The main sources of support for teenage parents in Haringey are:
- Stepping Up - a support service, providing advice, information and practical help and support for teenage parents aged 16-19 in Haringey.
  - Families Matter – Advice, information and support to parents under the age of 24.
  - Teenage Parents Reintegration Officer – supporting teenage parents aged 16 and under to continue with their statutory education.

### Stepping Up

- 4.3. Stepping Up was formed in September 2003 to provide a range of advice and support services to assist teenage parents in Haringey.
- 4.4. Stepping Up is aimed at 16-19 year olds in Haringey who are expecting or who have had their baby. The project is collaboratively funded through Neighbourhood Renewal Funding (NRF), the Haringey PCT, Connexions and Sure Start.
- 4.5. Stepping Up offers the following services to teenage parents:
- a one-stop-shop for advice on education, training, employment, housing and welfare benefits;
  - advocacy for teenage parents in supporting their health and welfare needs;
  - a weekly teenage parents support group with a programme of planned activities and contributions from in-house and external professionals, (e.g. play-workers, Health Visitors, EET advisers, midwives);
  - one-to-one support;
  - appropriate referral to other support services.
- 4.6. During the review, the panel visited the Stepping Up project, which is based at the Neighbourhood Resource Centre in Northumberland Park in Haringey (N17). The project is staffed by one full time manager/generic support worker from Haringey Teaching Primary Care Trust (TPCT), a dedicated Sure Start worker and dedicated Connexions personal adviser.
- 4.7. The panel heard that 174 referrals were made to the project between September 2003 and July 2005. The annual number of referrals to Stepping Up is rising. In 2004, the project received 84 referrals and the project currently receives approximately 30 referrals each quarter. The Stepping Up project has a remit to include work with young fathers but it is rare that they come forward.

The Stepping Up Evaluation

- 4.8. An independent evaluation of Stepping Up was completed in August 2005 and this was considered by the panel during the review. The review panel heard evidence from Martin Bradshaw the Research Consultant on the evaluation of Stepping Up carried out in March 2005. The Stepping Up Evaluation report, published June 2005 was also considered. The Evaluation of Stepping Up was carried out through data monitoring, interviews with project workers, interviews with partner agencies, focus group interviews with teenage parents and a survey of all teenage parents known.
- 4.9. Aims & Objectives for the Evaluation of Stepping Up were to:
- Analyse the nature of support provided to teenage parents
  - Analyse the nature of partnership working in supporting teenage parents
  - Identify unmet needs /service gaps
  - Make recommendations to guide and inform future development
- 4.10. The evaluation found that teenage parents accessing the service really appreciated Stepping Up services. They liked the fact that it addressed their needs as socially isolated young women, as well as providing them with support in their role as parents. The evaluation also highlighted the fact that Stepping Up is not reaching all of the teenage parents in the borough, nor is the project accessed by all referrals. The review panel commends the independent evaluation of the Stepping Up project and would like to see its findings and recommendations incorporated into revised service provision.

**Recommendation Five - Stepping Up into the future**

**It is recommended that the Stepping Up programme be made accessible through the Children's Network, to be given greater coverage across the borough and that funding should be assured for the future, building on its strengths and addressing identified weaknesses.**

- 4.11. The views of teenage parents obtained through the evaluation teenage parents' focus groups were considered by the review panel. The experiences of teenage mothers included discrimination, isolation, poor social circumstances and poor emotional health.
- 4.12. The evaluation identified some key strengths of Stepping Up in Haringey. These include:
- It provides a Dedicated service just for teenage parents
  - Teenage parents feel at ease and more likely to access services provided for them
  - It provides a Peer Support Group which provides a vital role in lessening social isolation, and contributes to the social development of parent and child
  - Stepping Up is providing a strong advocacy role, which is highly beneficial to teenage parents
  - It provides a One Stop Shop approach that helps in negotiating a myriad of services and provides accountability and prevents young parents being passed around the system
  - It provides a pivotal role of Local coordination and referral for services

4.13 The evaluation also identified some key weaknesses of Stepping Up services, including:

- The limited capacity of Stepping Up services
- The lack of a definitive local database of teenage parents. Such a database would help to understand the scale and nature of local need, needed to inform policy and local targets and to develop a coherent and systematic referral system (esp. from Midwifery services)
- There are undefined exit strategies for teenage parents. There are complexities of age related services and benefits and there is a need to ensure smooth transition to other support services
- It's services are too geographically centred and there is a need to develop services in other areas of the borough to facilitate greater access, especially the peer support groups
- Young fathers provision remains undeveloped and there is a particular need for further work in relation to family relationships and domestic violence

### Refugees and Asylum Seekers

4.14 Refugees and asylum seekers are a vulnerable section of the population, often escaping challenging or life threatening circumstances. Many young refugees and asylum seekers are unaccompanied minors, making this group particularly vulnerable. Haringey has a large refugee and asylum seekers population and the review panel heard that anecdotal evidence from supporting parents' projects in Haringey and Enfield indicates that refugees and asylum seekers form one-third of the parents attending. A report into the sexual health needs of unaccompanied minors was jointly commissioned by Haringey and Enfield and the final report and recommendations is awaited at the time of this review.

### Supported Housing

4.15. Housing support in Haringey is offered through the Supporting People programme. The programme helps to provide vulnerable tenants and households in the borough with good quality housing-related support which meets local need and is cost effective. Support and advice is managed directly through external agencies KeySupport , which provides housing and advice support for single adults and couples without children aged between 16 and 60 and HARTS which provides advice and support for families. The Supporting People programme supports more than 10,000 households in Haringey. The review panel heard that Supporting People can deliver supported housing to all teenage parents in the borough in need of housing.

4.16. Supported housing for teenage parents is included in the 5-year Supporting People Strategy, and the Homelessness Strategy. There are specific activities in the homelessness strategy action plan on the provision of support to teenage parents. Supporting People is currently undertaking a major review of the housing / supported housing needs and provision for young people, including teenage parents.

4.17. Although the Supporting People programme is meeting the housing support needs of teenage parents referred to the service, it is possible that not all teenage parents in need are being appropriately referred and the review panel would like to see this investigated, to make sure that the housing services directorate have appropriate mechanisms in place to ensure that all teenage

parents in need of housing are referred to Supporting People or the associated agencies. The review panel heard that a large number of teenage parents present to the homelessness unit, which is a main root for teenage parents into social housing.

#### Education, Employment and Training

- 4.18. A large proportion of teenage parents perform poorly in education, and early parenthood provides further disruption to their progress. A disproportionate number of teenage mothers are not in education, employment or training. This is an important way in which a cycle of deprivation is reinforced, forcing young parents out of education, employment and training, increasing welfare dependency and locking them into decreased life chances for themselves and their children.
- 4.19. For this reason, the National Public Service Agreement is included in the goals of the Teenage Pregnancy Strategy for Haringey:
- 4.20. *“To increase the participation of teenage parents in education, training and employment to 60% by 2010”.* (Ref. Teenage Pregnancy Unit – Haringey specific target).
- 4.21. The review panel heard that, of the 1009 teenage mothers aged 16-19 in North London, approximately 14.8% are currently in employment, education or training (EET), compared to around 75% in education, employment and training in the whole 16-19 population. Though the total number of teenage mothers is comparatively small they are a particularly important group to support in education or training, as evidence suggests that teenage parents and their children are likely to suffer long term social exclusion. The panel believes that a more proactive approach is needed to encourage young parents to participate in further education, including more outreach activities, guidance and pastoral support, which are as important and should compliment financial support.

#### Teenage Parents in School

- 4.22. Support for teenage parents in school is a vital part of encouraging more teenage parents into employment, education or training and improving self sufficiency and prospects for the future. School-age parents are supported through the Teenage Pregnancy Reintegration Project. The aim of the project officer (TPRO) is to ensure that these school-age pregnant girls and parents have access to appropriate educational opportunities.
- 4.23. The DfES has produced guidance on the education of school-age parents and this has been circulated to all secondary schools in Haringey. The Teenage Parent Reintegration Officer and the school work together with the young person to encourage them to stay in school. Schools make work available for the young person to complete at home during maternity leave and the TPRO supports the development of and engagement in any individual programmes of provision.

4.24. Many young mothers have a pattern of poor attendance at school or lack of engagement in education prior to conception or the birth of their baby. The aim of the reintegration project is to engage these young women in appropriate educational experiences. The Reintegration Project and the Tuition Service work closely with Connexions. At the end of the academic year those teenage parents who are no longer school age will be referred to the Connexions PA for Teenage Parents 16-19.

### Sure Start

4.25. There are five Area Sure Start Programmes in Haringey. The Park Lane Sure Start Programme Manager has been designated the strategic lead for the work with teenage parents from across the borough.

4.26. Three of the Sure Start Programmes (Park Lane, Roundway and High Cross) have contributed funding towards a new Teenage Parents Support Worker to work across the three programmes. The worker is based with 'Stepping Up' and the Connexions PA and will have a responsibility for developing work around parenting and child development.

4.27. The Stepping Up evaluation found that there was a need for geographical clarification of referrals to Sure Start. Uncertainties surrounded eligibility for the Sure Start teenage parents support programme, as Sure Start is based around certain geographical localities. The evaluation also identified strong local boundaries for local youth culture, where teenagers may be based.

### Midwives

4.28. Discussions have taken place with the head of midwifery services at North Middlesex Hospital and senior midwifery managers at the Whittington Hospital. All are keen to develop dedicated services but currently lack resources. There is a need for increased investment in developing maternity services to meet the needs of teenage parents, in line with Maternity National Service Framework and Teenage Pregnancy commissioning guidance, with clear plans from commissioners and providers setting out how services will be developed to meet the standards across hospitals and primary care.

4.29. A working group meets regularly to look at ways to develop a dedicated service and expectant teenage mothers are invited monthly to the North Middlesex for parenting in education antenatal classes; a dedicated Community Midwife and the Co-ordinator of Families Matter facilitate this.

4.30. During the review, the panel considered evidence from Barnet Enfield & Haringey Maternity Services Liaison Committee (MSLC). Barnet Enfield & Haringey MSLC.

4.31. is a specialist user involvement forum, which brings together user representatives and health professionals in the area, to develop women-centred maternity services which are appropriate, acceptable and accessible to the local population. It is accountable jointly to the Boards of Barnet, Enfield and Haringey Primary Care Trusts.

- 4.32. During 2004/5 the MSLC reviewed maternity services for this user group. Teenage parents were invited to one of their meetings to give their views on their experiences of local services. Each of the four hospitals represented on the MSLC also gave a short presentation on the service they provide for this user group.
- 4.33. Evidence informed by this process was submitted and considered by the scrutiny review panel and have helped to inform the evidence, conclusions and recommendations outlined in this report.

### Child Care

- 4.34. Childcare provision can help young parents get on with their lives, as well as, very often, become more effective parents. It can provide the extra support they need to attend collage, go to work and to allow some time for themselves. Teenage parents tend to have low levels of attainment and poor experiences of education, and to be on benefits. Take up of further education by teenage mothers is low and the availability of childcare, guidance and pastoral support for teenage mothers is critical to their participation in further education.
- 4.35. The availability of childcare for young children (especially those aged under two years) is limited. The costs of childcare can be more expensive due to the age of their children, the hours of care needed and travel costs. The shortage of dedicated childcare places for teenage parents have been and continue to be an problem; there are currently no dedicated places within any of the Local Authority's day care services, although there are some places for babies.
- 4.36. The Stepping Up evaluation found that teenage parents had problems with the lack of availability of childcare, including the lack of overall capacity, but particularly provision for children under 12 months and provision in educational institutions (e.g. colleges of further education).
- 4.37. The College of North East London has limited spaces for young parents who are studying at the college and the panel heard that Families Matter have recently developed a nursery specifically for young parents aged up to 19, which cares for babies up to the age of 15 months of age.
- 4.38. Financial support for childcare for students comes from the general Learner Support Fund and, for college students, the Childcare Support Fund. Both these funds are discretionary and institutions set their own policy for assessing eligibility, within DfES guidelines. Teenage parents are a priority group.
- 4.39. Learner Support Funds are for students aged 16+ on part-time or full-time courses. You can claim it if you're receiving other funding, such as the Educational Maintenance Allowance, the Adult Learning Grant or a Career Development Loan, but it's intended for special needs and circumstances not covered by other grants.
- 4.40. The panel heard that all parents under the age of 19 and accessing education or training are entitled to the Care to Learn Grant, which assists with childcare fees, although the grant may not cover the full costs of either child-minding or nursery places.

4.41. The panel believes that childcare placements, either in nurseries or with child-minders, readily accessible to teenage parents and particularly those of school age, need to be developed to provide the support necessary to encourage teenage parents back into education or training, as well as to provide the extra support they need as young parents often struggling in challenging circumstances.

**Recommendation Six - Improving access to childcare for teenage parents**  
**It is recommended that access to childcare for teenage parents is improved, including through the development of Children's Centres, which should ensure that there is appropriate affordable provision for teenage parents and through increased childcare facilitates in colleges of higher education and the use of childminders.**

#### The Connexions Service

4.42. Connexions is the government's support service for all young people aged 13 to 19 in England. It works by bringing together all the services and support young people need during their teenage years, offering support to young people through Personal Advisers (PAs).

4.43. Connexions provides an individually tailored service offering advice, guidance and access to personal development opportunities. For some young people this may be just for careers advice, for others it may involve more in-depth support to help identify barriers to learning and find solutions brokering access to more specialist support, eg drug abuse, sexual health and homelessness. PAs work in a range of settings including schools, colleges, one-stop shops community centres and on an out-reach basis.

4.44. Connexions is delivered through 47 local partnerships, including the North London Partnership. In North London there are 7 Connexions Centres across Barnet, Enfield, Haringey and Waltham Forest. Some personal advisers work with young people in schools and colleges, or with training providers. Others are based with organisations such as the youth service, specialist young people centres, or from Connexions Centres.

4.45. Connexions has actively referred parents aged 16+ to Entry to Employment (E2E) training-providers such as Haringey Adult Learning Service (HALS), the Harrington scheme and JHP Training. Those with ESOL needs are referred to HALS. The PA has also developed good links with all local colleges, ARCO Plus, the housing department and the employment service.

4.46. A resource centre has been established at the Northumberland Road Centre, which for one day a week will be dedicated to teenage parents. They will be able to access careers guidance computer packages and support to develop their CVs.

#### Reaching Out

4.47. Although Stepping Up and other support services are providing valuable support services, not all teenage parents are being reached. The panel heard that there have been significant achievements in reaching teenage parents, attributed to more effective partnership working. Haringey now has the highest

rate of contacts with teenage parents in North London, 45% of TP are known to the Connexions service. .

- 4.48. The review panel heard that the Supporting Children and Young People Group has set a target that 50% of 16-19 mothers to be identified and known to the partnership.
- 4.49. Further to the current achievements, the review panel believes that the Teenage Pregnancy Partnership needs to aim for at least 90% contact rate with teenage parents in the borough. This should be feasible with improved information sharing by all partners, so that all teenage mothers coming into contact with the partnership should be known to other relevant support agencies and contacts managed through a central database.
- 4.50. Partner agencies need to make sure that, in particular, they are reaching those teenage parents who most need support, including unaccompanied minors and other vulnerable groups, as well as making a concerted effort to reach the so called “hard to reach” groups, that may face barriers to accessing services, e.g. because of cultural or language barriers. The review panel would like to see a strategy developed by partner agencies to reach teenage parents not known to the partnership.

**Recommendation Seven – Reaching Teenage Parents Who Need Support**  
**It is recommended that further mechanisms are put in place to reach teenage parents who need support and advice services. This should include the development of a local strategy for targeting those young parents not in contact with services and a peer support group to promote access to a broader spectrum of teenage parents in Haringey.**



## **Chapter Five: Partnerships**

5.1. The Teenage Pregnancy Strategy is closely linked to other factors such as socio-economic conditions, housing, domestic violence, child protection and safeguarding, drugs and alcohol abuse as well as school attendance, behaviour, employment and training and educational attainment. Teenagers need advice and support from a range of different agencies and in a range of different settings and the effectiveness of prevention and support strategies is significantly affected by the way in which the various agencies involved work together in partnership.

### Local Partnerships

5.2. The Teenage Pregnancy Strategy for Haringey is delivered through a partnership of different agencies and departmental services. These include:

- The Children's Service – Haringey Council
- Haringey Teaching Primary Care Trust (HTPCT)
- The Teenage Pregnancy Co-ordinator
- The Teenage Pregnancy Partnership Board
- The Connexions Service
- The 4 Young People service (4YP)
- The Stepping Up service
- The Housing Service – Haringey Council
- Schools – primary and secondary
- Colleges Further Education

5.3. There are particularly close working relationships between the Teenage Pregnancy Co-ordinator (TPC), the Teenage Pregnancy Partnership Board and Connexions. The TPC is a member of the Connexion Local Management Committee and also of the Connexions Not in Education, Employment, Training (NEET) sub-group. The Connexions manager is a member of the partnership board.

5.4. Partnership working can be realised through collaborative services (such as sexual health advice and services) and joint commissioning, including delivery via extended schools, the youth service, the voluntary sector.

### The Teenage Pregnancy Partnership Board

5.5. Each local authority in England is required to have a Teenage Pregnancy Partnership Board, responsible for overseeing the implementation of the Teenage Pregnancy Strategy, ensuring that progress is made towards achieving the targets and agreeing allocation of the Teenage Pregnancy Implementation Grant. This group is attended by Directors, Assistant Directors and Heads of Service from the PCT, the local authority and the voluntary sector. The Teenage Pregnancy Partnership Board makes recommendations on the use of the grant and oversees the implementation of the action plan.

- 5.6. In December 1999, a district wide Teenage Pregnancy Co-ordination Group for Enfield and Haringey was established. This group is chaired by the local Teenage Pregnancy Co-ordinator, and had representation from the NHS, Haringey Council (Social Services, Housing Services, Education, the Youth Service, Youth Offending teams), Careers services (Connexions), and the Community Health Council.
- 5.7. Following the successful submission of the 1999/2000 bid to the Teenage Pregnancy Unit, inter agency protocols were established for overseeing the work. There is a need to ensure that all partners are contributing to the delivery of the joint teenage pregnancy strategy in line with the conditions of the Teenage Pregnancy Implementation Grant.
- 5.8. In 2001 two separate co-ordination groups were established for Enfield and Haringey involving the same organisations, with representation from senior managers of the partner agencies. There is a need now to develop separate provision in each borough to meet the different needs found in each and to stretch current provision to all areas.

#### Haringey Council

- 5.9. Haringey Council provides strategic support and intervention services for young people, both directly through the Children's Service and through guidance to schools. Haringey Council, like other local authorities, is now the lead accountable body and must take decisions on the expenditure of the Teenage Pregnancy Implementation Grant to ensure that it is used to support the local strategy and deliver the local action plan.
- 5.10. In August 2001, Chief Executives of Health Authorities and Local Authorities were informed that in future years the Local Implementation Grant for delivering on local strategies would be re-routed from the health authority to the local authority, to take effect from April 2002 when existing health authorities were to be replaced by strategic health authorities and PCTs.
- 5.11. Implementation of the local Teenage Pregnancy and Parenthood Strategy and progress towards targets for 2010 is now firmly embedded in the Children and Young People's Plan and Community Action Plan of Haringey Council.

#### The Teenage Pregnancy Strategy Coordinator

- 5.12. The review panel believes that, in order to achieve the outcomes and targets of the strategy, it is essential that the capacity of strategic co-ordination be enhanced. The panel heard that Haringey Council is to recruit a permanent Teenage Pregnancy Strategy Coordinator to be based within The Children's Service to ensure that all partner agencies are fully engaged achieving the local and national targets. Projects to

promote good sexual health for young people and support teenage parents will be embedded in mainstream services by March 2006 to free up the capacity of the coordinator for strategic work, and to ensure that they are effectively targeted.

- 5.13. In December 2004 the respective Teenage Pregnancy Partnership Board agreed a proposal to have separate co-ordination arrangements for Haringey and Enfield.
- 5.14. An individual coordinator for each borough enables more focused work, targeting areas and groups with high rates of conception and facilitates the development of stronger inter-agency collaboration. The review panel believes that the Teenage Pregnancy Coordinator in Haringey needs to be recruited at a sufficiently senior level to ensure the co-ordinator is included in senior leadership activities.

#### Haringey Teaching Primary Care Trust

- 5.15. Haringey Teaching Primary Care Trust is a key agency in the delivery of services for the prevention of pregnancy and the support of teenage parents, including the provision of sexual health services and family planning clinics.
- 5.16. Their mission is to ensure that the young people of Enfield and Haringey have the knowledge, skills and confidence to make informed choices about their sexual and reproductive health and that appropriate and effective support services are available to each new generation. This includes support for young people who become parents at an early age.
- 5.17. Implementation of the local Teenage Pregnancy and Parenthood Strategy and progress towards targets for 2010 is now firmly embedded in the Local Delivery Plan, Corporate Objectives and Sexual Health Strategy of Haringey Teaching Primary Care Trust.
- 5.18. The review panel has heard that the PCT, like many other NHS Trusts, is facing considerable budget pressures and is having to make substantial savings. It is imperative however that this is not allowed to compromise the delivery of the Teenage Pregnancy Strategy and that the discrete needs of teenagers are fully taken into account in future service provision.

#### The Youth Service

- 5.19. The Youth Service at Haringey Council provides a range of services for young people in Haringey, including a range of youth projects and youth clubs. It works with a variety of community agencies, including schools and the 4YP service. The purpose of the Youth Service is to enable young people to develop their knowledge, skills and values to widen their experiences and understanding and to realise their aspirations through fun and safe learning opportunities. The Youth Service works with 11-25

year olds, specifically targeting 13-19 year olds. It aims to provide:

- opportunities for social, political and personal development
- opportunities to engage in governance, citizenship and decision making
- opportunities for educational attainment, accreditation and achievement
- a diverse range of creative and challenging developmental experiences

5.20. During the review, the panel heard from Dibs Patel, the Head of the Youth Service, working within the Children's Service at Haringey Council. The current and future possible roles of the Youth Service in delivering preventative strategies was discussed. The possibility of delivering aspects of sex and relationships support and having access free condoms for distribution to teenagers was considered, as it was noted that young men tend to prefer not to access condoms in clinical settings and the Youth Service may provide a vehicle for effective distribution. This could be facilitated through training and joint working between the Youth Service and 4YP.

#### **Recommendation – Sex and Relationships Education**

**The review panel recommends that work on Sex and Relationships Education be strengthened in the community, including engagement through the Youth Service and other community groups. The panel would like to see closer collaborative working between the Youth Service and 4YP services, including connections.**

#### The 4YP Service

5.21. The 4YP Service is a sexual health initiative providing young people friendly, confidential sexual health services for young people. It is targeted at young people in Enfield and Haringey aged between 11 and 18 who need guidance, advice or simply someone to talk to about sex and relationship issues and provides a range of programmes including the 4YP bus, 4YP clinics and 4YP Drop-In sessions.

5.22. The 4YP project has now been mainstreamed into the sexual health service at Haringey TPCT, which will serve to strengthen and sustain it. In order to safeguard resources for delivering this service, service level agreements for 2006/07 are to be drawn up and managed by the two borough co-ordinators on behalf of the commissioning local authorities.

#### Stepping Up

5.23. Stepping Up is a support service for young parents in Haringey, aimed at 16-19 year olds. The project is collaboratively funded through Neighbourhood Renewal Funding (NRF), the Haringey PCT, Connexions and Sure Start.

- 5.24. Stepping Up offers the following services to teenage parents:
- a one-stop-shop for advice on education, training, employment, housing and welfare benefits;
  - advocacy for teenage parents in supporting their health and welfare needs;
  - a weekly teenage parents support group with a programme of planned activities and contributions from in-house and external professionals, (e.g. play-workers, Health Visitors, EET advisers, midwives);
  - one-to-one support;
  - appropriate referral to other support services.
- 5.25. Sure Start and Connexions are key partners in the delivery of the Stepping Up project and provide support staff. The panel heard that the Haringey Partnership Board in March 2005 discussed future mainstreaming of the Stepping Up project. As yet the future funding and positioning of this project has not been decided. The project is part funded from the Neighbourhood Renewal Fund, which is likely to continue only until March 2006.
- 5.26. The Stepping Up evaluation found that there were good working relationships between Stepping Up and other partner agencies. It also found however that further integration with voluntary sector was needed. The evaluation found that the referral mechanisms from Stepping Up to partner agencies needs improved procedures, for example, definition as to the appropriate use of blanket referrals and referrals based upon individual need.
- 5.27. The evaluation found that Stepping Up provides effective support to those teenage mothers in contact with the project. It provides peer support and a convenient and accessible site for advice for welfare services.
- 5.28. The Stepping Up evaluation identified some key development priorities for the Stepping Up project. These include:
- The development of information sharing across the sector to facilitate the creation of a definitive local database of teenage parents
  - The development of a local strategy for targeting those young parents not in contact with services
  - A peer support group mechanism needs to be further developed to promote access to a broader spectrum of teenage parents in Haringey.
  - The need to influence Children's Centre development to ensure that there is appropriate provision for teenage parents.
  - Developing dedicated childcare provision for teenage parents in Haringey (in colleges that they attend)

## Parents

5.29. Parents and carers of teenagers have an important role in providing teenagers with an appropriate understanding of “the facts of life” and providing a supportive role as teenagers learn about the world of sex and relationships. The review panel believes that more work needs to be done to make sure that parents are seen as key partners in the delivery of prevention and support strategies for teenagers and to engage with parents in the development and delivery of the strategy. Every effort should be made to involve parents in understanding, participating and sharing responsibility for sex and relationships educations for their children.

5.30. Parents also have a very important role in providing psychological and practical support for young parents and providing this in an appropriate way, respecting the role of teenagers as parents, whilst providing the support necessary for them to be more successful parents

## Sharing Information

5.31. The review panel heard that there is a need to improve the quality of the information held by the partnership, both to improve the support available to young parents and to inform preventative targeting strategies. It is important that all teenage mothers in Haringey are known to support services for teenagers so that they can be contacted and so that they are given the advice and support they need.

5.32. The Stepping Up evaluation highlighted concerns at the number of teenage parents not in contact with services, as a significant number of teenage parents in the borough are not in contact with partner agencies and are therefore not receiving support. The panel heard that the Supporting Children and Young People Group (SCYPG) has set a target that 50% of 16-19 mothers to be identified and known to the partnership. The review panel believes that the information held by the partnership on teenage parents in the borough needs to be enhanced as a matter of urgency and improve contacts with teenage parents.

5.33. In order to achieve this, the review panel believes that the Teenage Pregnancy Partnership Board needs to make sure that existing protocols for partnership working and information sharing are being carried out by all agencies and are understood throughout the organisation, including relevant front line services. A particular challenge will be working with GPs to make sure that all TP are known. The partnership also needs to finalise agreed data sharing protocols & processes between midwifery, health visitors and teenage parents provision.

5.34. The evaluation also identified some problems with the quality of the data on teenage parents used to inform policy, for example, it found that there are divergent opinions as to the actual number of teenage parents in

Haringey. The review panel heard that the statistics for teenage mothers are currently unreliable because the Department of Health has estimated the figures based on an analysis of data for conceptions and abortions and live births.

**Recommendation Nine - Improving Intelligence on Teenage Parents**

**It is recommended that the Teenage Pregnancy Partnership Board develop a local database of teenage parents**

- **Develop information sharing across the sector to facilitate creation of a definitive local database of teenage parents\*\***
- **Target for 90% of teenage parents known to the Connexions Service (currently 45% known to the Connexions Service).**

Mainstreaming

5.35. The local implementation grant for the teenage pregnancy strategy is currently “ring-fenced”, until March 2006 (that is that it cannot be transferred to fund other services). Funding of projects through the Neighbourhood Renewal Fund (NRF) are limited until March 2008. Teenage Pregnancy and Parenting projects need to be embedded in mainstream services by March 2006. After ring-fencing of the grant and expiry of NRF funding, projects will also have to be mainstreamed. The review panel believes that it is essential that funding of teenage pregnancy strategies in place are protected until 2010 to ensure that the strategy is not jeopardised. There is also a need to make sure that where mainstreaming takes place that there are the necessary skills and resources in place, for example the press and media aspects of the strategy.

Closer Collaboration

5.36. Effective partnership by the different agencies involved in delivery the Teenage Pregnancy Strategy is the key to effective prevention and support and there is some encouraging evidence that partnership working in Haringey is working. For example, Haringey has the highest rate of contacts with teenage parents in North London, 45% of TP are known to the Connexions service.

**Recommendation Ten - Improved Joint Working**

**The panel recommends that specific measures be introduced for improved joint working between the different agencies involved in delivering the Teenage Pregnancy Action Plan, including:**

- **Better linking up between partners/initiatives to target vulnerable groups more effectively**
- **Secure Reintegration Officer funding as result of changes in Standards Fund grants for Vulnerable Children Champion promotes LA and PCT joint working**

## **Chapter Six: Media and Communications**

- 6.1. Media and communications are an important part of the strategy for teenage pregnancy prevention, within the context of the promotion of safer sex and relationships promotion. It is an important way in which to get the right messages across to young people to help them make better informed decisions about sex and relationships, where to go for advice and when they need help.
- 6.2. Young people are constantly bombarded with a confusing array of information and media sending messages on sex and relationships, through pop music, cinema, television and the internet. They also hear about sex and relationships through their peers or through older brothers and sisters. Not all of the information available to them is accurate and not all of it helps them to make properly balanced and informed choices. Many of the images given to young people present the picture of a highly sexualised society but tend to underrate the risks of sexually transmitted diseases, emotional and psychological attachments and relationships. It is against this background that media and communications on safer sex and relationships needs to be developed.
- 6.3. Publicity and communications is an important way in which partners involved in delivering prevention and support can actively engage with young people, taking the messages to them, not just waiting for young people to come looking for advice.
- 6.4. Publicity produced for young people needs to be designed in a way that will be able to speak to them and get the right messages across to them in an effective way. Publicity materials need to have resonance with target groups; they need to be attractive and credible with young people, and yet also clear and informative. It is suggested for example, that they need to highlight the words 'free' and 'confidential' and avoid terms such as 'family planning'. Involving young people in the design and delivery of communications can be a good way to develop and test the publicity being designed and actively engage young people in the project.
- 6.5. The venue for publicity and information is also important; making sure that publicity is able to reach young people where they will be able to access it. It needs to be provided to schools, colleges, community centres, leisure facilities, clubs, cinemas, bars, places where young people meet and to all professionals working with young people. It should also be delivered through alternative media such as the internet and community radio.

### Publicity, Information and Advice

- 6.6. Getting the right messages across to young people is an essential component of the prevention strategy. The publicity, information and advice resources available for young people need to be well targeted to



the audiences they are trying to reach and present key messages clearly and attractively in a way that young people will comprehend.

- 6.7. During the review, the panel considered the brochures and information leaflets available to young people in schools, in clinics and on the 4YP Bus. They were particularly impressed with the 4YP material which was produced in consultation with young people.

**Recommendation Eleven – Publicity, Information and Advice**

**It is recommended that Haringey Council and the Haringey Teaching Primary Care Trust carry out a review of the publicity, information and advice on sexual health and contraception provided to young people as part of their requirement to communicate effectively with young people and involve them in a review of service provision and delivery.**

- 6.8. The review panel recommends that Haringey Council, HTPCT and a representative group of young people review the publicity, information and advice available to young people to make sure that:
- It remains up to date and relevant to young people
  - There is targeted information to age appropriate groups
  - There is targeted information to at-risk groups
  - It provides clear pointers to other resources and organisations available to young people in Haringey, including the telephone advice line
- 6.9. It is available at all key locations, including schools, libraries, youth clubs, GPs, clinics, and upon request & is available in range of formats and languages.

**Recommendation Twelve - Services for Teenage Parents Brochure**

**The panel recommends that the information on teenage pregnancy sexual health and advice is made available to young people in a range of languages and formats.**

- 6.10. Services supporting teenage parents produce information leaflets and brochures but collaboration between the services could be improved. None of the information is available in alternative formats or languages. There are links between Exposure magazine which is aimed at young people aged 13-19 in Haringey and the young people's services for sexual health, contraception and parenthood but this magazine is not available in every secondary school and is not distributed or accessible to the full age range in every secondary setting, it is reported because of 'fears' of the subject matter.
- 6.11. There are web sites for young people run by Exposure, the PCT (4YP web site), Healthy Schools and the Council. This requires a young person or an associated adult to access several sites to gather the complete range of information on contraception, sexual health, pregnancy and so on.

Exposure magazine

- 6.12. Exposure is a Haringey based charity that enables children and young people from all backgrounds to participate in media. Exposure publishes a free youth magazine and undertakes other publishing, video production, advertising, design and internet activities.
- 6.13. Supported by Haringey Council, the Department for Education and Skills and Haringey Children's Fund, Exposure generates income through fundraising and through the provision of professional and ethical media-related trading services. It has won national recognition for its innovative work.

#### 4YP Media

- 6.14. The 4YP service produces a range of publicity material specifically aimed at young people, all using 4YPs distinctive style and the 4YP logo, which has become highly recognised by young people throughout Enfield and Haringey. 4YP publicity material includes a range of leaflets and flyers, posters, window signage and logos to be adapted for use by partner agencies. The 4YP internet site also provides an impressive attractive and interactive resource that is attractive and used by young people.
- 6.15. During the review 4YP publicity material aimed at young people was distributed and considered by the panel, it was noted that this is in the process of being updated. The panel also noted that there is some 4YP promotional publicity aimed at young people on some community radio stations.
- 6.16. 4YP also provides a free telephone number for young people to call: **0800 16 13 715** to find out where the bus will be. Callers can also leave a recorded message for an educator to respond to them, should they need help or advice. The 4YP website [www.4yp.co.uk](http://www.4yp.co.uk) has approximately 1500 hits a month.
- 6.17. The panel are very impressed by much of the 4YP publicity material, which mirror the approach frank and young approach taken by 4YP in the delivery of its services. The panel were also impressed by the way in which the 4YP logo is used by partner agencies, specifically chemist shops. Any pharmacy displaying the logo is a young person friendly place where contraception and contraception advice is available, helping to break down the feeling of intimidation many young people feel in buying contraception.

## **Appendix X**

### Scrutiny Review Witnesses

Rachel Ambler – Midwife, The Whittington Hospital

Leo Atkins - Teenage Pregnancy Strategy Co-ordinator

David Barnard – Enfield Connexions Manager

Sonia Blake – Community Midwife NMU Hospital

Martin Bradford – Research Consultant (Teenage Pregnancy) – Stepping Up Evaluation.

Dr Elphis Christopher – Lead Clinician, Haringey Family Planning Service, Haringey Teaching Primary Care Trust

Ann Marie Connolly - Director of Public Health Haringey Teaching Primary Care Trust

Michelle Daniels – Assistant Director of Health Development, Haringey Teaching Primary Care Trust

Hilda Djaba - Enfield Connexions Manager

Jan Doust - Head of Access and Pupil Support

Donna Martin – Project Manager for Teenage Parents - Stepping Up programme

Cllr George Meehan - The Executive Member for Children and Young People

Natalie Misaljevich - Education & Training Officer – Education for Choice

Tom Morris - – Sure Start (Acting) Deputy Programme Manager

Kim Morgan, Haringey Family Planning Service, Haringey Teaching Primary Care Trust

Dibs Patel – Head of the Youth Service

Andrew Powles - Teenage Pregnancy Strategy Co-ordinator

Telsa Walker - 4YP Service

#### *Other witnesses:*

Staff from the 4YP Bus

Teenagers from the 4YP Bus

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Agenda item:

**Overview & Scrutiny Committee****On 13<sup>th</sup> March 2006**Report Title: **Scrutiny Review of Customer Services**Report of: **Scrutiny Review Panel**Wards(s) affected: **All**Report for: **Non-Key Decision****1. Purpose**

To agree the report outlining the conclusions and recommendations of the Review.

**2. Recommendations**

That Members agree the, conclusions and recommendations of the Review, as outlined in the Scrutiny Review report.

Report Authorised by: **Councillor John Bevan, Chair of Scrutiny Review Panel**Contact Officer: **Afazul Hoque, Principal Scrutiny Support Officer**Tele: **020 8489 2663**E-Mail: **Afazul.hoque@haringey.gov.uk****3. Executive Summary**

The Overview & Scrutiny Committee commissioned a Scrutiny Review into Customer Services as part of its work programme for 2005/06. The review topic was chosen because of concerns previously raised about the performance of Customer Services. The Scrutiny Review Panel's aim, was to look at the performance of the Council's four customer service centres and the call centre and make recommendations on ways they could be further improved.

The Panel concluded that Customer Services in Haringey has progressed considerably over the last two years. The service compares favourably to many local authorities who are recognised for development in this field. The Panel felt Haringey's Customer Service Department has the potential to win an award, for the excellent service it provides to

residents.

The Scrutiny Review Panel's recommendations are intended to further improve the performance of Customer Services. This includes different form of customer feedback, improving staff training and feedback opportunities, minimising factors affecting performance. The Panel are particularly keen to ensure that the work being undertaken to improve customer focus Council wide continues. The Panel has also made recommendations on ways services could be improved for customers with disabilities and communication could be improved with Client Services.

The Panel firmly believes that with the strategies in place and those being developed, Customer Services has the potential to deliver excellent services to the residents of Haringey.

**4. Reasons for any change in policy or for new policy development (if applicable)**

N/A

**5. Local Government (Access to Information) Act 1985**

**6. Background**

6.1 *Please refer to the Scrutiny Review report (attached).*

**7. Description**

7.1 *Please refer to the Scrutiny Review report (attached).*

**8. Consultation**

8.1 The Review report has been submitted to the relevant departments for consideration of technical accuracy and feasibility of the recommendations.

**9. Summary and Conclusions**

9.1 *Please refer to the Scrutiny Review report (attached).*

**10. Recommendations**

10.1 *Please refer to the Scrutiny Review report (attached).*

**11. Legal and Financial Comments**

11.1 A number of the recommendations included in the report may have financial implications. Work will be undertaken to quantify these once it is clear which are agreed by the Executive. At this stage, it is assumed that the majority will be accommodated within existing budgets.

11.2 The Head of Legal Services has read the report and advises that the relevant trade unions be consulted in the implementation of the mystery shopping recommendation 2 in the report and apart from that has no comment to make.

11.3 Full legal and financial comments will be sought to recommendations agreed by the Executive in the Executive Response.

**12 Equalities Implications**

12.1 Equalities Implications will be sought to recommendations agreed by the Executive in the Executive Response.

**13 Use of Appendices / Tables / Photographs**

13.1 Please find attached the Scrutiny Review report.

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# SCRUTINY REVIEW OF CUSTOMER SERVICES



**MARCH 2006**



INVESTOR IN PEOPLE



2005-2006  
Getting Closer to Communities

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Appendix 5	OPM Mystery Shopping Methodology
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Appendix 7	Contributors to the Review & Sources of Information

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## 1.0 EXECUTIVE SUMMARY & RECOMMENDATIONS

- 1.1 The Overview & Scrutiny Committee as part of its work programme for 2005/06 commissioned a scrutiny review into Customer Services. The review topic was chosen based on concerns previously raised about the performance of Customer Services.
- 1.2 Customer Services has been in operation in Haringey for over four years and provides convenient and effective access to Council services through a single point of contact for an increasing range of services in a way that serves the needs of local residents. Over the past four years it has extended its provision to more services and more customers. The caller and visitor numbers during this period indicate that the service is becoming more popular and well known by residents.
- 1.3 The Customer Service Strategy agreed by the Executive in 2002 underpins the Customer Services vision, which is to ensure that '80% of contacts with the Council are handled through customer services channels and 80% of those are resolved at first point of contact'. Annual reviews of the strategy in 2003, 2004 and 2005 noted the significant progress that has been made in achieving the strategy. This was recognised by customers in the annual telephone survey, which registered an overall increase in satisfaction over this period.
- 1.4 The Scrutiny Review Panel's aim was to look at the performance of the Council's four Customer Service Centres and the Call Centre and make recommendations on ways they could be further improved. The Panel found that customer services has improved significantly over the last two years. Residents are receiving a wide range of services which are efficient and effective. This has been confirmed by customers in the annual telephone survey results. **The service is comparable to many of the best in the business, to the extent that the Panel believes that it should apply for national awards.** The Panel has made a set of recommendations which it hopes will help further improve performance, increase usage and also improve residents satisfaction with the services.
- 1.5 The Review Panel received evidence from the Executive Member for Community Involvement, Executive Member for Organisational Development & Performance, Assistant Chief Executive (Access), Head of Customer Services, Senior Managers in Customer Services, IT Managers and various Customer Services Officers and officers from various Client Services. The Panel visited the Council's four Customer Service Centres and the Call Centre as well as a One Stop Shop and Call Centre in London Borough's of Brent and Westminster.
- 1.6 A summary of the recommendations is given below and is based around 3 key themes: Customer Services Performance; Customer Care and Communication with Client Services:

## **SUMMARY OF RECOMMENDATIONS**

### **CUSTOMER SERVICES PERFORMANCE**

#### **Recommendation 1**

That Customer Services Department review the value and process of the user satisfaction survey undertaken by Customer Services Officers after each interaction. The Panel requested that, in 12 months time, a report outlining the conclusions reached including supporting evidence, details of actions, if any, implemented be submitted to Overview & Scrutiny Committee. If the value cannot be justified the Panel believes that this practise should be ceased.

#### **Recommendation 2**

That Customer Services develop a mystery shopping exercise as part of their performance assessment process. The mystery shoppers to include local residents, disabled people, businesses and Council officers. The mystery shopping should include testing access for disabled users including parking facilities.

#### **Recommendation 3**

That the monthly award scheme for staff in Customer Services be re-introduced to recognise and reward excellent customer service.

#### **Recommendation 4**

That training for Customer Services and Client Services staff be co-ordinated and where possible shared in particular where there is change of legislations or a new Council service is introduced.

#### **Recommendation 5**

That Team Managers keep log of reasons for calls to Client Services and that this be reported to liaison meetings. All calls to Client Services by Customer Services staff which are outside the process agreed with Client Services must be authorised by Team Managers.

#### **Recommendation 6**

Staff feedback needs to be enhanced, bottom up. In addition the staff suggestion scheme should be reintroduced.

#### **Recommendation 7**

That IT Services undertake a review of the underlying causes of system downtime with particular emphasis on reducing such downtime.

#### **Recommendation 8**

That logs of system downtime be reported to each Customer Services Member Working Group meeting.

#### **Recommendation 9**

That the planned saving targets for the next three years are considered to be achievable whilst maintaining existing targets.

## **CUSTOMER CARE**

### **Recommendation 10**

The Review Panel endorsed the projects being developed by the Corporate Customer Focus Manager. This includes the following:

- Further developing Customer Focus throughout the Council through a Customer Focus Strategy;
- Membership of the Institute of Customer Services, including opportunities for staff development/qualifications in the field;
- That the Communication Unit manages and controls the printing and distribution of posters and leaflets. All leaflets and posters should include versions/ date of issue indicators, to assist in removal of obsolete items. In addition, electronic copies of posters and leaflets be made available on the Council Website.

### **Recommendation 11**

That in line with the findings of Reception Project report, it is recommended that firstly the need for security staff at all Customer Service Centres be investigated. Secondly if there is a need, that they be employed permanently by the Council with a varied role to include some of the following:

1. Welcoming customers;
2. Direct customers to appropriate officers;
3. Provide answers to basic queries;
4. Be responsible for the maintenance and updating of displays containing application forms, posters and leaflets etc.

### **Recommendation 12**

That the Call Centre be renamed 'Contact Centre' as it now deals with e-mails.

### **Recommendation 13**

It is the opinion of the Scrutiny Panel that the ability is there to 'win' a national award for the excellent service provided by the department. The Panel encourages Customer Services Department to apply for a Charter Mark award or other national awards for Customer Services.

### **Recommendation 14**

That all Customer Service Centres introduce the facility to take credit/debit card payments immediately.

### **Recommendation 15**

That the roll out of parking permits to all centres be completed immediately.

### **Recommendation 16**

That it be investigated whether the demand and usage of the Customer Service Centre in Hornsey justifies the need for a centre in the area. In addition that in future the Accommodation Strategy considers, if there is a need to move the Hornsey Customer Service Centre, that it be relocated to Hornsey Library, taking into account the need to co-locate with Housing Services.

**Recommendation 17**

That Customer Services provide a 'Sign Video' system for deaf service users at the Customer Service Centres and a 'Type Talk' system at the Call Centre. These should replace the Minicom facility and deaf sign language interpreters.

**Recommendation 18**

That Customer Services in consultation with Property Services/ Highways Department provide parking facilities for customers with disability as near as possible to the Customer Service Centres, which should be clearly marked for the use of disabled customers only and clamping be enforced for unauthorised parking.

**Recommendation 19**

That the single queue at Apex House Customer Service Centre be reconfigured as a matter of urgency.

**CLIENT SERVICES**

**Recommendation 20**

That Team Managers and staff members be trained as service champions in particular service areas to reduce calling Client Services and improve service time.

**Recommendation 21**

That Customer Services be responsible for the development and update of a forward plan in conjunction with Client Services which has details of all major letters, information, bills, reminders etc being sent to residents throughout the year to enable Customer Services to prepare resources adequately.

**Recommendation 22**

That regular service liaison meetings between management and staff from Customer Services and Client Services be held as required. At each meeting at least one member of staff from Customer Services should participate. The agenda for the meeting to include the following:

1. Minutes of the last meeting (review of actions/responsibilities);
2. Review Performance Measures/Statistics and quality against targets ;
3. Call Centre performance statistics;
4. Key Housing performance indicators;
5. Review current issue logs/raise new issues;
6. Review of future development plan- Include anticipated workloads, contingency planning, scheduled downtime, training, recruitment and resource capacity;
7. ;Review Draft SLA;
8. Reports from Team Managers on calls to Client Services which are outside the agreed process.

In addition, all staff and team managers in Customer Services and Client Services should be advised of key outcomes arising out of service liaison meetings.

**Recommendation 23**

That as part of the Corporate Induction, organised by Organisational Development & Learning, all new employees visit the Call Centre and a Customer Service Centre.

**Recommendation 24**

That Customer Services investigate additional funding streams to further assist in the recruitment and training of new recruits.

**Recommendation25**

That the recharging arrangements to all client services be clarified. Client services need to be made aware of the number of calls / visits handled on their behalf along with the average time of their transaction, repeat visit / calls information to be included. Provision of this information will encourage client services to ensure a reduction in repeat visits / calls and to streamline their transactions to achieve reduced transaction times.

## 2. INTRODUCTION

- 2.1 Customer Services provides convenient and effective access to Council services with a contact centre approach and a single point of contact for an increasing range of services, in a way that serves the needs of the customer through;
- face to face contact in Customer Service Centres,
  - telephone contact in the Call Centre,
  - e-mail access
  - frequently asked questions on the Council's website, enabling access to this material in other customer facing services.
- 2.2 Customer Services channels, including services offered through the website, are the principal means of user access to a high volume of Council services and facilitate accessibility, including facilitated and self service, through other service delivery points in Access Services, such as Neighbourhood Resource Centres and Libraries.
- 2.3 As the face of the Council, Customer Services deal with a wide and diverse range of people in the local community. The services offered span across the whole community. Specific groups in the community are targeted by virtue of the services they require e.g. pensioners applying for their bus passes. It should be noted that the departments Customer Services provides services for are referred to in this report as 'Client Services'. Some of the key services delivered by the Customer Services Department are listed below:

Service	Customers
<b>Parking</b>	Resident and local business vehicle users, non-Haringey residents and businesses parking in the area
<b>Abandoned Vehicles</b>	Haringey residents and non-Haringey residents
<b>Graffiti removal</b>	Haringey residents and non-Haringey residents
<b>Concessionary travel</b>	Resident pensioners and disabled residents
<b>Housing</b>	Any Haringey Council tenant and/or resident in housing need
<b>Benefits and Local Taxation</b>	Any lower income resident for benefits and any resident for Council Tax
<b>Child Protection</b>	Anyone with concerns about a resident child.
<b>The Children's Service</b>	Parents and children resident in Haringey or attending Haringey schools

- 2.4 The Overview & Scrutiny Committee as part of its work programme for 2005/06 commissioned a Scrutiny Review into Customer Services. The review topic was chosen as part of the on-going review of the implementation of the customer services strategy and based on concerns previously raised about the performance of customer services.
- 2.5 The needs of our residents can and should be at the heart of how we manage and organise our services. The approach to access, whether it is improving people's ability to access our services, or their experience in our Customer Service Centres and the Call Centre, will change residents' perceptions of the Council and, in doing so, challenge the way that the Council thinks about itself and how it is organised.



- 2.6 The Executive agreed the Customer Service Forward Strategy in July 2002. Annual reviews of the Customer Services Strategy in 2003, 2004 and 2005 noted the significant progress that had been made in achieving the strategy. In particular the success in improving the customer experience in Service Centres and the improved performance in the Call Centre.
- 2.7 This review focused on the performance of Customer Services and in particular the four Customer Service Centres and the Call Centre. The review also looked at ways communication can be improved between Customer Services and Client Services.
- 2.8 Customer Services has been in operation in Haringey for over 4 years. Over this period it has extended its provision to more services and more customers. The table below illustrates the visitor and call numbers to Customer Service Centres (CSC), Call Centre and Switchboard over the last three years. The figures show that there has been an increase in the visitor numbers and callers coming through the customer service channels, which now equate to 37% of all initial approaches to the Council.

Year	CSC	Call Centre	Switchboard
2002/3	75,920	258,729	876,001
2003/4	74,910	250,308	785,700
2004/05	138,816	299,821	700,599

*Source: CS News August 2005*

- 2.9 The 2005 Annual Review of Customer Services Strategy and Vision noted the poor service level experienced in the Call Centre during 2003/04. This was addressed through the investment in staffing and has been significant improvement with only 5.6% of calls answered in 15 seconds in April 2004 to 77.2% of calls answered in 15 seconds in March 2005, achieving 43% for the year overall against the target of 45%. This was recognised by customers in the annual telephone survey, which registered an increase in overall customer satisfaction from 71% in late 2003 to 77% in May 2005.
- 2.10 The review also noted that service levels in CSCs remained good and achieved 77% of customers seen in 15 minutes, for the year, against the target of 70%. Service levels have continued to achieve target levels in 2005/06 year to date.

## 2.11 Customer Services Strategy

2.11.1 The Customer Services strategy is based on four simple premises:

- Accessing services should be a good quality experience;
- Services should be accessible in one place, which suits the individual;
- The service should be consistent; and
- The service should deliver a result.

2.11.2 In the longer term, the primary way into the Council should be through the Council website because it is both convenient for users and cost effective. This is becoming increasingly possible as tactical technological solutions are developed, but some of our residents do not feel comfortable using the web, or have no easy access to it. In the meantime, residents can access us in the four Customer Service Centres or preferably, the Call Centre. There are also a number of places, receptions and libraries, where

enquiries will be dealt with, where public access computers are available for use and where their use will be supported.

2.11.3 The underpinning vision of the customer services strategy is that:

*Over time, 80% of customer contacts with the Council will be handled through Customer Services channels (customers services centres and call centre, e-mail, the internet and other self service channels) and 80% of these will be completed at first contact, so that customers may contact the Council when, where and how they need to.*

2.11.4 This work contributes to the Council's overall priority of delivering excellent services as outlined in our Community Strategy and, when successful, will result in improved perception ratings of both the Council overall and individual services.

2.11.5 Implementing the Customer Services Strategy is one of the biggest e-government (IEG) project the Council is managing. This is underlined by the objective of improving face to face and telephone services through electronic delivery, as well as increasing the transactional facility of the website. The Council is on target to achieve the targets on this and it is hoped it will have a positive effect on local residents.

## **2.12 Membership of the Review**

Cllr John Bevan (Chair)

Cllr Judith Bax

Cllr Gideon Bull

Cllr Bernard Millar

Cllr Sheila Peacock

Cllr Susan Oatway

## **2.13 Scope and Aims of the Review**

### Aim

To review the performance of Customer Services in Haringey Council in particular the four Customer Service Centres and the Call Centre.

### Tasks

1. To consider current and prospective corporate customer services strategies and how these link with services across the Council;
2. To consider key corporate customer services improvement targets and plans in place to achieve them;
3. To understand how customer services impacts on residents of Haringey;
4. To consider how customer services performance can be improved;
5. To consider results of customer services telephone survey and in particular look at areas of concerns;
6. To consider ways customer service relationship and communication can be improved with client service to reduce duplication of work.

### 3.0 CUSTOMER SERVICES PERFORMANCE

#### 3.1 Performance Key Issues

3.1.1 A critical concern for customers is how long they have to wait for their enquiry or transaction to be dealt with. Consequently this performance indicator is a key headline measure for Customer Services. The service level over the last four years has been as follows:

	Call Centre	Customer Service Centres (CSCs)	
Year	Calls answered in 15 seconds	Callers seen in 15 minutes	Commentary
2002/3	15.0%	58.9%	Call Centre performance improved towards end of the year but was unable to overcome poor service at the start of the year. 2 CSCs open
2003/4	9.3%	65.4%	Siebel Customer Relationship system upgraded in August 2003 which added 2 minutes to transaction times. Call Centre staffing increased from December 2003 3 <sup>rd</sup> CSC opened in February 2004
2004/5	43.0%	77.1%	£535K invested in more staff for the Call Centre, and were fully trained by November 2004. 4 <sup>th</sup> CSC opened July 2004
2005/6	69.5%	67.8%	Performance to end of August 2005

3.1.2 A critical enabler for service level is the availability of staff resource. In the early years of Customer Services, the staffing level lagged behind the demand for service. When the Call Centre began operations in late 2001, the demand was suppressed by the availability of staff and the telephone lines to accept calls. Consequently there was hidden demand which became more obvious as staffing resources were increased and the technology was changed to record the calls and demand behaviour. The table below shows the number of calls taken in each of the years and the baseline that was derived from previous service call handling.

Year	Calls answered	Index (trend)	Commentary
Baseline	222156	100	Includes Council Tax, Benefits, Housing and Parking
2002/3	258729	116	Abandoned vehicles calls added
2003/4	250308	113	

2004/5	299821	135	
2005/6	362616	163	Projection on basis of calls answered to end of August 2005

3.1.3 Staff performance is a critical enabler for customer services, customer care and service quality. During 2004/05, staffing resources in the Call Centre were increased significantly as a result of additional funding. The management structure also changed allowing the recruitment of a more experienced Call Centre Manager. The changes to the management structures have enabled improved management systems to be developed. The nature of the technology supporting both Call Centre and CSC operations, enables measurement of inputs and outputs, down to individual staff member level. Consequently all aspects of staff performance are managed through one to one reviews and performance appraisal. A brief description of the performance management framework is given at Appendix 1 and the performance indicators are at Appendix 2.

3.1.4 Performance and service level are affected by:

- Fluctuations in demand, such as increased levels of demand for repairs in cold or wet weather, and as a result of actions by Client Services, such as Council Tax recovery actions – reminders and summonses – which tend to occur monthly.
- The robustness and reliability of supporting IT systems. In May and June of 2005, the department suffered a loss of major systems as a result of new system implementation, as well as periods of system downtime which had a significant effect on both the Call Centre and the CSCs.

The sensitivity of Client Services and IT developers to the impacts on service to customers needs to be developed to a greater extent, in order to avoid the situation the Council was in during May and June 2005, when it was unable to maintain an acceptable level of service. Customer Services has regular service level meetings with Client Services, to discuss performance and service levels, as well as maintain a future view of potential impacts on service. Customer Services managers recognise that building a better working relationship with Client Service managers is key to avoiding the circumstances experienced this year.

## **3.2 Audit Commission Review of Performance Management**

3.2.1 An Audit Commission Review of how well the Customer Services Department was using the corporate performance management framework to deliver and sustain improvement, identified some effective tools being used by the Department and also some opportunities for further improvement.

3.2.2 Among the strengths the Commission identified were clear focused and measurable priorities had been set and extensive monitoring and reporting arrangements were in place at all service locations. The department's Business Plan also reflected corporate priorities and staff were familiar with both service specific and personal objectives.

3.2.3 The opportunities identified for further improvement included, developing more flexible performance targets and monitoring the service's ability to meet the needs of the

diverse local community it serves. In line with these suggestions for improvement, the Scrutiny Review Panel was given the opportunity to view the Action Plan which dealt with many of the issues raised. The Panel noted that some of the Audit Commission concerns were similar to those of the Panel, such as the forward planning arrangements with Client Services and staff involvement.

### 3.3 Customer Surveys

3.3.1 Customer Services operate a programme of user surveys to identify user satisfaction and track it over time. The programme includes:

- An annual telephone survey with a sample size of around 1000 customers;
- An annual exit and call back survey in between telephone surveys, to establish satisfaction with particular interactions. The sample size is 100 customers per site.
- A user satisfaction question at the end of each interaction, which is recorded in the Customer Relationship Management System. This has been in place since the upgrade to the system in 2003 but because of problems with that upgrade, **the department have been unable to extract the information.** The overall results were as follows:

From the telephone surveys

Were they...?							
	Satisfied (sat. and v. sat)	Very satisfie d	Satisfie d	Not satisfied nor dissatisfied	Dissatisfi ed	Very dissatisfi ed	Dissatisfied (dis. & v. dis.)
All 2005	77.1% (763)	30.2% (299)	46.9% (464)	9.9% (98)	8.3% (82)	4.7% (46)	13% (128)
All 2003	72.2% (596)	22.9% (189)	49.3% (407)	10.5% (87)	11.5% (95)	5.8% (48)	17.3% (143)
All 2002	74.5% (584)	31% (243)	43.5% (341)	12.4% (97)	7.5% (59)	5.6% (44)	13.1%

From the Exit and Call Back Surveys

Were they...?			
	Satisfied (very and satisfied)	Neither S or D	Dissatisfied (very and dissatisfied)
Nov 2004 (Reception Survey WG & STCSC only)	84.2%	9.6%	10.9%
June 2004	88.7%	3.7%	7.6%
2003	88.9%	7.7%	3.4%

More details can be found in Appendix 3, which also shows differences between centres.

3.3.2 From the survey results, South Tottenham CSC customers are consistently less satisfied than at other centres. This can be as a result of:

- **The environment**, because this colours people's perception of the interaction they have with the Council. South Tottenham CSC was not fully refurbished when it became a CSC and is consequently looking worn and grubby. However, this year the department have changed the chairs in the public area, and are replacing the older worn carpet, redecorating the walls, laying out the queue differently and improving the lighting. The layout changes will allow increased use of the wall space for leaflets (particularly for Housing as a result of the ALMO mock inspection).
- **The standard of customer care.** The areas of main concerns were the ability to deal with the enquiries and the ability to answer all the questions. The department have undertaken a range of refresher training courses for all staff across the service in the main service areas handled in CSCs. This was a concern raised by customers in the 2005 Annual Telephone Survey as highlighted in the table below and also by residents at the North Tottenham Area Housing Forum. Other contributory factors include, further widening of services and staff lacking confidence. The Panel felt that this issue could be resolved through improving training and ensuring Team Managers have specialist knowledge of service areas as outlined in recommendation 20.

Were they...?				
Year	...Able to deal with your enquiry?		...Able to answer all of your questions?	
	Yes	No	Yes	No
2005	80.5% (795)	19.5% (192)	84.7% (827)	15.3%(149)
2003	82.7% (664)	17.3% (139)	84.4% (665)	15.6% (123)
2002	85.3% (617)	14.7% (106)	85.7% (603)	14.3% (101)
2001	86%	-	82%	-

- 3.3.3 The Panel were generally pleased with the customer feedback methods used by the department. An area of concern for the Panel was whether the user satisfaction surveys undertaken at the end of each interaction would give any real valuable information. The Panel observed the various methods used by Customer Services Officers in undertaking this feedback, which were inconsistent and could lead to unsubstantiated conclusions. The Panel felt staff need to be better trained on undertaking this survey and more information needs to be derived from this survey to consider it be a useful exercise. In light of the fact that results of the survey had not been available until the recent upgrade of the Customer Relationship Management System, the Panel has recommended that Customer Services Department review the value and process of the user satisfaction survey. The Panel requested that, in 12 months time, a report outlining the conclusions reached including supporting evidence, details of actions, if any, implemented be submitted to Overview & Scrutiny Committee. If the value cannot be justified the Panel believes that this practise should be ceased.
- 3.3.4 The Panel observed at Westminster Council an automated survey system, 'Viewscast', to obtain user information after each call to the call centre. The system allows the capture of feedback and learn the results in real time, through an online reporting tool. The Panel had considered recommending that the Department purchase such a system, but due to the cost it is suggested that this is something the Department looks into the future.

- 3.3.5 A brief survey was undertaken to find out what other local authorities were doing to obtain customer feedback after each interaction. This is attached in Appendix 4. The survey shows that none of the boroughs surveyed, undertake any regular customer feedback. As the Panel are unsure of the value of the information from this survey, it has asked the department to analyse the information and establish whether it is helpful in resource allocation.

**RECOMMENDATION 1**

**That Customer Services Department review the value and process of the user satisfaction survey undertaken by Customer Services Officers after each interaction. The Panel requested that, in 12 months time, a report outlining the conclusions reached including supporting evidence, details of actions, if any, implemented be submitted to Overview & Scrutiny Committee. If the value cannot be justified the Panel believes that this practise should be ceased.**

- 3.3.6 A pilot Mystery Shopping exercise has been developed by Westminster Council, with the Office of Public Management (OPM), as part of their performance assessment. The Panel were particularly impressed with this customer centred approach, which involves recruiting and building the capacity of local residents to act as mystery shoppers themselves. This approach has the advantage of testing whether service meets the real needs of real customers and can include complex interactions, which can only be experienced by real customers e.g. school selection. The OPM methodology to mystery shopping is attached in Appendix 5.
- 3.3.7 The Panel was informed that the Department already had a list of local residents who would be willing to take part in such a survey, for a small fee. The Panel felt that mystery shopping would give the Department real independent feedback from customers of the service received and therefore enable them to make real changes. It is therefore recommended that Customer Services Department develop a mystery shopping exercise as part of their user consultation. The mystery shoppers to include local residents, disabled users, local businesses and Council officers. The mystery shopping should include testing access for disabled users including parking facilities.

**RECOMMENDATION 2**

**That Customer Services develop a mystery shopping exercise as part of their performance assessment process. The mystery shoppers to include local residents, disabled people, businesses and council officers. The mystery shopping should include testing access for disabled users including parking facilities.**

**3.4 Customer Services Staff Training & Recognition**

- 3.4.1 Staff training, feedback and recognition is an important element in improving the performance of the service. The Audit Commission report noted that 'there is clear understanding and recognition of the overarching service vision, goals and targets amongst staff'. There are currently a variety of means used to communicate with and encourage staff feedback including monthly team meetings, operational briefings and newsletters.

3.4.2 The Panel held a focus group with staff from Customer Services and Client Services to better understand their needs and ideas for improving services to residents. The Panel were particularly pleased with some of the issues raised by staff, who acknowledged that a good service was being provided to residents, but it has the potential to provide excellent services. Some of the Panel's recommendations in this section arise from the discussion held with staff.

3.4.3 Recognising the work of staff is a proven method to improving staff performance and productivity. The Council already has programmes such as the 'extra mile' award to recognise and reward staffs who provide excellent services. The Review Panel heard from staff at the focus group, that an award scheme would not only motivate staff to work harder, but would also recognise those staff that provide a consistent level of excellent service to residents. The Panel was informed by the Head of Customer Services that a scheme was in existence, but had stopped for a while. The Panel has therefore recommended that the monthly award scheme for staff in Customer Services be reintroduced to recognise and reward excellent customer services.

**RECOMMENDATION 3**

**That the monthly award scheme for staff in Customer Services be reintroduced to recognise and reward excellent customer service.**

3.4.4 Staff from Customer Services and Client Services highlighted the need for co-ordinated training to ensure a consistent level of service is being delivered to residents. The Panel heard of the need to keep up to date with developments in both side, was an important element of service provision. The Panel has therefore recommended that training for Customer Services and Client Services staff be co-ordinated and where possible shared in particular where there is change of legislations or a new Council service is introduced.

**RECOMMENDATION 4**

**That training for Customer Services and Client Services staff be co-ordinated and where possible shared in particular where there is change of legislations or a new Council service is introduced.**

3.4.5 An issue brought to the attention of the Panel by officers in Client Services, was that Customer Services staff were calling them for basic queries which was affecting performance in both services. They felt that many of these queries could and should be dealt with by Team Managers. It was noted that in many cases calls to Client Services were part of the standard process. The Panel concluded that by reducing unnecessary calls to Client Service, it would improve performance for both services. It has therefore recommended that Team Managers keep log of reasons for calls to Client Services, and that this be reported to liaison meetings. All calls to Client Services by Customer Services staff which are outside the process agreed with Client Services must be authorised by Team Managers. The Panel hopes that by keeping a log and the subsequent discussion at liaison meetings, it will enable Customer Services to identify and address issues which are reoccurring.



**RECOMMENDATION 5**

**That Team Managers keep log of reasons for calls to Client Services and that this be reported to liaison meetings. All calls to Client Services by Customer Services staff which are outside the process agreed with Client Services must be authorised by Team Managers.**

3.4.6 The Panel noted from the Staff Survey in 2005 that staff feedback about service development was limited. This was also highlighted by the Audit Commission's report. There were four issues which were raised with Members of the Scrutiny Panel, which indicate that opportunity for staff feedback are not as effective as should be. They were as follows:

- a. Housing Benefit application form needs to have section for applicants to give permission at the time of application for others to make enquiries / representations on the applicant's behalf.
- b. Housing surveyors need to leave a slip stating what repairs/work is to be done.
- c. Housing department to check if there is a Housing benefit claim being processed prior to taking income recovery action.
- d. Parking enforcement during public holidays, especially Christmas holidays.

3.4.7 The Panel attempted to ensure that these four issues could be resolved before the work of the Panel was completed. The Panel noted the following:

- a. Subject to legal issues the department would look into implementing this, when the Housing Benefit form is redesigned again.
- b. The Head of Repairs Operation has stated that leaving a slip would remove any discrepancy over what has been said and agreed. Managers in the Repairs Department are working on drafting a slip.
- c. In regards to checking of any claims for benefits, before income recovery, this has now been included in the 'Initial Recovery Work Plan' to be used by all staff. It states that 'the Housing Managers /Rent Recovery Officers checks account records for the previous payment history and to ensure there has been no changes in Housing Benefit payments, or other issues that may have caused the arrears.
- d. The Panel saw a copy of the Operational Brief (December 2005) from Customer Services, which detailed the parking arrangements during the Christmas holiday period.

3.4.8 The Panel has therefore recommended that Staff feedback needs to be enhanced, bottom up and the staff suggestion scheme should be reintroduced.

**RECOMMENDATION 6**

**Staff feedback needs to be enhanced, bottom up. In addition the staff suggestion scheme should be reintroduced.**

**3.5 Information Technology Systems**

3.5.1 Information technology (IT) creates both new opportunities and new challenges for local government. It enables services to be more efficient and individualised. At the same time it poses challenges in managing the systems to deliver the service and ensuring the system does not fail.

- 3.5.2 The Customer Relationship Management (CRM) enables the generic Customer Services staff to handle a wide range of request for service and information consistently and professionally. Without it, specialist staff would be required creating bottlenecks and impacting on service levels and flexibility of staff deployment. The system comprises;
- A customer database which includes a history of each customer's contacts with the Council and their outcomes.
  - A source of business rules and processes to ensure that customers enjoy consistent treatment and outcomes for any given set of inputs/requests for service or information.
  - A knowledge base of information.
  - A source of support for customer service staff operation of client service systems.
- 3.5.3 The Panel noted that IT support to Customer Services was good, with incidents for Customer Services treated as a high priority. There were clear escalation process and regular meetings with software suppliers. However, there were challenges facing this which include supporting two environments: legacy and the refreshed environment. This will be resolved by the completion of tech refresh. In addition, the contract with software suppliers needs to be reviewed to reflect the department's core business hours.
- 3.5.4 A new version of Siebel (Customer Relationship Management Software) was deployed from November 2005. This was a major upgrade utilising the Public Sector version of the Siebel product. It introduces new 'easier to use' processes and activities for the Customer Services Officers and also provides the foundation for the continued evolution of Siebel. Future enhancements to Siebel will be aimed at continuing to both widen the services provided by Customer Services and "deepen" the service offerings through integration between Siebel in the front-office and the back-office "departmental" systems. This evolution will include Siebel interacting with various customer channels such as face-to-face, web, phone, fax, SMS etc. The plans are not rigid, it allows for flexibility to support the evolution and any changing priorities of the Customer Services Strategy.
- 3.5.5 Service levels in Customer Services is affected by system downtime, which means the software's used by the department are unavailable. This also increases the call demand as customers have to call back. System down time is measured from the moment a call has been logged within Clarify (the call logging system) until the call is resolved (deemed fixed by the user). If the incident is not resolved then it is escalated within the IT services management structure. All systems and services deployed during the last 12 months have added resilience built into the design of the systems/services.
- 3.5.6 A project Board for Customer Services chaired by the Head of Customer Services manages the priorities for IT investment based upon the needs of the Customer Services Strategy. Projects are planned and executed in accordance with the Council's Project Management Framework and are jointly staffed and led by Customer Services and IT project managers. Customer Services lead the business implementation, undertaking change management activities with the appropriate level of support from IT. In the case of Siebel, over the course of the next 24 months it is anticipated that on average, 3 new releases per year will take place in line with the roadmap, thereby

providing new functionality in a regular and controlled manner and avoiding the higher risks

- 3.5.7 The Review Panel has recommended that IT Service undertake a review of the underlying causes of system downtime with particular emphasis on reducing such downtime. The Panel believes due to the reliability on IT softwares and support, it is imperative that the Department has reliable, dynamic and cost effective systems. Although the Panel had looked briefly at the IT support it is their opinion that this needs to be further looked at, as internal scrutiny have insufficient expertise to carry out such a review.

**RECOMMENDATION 7**  
**That IT Service undertake a review of the underlying causes of system downtime with particular emphasis on reducing such downtime.**

- 3.5.8 The Panel noted that logs of system downtime were reported to the Executive Member for Organisational Development & Performance (Responsibility for IT). It would also be useful for this to be reported to the Customer Services Member Working Group (CSMWG) chaired by the Executive Member for Community Involvement. The CSMWG consists of the Leader and the Executive Members for Community Involvement, Organisational Development & Performance and Finance and has the remit of supporting the implementation of the Customer Services Strategy and IS/IT Strategy. This would enable this group to direct resources and amend strategies accordingly.

**RECOMMENDATION 8**  
**That logs of system downtime be reported to each Customer Services Member Working Group meeting.**

### **3.6 Budget & Performance**

- 3.6.1 The Assistant Chief Executive (Access) presented to the Panel the Pre Business Plan for 2006/07. The Panel noted the key revenue investment and new cashable efficiency savings proposed for the next three financial years. In particular Customer Services are expected to save £899,000 over the next three years. These savings will be achieved through the development of Siebel (CRM) programme resulting in improved efficiencies including process improvement, understanding what creates demand and taking action to satisfy needs and reduce demand and migration of self service channels. These will be delivered through a combination of taking on new services (more service from the same resource) and some Customer Service staff reductions, through natural turnover.
- 3.6.2 The Panel considered that the proposed investment in a Voice Recording System costing £75,000 would be great benefit to the department. Currently call monitoring of staff at the call centre takes place with Team Managers sitting down and listening to Customer Services Officers taking calls from residents. The Panel heard from Team Managers in Westminster & Brent Council, who have this system, which enables them to undertake other duties and listen to calls at times suitable for them and the department. The system would also reduce any uncertainty about nature of conversations taking place between officers and residents. Such systems are used by many organisations to improve training and services.

3.6.3 The Panel is of the opinion that this saving is achievable at the same time as maintaining existing targets due to the development of Siebel and the implementation of the more robust performance management system. They had seen no evidence or received representations on service targets to be reduced any further. The Panel were particularly keen to ensure that the planned targets were not increased or decreased during this period as this may compromise service quality which the Panel finds to be satisfactory.

**RECOMMENDATION 9**

**That the planned saving targets for the next three years are considered to be achievable whilst maintaining existing targets.**

**3.7 Value for Money**

3.7.1 The revised Comprehensive Performance Assessment (CPA) arrangements increase the focus on being able to demonstrate value for money. Taken with the decision to establish an Arms Length Management Organisation (ALMO) for the Council's housing, there is a challenging agenda to ensure that the Customer Services channels are perceived by the residents and the ALMO as their service of choice, which demonstrably offers value.

3.7.2 Customer Services has a developed performance management system and the IT systems that are used to enable the department to measure and manage performance. Consequently, the service do understand how much of staff time is productive and how efficient that time is. Over the last 18 months, improvements in efficiency have been made, by reducing transaction times and by managing non-productive time downwards.

3.7.3 Further efficiency gains will be delivered as a result of the Siebel Development programme. It is anticipated a reduction of 1 minute per transaction increasing the capacity of Customer Services and reducing the unit cost per transaction further. This is reflected in the proposals in this year's budget savings to extract around £900k of efficiency savings from the Customer Service operation over the next three years.

3.7.4 The Council has been leading bench marking activity on a pan London basis so that comparison can be made of the cost, quality and operation. The department is also commissioning research to retest the value which customers attach to the way the service is organised.

3.7.5 The service delivery design is different from many of the comparators. For example, Customer Services average transaction time is much longer than some of the comparators and this is because:

- Our cut off point is deeper than other authorities (we complete more at first contact)
- We have much more data entry, Customer services staff are using the CRM system and client service systems which as yet has no system integration.

3.7.6 There is little comparative data for Customer Service Centres. The Council has supported and analysed a survey across 14 London Boroughs. The results of this are encouraging as outlined below:

<b>Customer Services for London Survey results</b>	<b>London average</b>	<b>Haringey</b>
Was the Customer Services Officer you spoke with welcoming and professional	98.7% yes	97.8% yes
Was the time that you waited acceptable given the nature of your enquiry	92.4% yes	94.8% yes
How long did you wait - more than 15 minutes	15.1%	11% 89% seen within 15 minutes (our target 70%)
Was the environment welcoming and user friendly	94.6% yes	98.9% yes
Were we able to provide the service that you wanted or direct you to the correct point of contact	95.9% yes	94.8%
How do you rate the service received	1.3% said poor	0.5% said poor
Why did you choose to visit the service - better service	23.9%	28.8%
Why did you choose to visit the service - only way for the enquiry to be handled	33.9%	26.1%
Why did you choose to visit the service - convenience	20.6%	34.8%

3.7.7 In terms of service level in the Call Centre particularly, performance is amongst the best of those surveyed. A copy of the local authority call centre benchmarking group is attached in Appendix 6. The fact that our call handling time is one of the highest relates to the depth of the service.

3.7.8 In the Local Government Customer Services Benchmark report (by Mystery Shoppers Ltd), Haringey ranked 6<sup>th</sup> of the 16 authorities in the group. In addition, the UK Contact Centre Operational Review in 2004 noted the following:

- Average call length was 207 seconds in comparison to the 515 seconds in Haringey, reflecting the range of quite different approaches to service depth;
- Abandonment Rate was 8/9% against 5.5% in Haringey;
- Average speed to answer was 24.6 seconds against Haringey's 26 seconds.

## **4.0 CUSTOMER CARE**

### **4.1 Customer Focus Council Wide**

4.1.1 The 2004 Customer Services Strategy Review highlighted the development of Customer Services across the whole Council as an issue. The council has appointed a Corporate Customer Focus Manager with corporate responsibility to promote customer focussed behaviour and good standards of customer care across the Council, to which the Smart Working programme is geared. A Corporate Customer Focus Strategy is being developed; this will complement the principles on which Customer Services operate and will be pivotal in embedding the one-council approach that we wish to instil

throughout the organisation. It is important that what is proposed as a Customer Focus Strategy does not duplicate or overcomplicate but rather adds real value. To achieve this, we need to ensure that parameters, objectives, targets and responsibilities are clear, well communicated, understood and owned.

- 4.1.2 Customer Focus in Haringey means putting our customers at the heart of service design and delivery. By customers, we mean local people who access or are affected by our services, recognising that the usual customer notion of choice is often absent, particularly in the case of rationed and enforcement services.
- 4.1.3 Haringey has made tremendous progress in the last four years, with many examples of excellent practice right across the authority. There is also a broad acknowledgment of instances of poor practices which require assertive, systematic action to address. The creation of Customer Services always ran the risk of sidelining 'customer service' as something that only Customer Services was responsible for. The Customer Services Strategy is based on two basic principles; to provide accessible single points of contact for services and to provide cheaper forms of access. Customer Focus provides a timely opportunity to ensure a corporate approach to addressing customer needs, interests and convenience. However, we currently lack the mechanisms to share and learn from what we do and our actions lack strategic direction and support. This mitigates against establishing and implementing minimum service standards and the one-council approach that we wish to instil throughout the organisation.
- 4.1.4 Customer Focus was the theme of the Staff Summer Event held in July 2005. The event was attended by around 550 staff at all levels and the feedback from the day has been overwhelmingly positive. An impressive 85% stated that they would be doing things differently back in the workplace, as a result of what they learned on the day. In addition, a Council wide Customer Focus Network is currently being put together. The Network will provide a major mechanism for involving staff from across the authority at all levels. Additional remit for the Customer Focus Network would include some of the following:
- play a key role in keeping Customer Focus on the agenda in the workplace
  - raise awareness of problems around service delivery
  - provide a platform for discussing common minutiae e.g. phone answering
  - help to develop new service standards and performance indicators
  - be offered training to champion given initiatives e.g. the use of plain language
  - mystery shop each others web pages
  - share and pilot ideas for improvement
- 4.1.5 Membership of the Institute of Customer Services (ICS) offers the Council the opportunity to keep informed of developments in the field, learn from other organisations and to benchmark. ICS is a not-for-profit organisation established in 1997 whose purpose has been to create a new profession of customer service. It is backed by the Cabinet Office, SOLACE, and the IDeA amongst others and has a wide membership including over 60 local authorities (which includes about a third of London boroughs).
- 4.1.6 The headline advantages of joining are;

- access to the latest research;
- ready-made benchmarking mechanisms;
- a wide-ranging national network of public and private sector organisations;
- access to their extensive and excellently regarded staff awards and development programme.

The staff award scheme is heralded because of its approach of embedding the development programme firmly in the business of the organisation. Its nature means that it is attractive to a much wider range of staff than more traditional qualification routes and would help to instil a very inclusive, corporate concept of the customer service professional. The programme is aligned with Investors in People (IiP) and the Comprehensive Performance Assessment (CPA). During the course of the Review the Panel heard that a decision had been made to go ahead with the Membership and the Panel supports this decision. **In particular the Panel is keen to ensure that opportunities for staff development are utilised.**

4.1.7 The Reception Project report by the Corporate Customer Focus Manager and confirmed by the Panel's visit to the Customer Service Centre, noted that the display and update of posters and leaflets in receptions was patchy. The Panel agreed with the Reception Project recommendations that the Communication Unit be responsible for the distribution, design and update of leaflets and posters to ensure posters and leaflets are consistency throughout all the Council buildings.

4.1.8 The Review Panel endorsed the projects being developed by the Corporate Customer Focus Manager. This includes the following:

- Further developing Customer Focus throughout the Council;
- Membership of the Institute of Customer Services, including opportunities for staff development in the field;
- That the Communication Unit manages and controls the printing and distribution of posters and leaflets. All leaflets and posters should include versions/ date of issue indicators, to assist in removal of obsolete items. In addition, electronic copies of posters and leaflets be made available on the Council Website.

**RECOMMENDATION 10**

**The Review Panel endorsed the projects being developed by the Corporate Customer Focus Manager. This includes the following:**

- 1. Further developing Customer Focus throughout the Council through a Customer Focus Strategy;**
- 2. Membership of the Institute of Customer Services, including opportunities for staff development/qualifications in the field;**
- 3. That the Communication Unit manages and controls the printing and distribution of posters and leaflets. All leaflets and posters should include versions/ date of issue indicators, to assist in removal of obsolete items. In addition, electronic copies of posters and leaflets be made available on the Council Website.**

## **4.2 Security at Customer Services Centres**

4.2.1 The Reception Project also considered the issue of security guards at reception points and it noted that their roles varied between receptions. The Panel was particularly interested in whether there was a need for security guards at the Customer Services Centres. They noted during their visit to Brent and Westminster Council that they had no security guards at their One-Stop Shops. As far as the public are concerned, security guards are Council staff (although currently employed through an agency), and as such a greater interest needs to be taken in ensuring that they portray an image that the Council is happy with.

4.2.2 The Review Panel has therefore recommended that in line with the findings of Reception Project report, it is recommended that firstly the need for security staff at all Customer Service Centres be investigated. It has suggested that if security guards are not needed then the responsibility for the maintenance and updating of displays of leaflets, forms etc be the responsibility of a permanent member of staff. Secondly if there is a need, that they be employed permanently by the Council with a varied role to include some of the following:

1. Welcoming customers;
2. Direct customers to appropriate officers;
3. Provide answers to basic queries;
4. Be responsible for the maintenance and updating of application forms, posters and leaflets display.

### **RECOMMENDATION 11**

**That inline with the findings of Reception Project report, it is recommended that firstly the need for security staff at all Customer Service Centres be investigated. Secondly if there is a need that they be employed permanently by the Council with a varied role to include some of the following:**

- 1. Welcoming customers;**
- 2. Direct customers to appropriate officers;**
- 3. Provide answers to basic queries;**
- 4. Be responsible for the maintenance and updating of displays containing application forms, posters and leaflets display.**

## **4.3 Customer Contacts**

4.3.1 The Call Centre staff have been handling the task of responding to e-mails and e-forms while they are waiting for calls to come through. This obviously makes greater usage of their time. The Panel heard about the process involved in responding to e-mail and were pleased with this. The Panel has recommended that the Call Centre be renamed Contact Centre to reflect the varied services it provides.

### **RECOMMENDATION 12**

**That the Call Centre be renamed 'Contact Centre' as it now deals with e-mails.**



#### **4.4. Achievements**

- 4.4.1 The Panel noted the significant improvement in performance and service delivery that Customer Services had made over the last few years. In particular in March 2005 77.3% of calls to the call centre were answered in 15 seconds, compared with the 5.5% in April 2004. This has been recognised by customers in the annual telephone survey, which registered an increase in overall customer satisfaction from 71% in late 2003 to 77% in May 2005. Service levels in Customer Service Centres remained good and achieved 77% of customers seen in 15 minutes for the year, against the target of 70%.
- 4.4.2 Through the Customer Services Strategy the department is now offering more services and in more depth to the customer. This has increased the proportion of initial contacts through Customer Services from 34% to 37%. The Council is closer to its aspiration of dealing with customer's queries in one visit.
- 4.4.3 The Panel believes that Haringey's Customer Services has the ability to be recognised nationally for the excellent service provided by the department. The Charter Mark is recognised as the tool for continuous improvement in customer service and is unique in its focus on the service the customer actually receives. The Charter Mark has the benefit of demonstrating to the wider public the high level of service that can be expected from the organisation and has a positive impact upon staff morale, by acknowledging their commitment to customer service.

#### **RECOMMENDATION 13**

**It is the opinion of the Scrutiny Panel that the ability is there to 'win a national award for the excellent services provided by the department. The Panel encourages Customer Services Department to apply for a Charter Mark award or other national awards for Customer Services.**

#### **4.5 Service Enhancement**

- 4.5.1 The Head of Customer Services informed the Panel that a review of the phone system was to take place. At present callers are informed on the length of time they have to wait until their call will be answered. The Panel's experience of other call centres where the phone system indicates the callers' position in the queue and the estimated time of waiting, was queried with the department, who stated that this could be something that can be looked into as part of this review. The Panel believes that improving the user experience of the service would improve customer satisfaction levels, and it would enable customers to contact the Council at times appropriate to them.
- 4.5.2 In this modern age of cashless payment it is important that the Council offers residents the opportunity to pay for services using their debit/credit card. Although residents are able to pay for some services, such as parking, using their cards over the phone, the ability to use them at Customer Service Centre does not yet exist. The Panel noted that the department had been considering introducing this facility this year and therefore recommended this be undertaken as soon as possible. The opportunity to encourage more customers to use Customer Services can only be beneficial for the Council and therefore it is important to offer the residents various payments methods. This is of more importance in light of recommendation 15 of the Panel.

**RECOMMENDATION 14**

**That all Customer Service Centres introduce the facility to take credit/debit card payments immediately.**

- 4.5.3 The Panel noted that currently parking permits are only available through the Parking Shop which is based in Wood Green. A pilot to provide parking permits through Customer Service Centres was completed in October 2004. The rollout to all the Centres has been delayed due to technical difficulties. This is an important service which affects residents in the whole borough and it is not available through the Call Centre, as various evidence of identification is needed. To improve residents' perceptions of the Customer Service Centres, it is important to provide those key services which affect the majority of residents. It defeats the purpose of providing local centres, if for a key service; residents have to go to a specific building. The Panel was assured by the Head of Customer Services, that work had been going on to overcome the technical difficulties and that parking permits would be available from Customer Service Centres very soon.

**RECOMMENDATION 15**

**That the roll out of parking permits to all centres be completed immediately.**

#### **4.6 Customers Accessibility**

- 4.6.1 Accessibility is about ensuring that we reach out to the many different communities that live in Haringey. A clear analysis of the service user base is essential to enable the service to identify service take-up issues. The data gathered as part of customer consultations add to this. The Customer Relationship Management (CRM) system is designed to allow detailed analysis of user base and provides information to assist the targeting of services and communities. In 2005 the overall satisfaction rate was 77.1% which disaggregates as follows:
- Disabled users 79.3%
  - White users 75%
  - Asian users 64.1%
  - Black users 77.3%
  - Council tenant users 80.7%
- 4.6.2 The department is not aware why the Asian communities' satisfaction level is so different and will be undertaking some focus group work to explore this. The Panel through their visit to the Customer Service Centres and the Call Centre noted the many good procedures were in place, such as the Turkish Surgery in Wood Green Customer Service Centre. The Panel however felt that there were some accessibility issues which could help some sections of people in Haringey, access our services more easily.
- 4.6.3 The analysis of Customer Services performance indicators revealed that the Hornsey Customer Services Centre (CSC) had the lowest number of visitors in 2004/05 and this trend had continued from April 2005 to July 2005 as indicated by the table below:

Customer Service Centre	Out-turn 2004/05	April 2005	May 2005	June 2005	July 2005
Hornsey	19007	1754	1526	1624	1507
South Tottenham	43418	3551	3693	3829	3354
North Tottenham	26376	2245	2209	2456	2198
Wood Green	50015	6185	5307	5988	5932

- 4.6.4 The 2005 Customer Services Telephone Survey, revealed that personal visits to the Hornsey CSC was the lowest of the four centres and had the highest number of contacts by telephone. The Panel, in its discussion about the future use of the Hornsey Town Hall, has recommended that it be investigated whether the demand and usage of the Customer Service Centre in Hornsey justifies the need for a centre in the area.
- 4.6.5 The Panel has recommended that as part of the Accommodation Strategy it is considered, if there is a need to move the Hornsey Customer Service Centre. If so the Panel suggest it is relocated to Hornsey Library, taking into account the need to co-locate with Housing Services. The Panel received comments from the Project Manager in Property Services, who stated that 'proposals for the future management and use of Hornsey Town Hall are currently being developed by the Community Partnership Board. The mix of future uses would not necessarily preclude use by the Council, particularly for services with a customer focus. Whilst any future review of the Hornsey CSC location would in all likelihood include Hornsey Library amongst the options to explore, it would also need to take account of factors such as customer accessibility, the need for housing (ALMO) services to be co-located with the CSC'.

**RECOMMENDATION 16**

**That it be investigated whether the demand and usage of the Customer Service Centre in Hornsey justifies the need for a centre in the area. In addition, that in the future Accommodation Strategy considers, if there is a need to move the Hornsey Customer Service Centre, that it be relocated to Hornsey Library, , taking into account the need to co-locate with Housing Services.**

- 4.6.6 The Panel was informed that the use of 'Deaf Sign Language interpreters' and 'Minicom' facility were minimal. It is important that facilities for disabled users continue to be provided, to ensure all communities can access service through the customer service channels. During the course of the review the Panel heard that the department was introducing 'Type Talk', which is a user-friendly service specifically designed for the deaf and hard of hearing. In addition, the Panel has also recommended that 'Sign Video', which provides professional Sign Language interpreters in minutes through a videophone, be introduced in Customer Service Centres. The Sign Video project is funded by the Office of Deputy prime Minister and supported by the Greater London Authority. The equipment is provided free and the Council is only charged when the service is used. It is cheaper than bringing an interpreter to the office. The Panel was informed that Officers from Customer Services had visited the company providing this service for a demonstration and work is underway for a pilot in Wood Green Customer Services Centre.

**RECOMMENDATION 17**

**That Customer Services provide 'Sign Video' system for deaf users at the Customer Service Centres and a 'Type Talk' system at the Call Centre. This should replace the Minicom facility and deaf sign language interpreters.**

- 4.6.7 The Panel noted during their visits to the four Customer Service Centres, that parking facilities for disabled users were minimal, if any. To ensure disabled users are welcome and able to use the centres, it is vital parking facilities are available. The Panel has therefore recommended that Customer Services, in consultation with Property Services and Highways Department, provide parking facilities for customers with disability as near as possible to the Customer Service Centres. These facilities should be clearly marked for the use of disabled customers only and actively enforced.

**RECOMMENDATION 18**

**That Customer Services in consultation with Property Services/ Highways Department provide parking facilities for customers with disability as near as possible to the Customer Service Centres, which should be clearly marked for the use of disabled customers only and clamping be in operation for unauthorised parking.**

- 4.6.8 As a result of the Panel's visit to Apex House (South Tottenham) Customer Service Centre and residents' comments to Councillors about the current queuing system at the centre the Panel has recommended that the single queue at Apex House be reconfigured as a matter of urgency. The Panel believes that the first impression our customers receive of our centres makes an impact on their future use of the centre.

**RECOMMENDATION 19**

**That the single queue at Apex House Customer Service Centre be reconfigured as a matter of urgency.**

## **5. CLIENT SERVICES**

### **5.1 Planning & Communications**

- 5.1.1 The importance of effective communication and planning with Client Services is highlighted in the 2005 Staff Survey, as well as the Customer Services Business Plan. It was further reiterated to the Review Panel, at the focus group held with staff from Customer Services and Client Services. The department has service level agreements with client services and there are regular meetings about service levels, hand off arrangements, future development plans and other issues arising. The department currently holds monthly liaison meetings with all the key client services, involving operational staff and holds quarterly meeting involving senior staff from client and customer services.
- 5.1.2 However there remain a number of key issues to be resolved, to enable customer services to achieve their objective of seamless and effective service. These include:
- Client Services informing Customer Services of changes that will affect them at an early stage;

- Client Services to improve performance and reduce backlogs so that repeat calls are decreased;
- Customer Services to explore with client services the clashing of peak demands, so that movement can be achieved to smooth demand wherever possible.

5.1.3 The need for more robust joint forward planning arrangements with client services, to help balance demand levels was highlighted by the Audit Commission in their review. The report noted that the service remains largely reactive as there are no plans in place to balance demand levels. Good communication is essential to ensure that operational activities are planned in such a way, to minimise impact on Customer Services ability to meet demand.

5.1.4 The staff focus group which was facilitated by a consultant from the Council's Organisational Development & Training Department and was designed to ensure that staff identified three key issues and suggested solutions. An issue raised by staff was relationship with Client Services, which included looking into the communication, priorities and information. Staff suggested that feedback from liaison meetings needed to be provided to all staff, and that shadowing staff from other departments would give better understanding of each of their roles. Visits to a Customer Service Centre for all new staff, should be included in Corporate Induction and information sent to staff should be prioritised and sent at the right time.

5.1.5 Client Service staff highlighted the number of calls they are receiving from Customer Services Officers as an issue causing backlogs. They are unable to reduce their backlogs because of the number of calls they have to take from Customer Services. Discussion with senior staff from Customer Services revealed that in many cases staff lacked in confidence and knowledge of the 'cut off' point. The Panel has therefore recommended that Team Managers and senior staff be trained as service champions, in particular service areas, to reduce calling Client Services and improve service time. It is proposed that two champions for each service, be developed in the Call Centre and one for each of the major services, in Customer Services Centres.

**RECOMMENDATION 20**

**That Team Managers and staff be trained as service champions in particular service areas to reduce calling client services and improve service time.**

5.1.6 The Panel heard that Customer Services were not aware of changes taking place in Client Services which was affecting performance. At the time of the Panel's visit to the Customer Service Centres, Members were informed that a reminder letter had been sent to a number of residents by one of the Client Services. Customer Services were not aware of this until very late and therefore did not have adequate resources to cope with the subsequent demand. The Panel has recommended that Customer Services be responsible for the development and updates of a forward plan in conjunction with Client Services which has details of all major letters, information, bills, reminders etc being sent to residents throughout the year, to enable Customer Services to prepare resources adequately.

**RECOMMENDATION 21**

**That Customer Services be responsible for the development and updates of a forward plan in conjunction with Client Services which has details of all major**

**letters, information, bills, reminders etc being sent to residents throughout the year to enable Customer Services to prepare resources adequately.**

- 5.1.7 The department currently keeps staff informed through monthly operational briefs, urgent briefs and team meetings. It is important that information through these channels is better focused. The Panel have recommended that regular service liaison meetings between Customer Services and Client Services be held. At each meeting at least one member of staff from Customer Services should participate, with different staff taking part. In addition, all staff and team managers in Customer Services and Client Services should be advised of key outcomes, arising out of service liaison meetings. The Audit Commission report identified that 'key messages on service development or as to how service delivery issues raised through 'issue logs' will be addressed, were not clearly communicated to staff by team managers. There is currently no standard approach for doing this. Their report also recommended that key messages regarding service development and resolution of issues raised through 'issues logs' are clearly communicated to Customer Services Officers in a systematic way.

**RECOMMENDATION 22**

**That regular service liaison meetings between Customer Services and Client Services be held as required. At each meeting at least one member of staff from Customer Services should participate. The agenda for the meeting to include the following meetings should cover some of the following issues:**

- 1. Minutes of the last meeting (review of actions/responsibilities);**
- 2. Review Performance Measures/Statistics and quality against targets;**
- 3. Call Centre performance statistics;**
- 4. Key Housing performance indicators;**
- 5. Review current issue logs / raise new issues;**
- 6. Review of future development plan – include anticipated workloads, contingency planning, scheduled downtime, training, recruitment and resource capacity;**
- 7. Review Draft SLA;**
- 8. Reports from Team Managers on calls to Client Services which are outside the agreed process.**

**In addition, all staff and team managers in Customer Services and Client Services should be advised of key outcomes arising out of service liaison meetings.**

**5.2 Induction & Training**

- 5.2.1 The awareness of Customer Services as the face of Council is an important element in improving performance. The focus group highlighted this as an issue. Member's of the Panel who sat in with the staff at the Call Centre also found this to be an issue which needs to be addressed. The Panel has therefore recommended that as part of the Corporate Induction, organised by Organisational Development & Learning, all new employees visit the Call Centre and a Customer Service Centre.

**RECOMMENDATION 23**

**That as part of the Corporate Induction, organised by Organisational Development & Learning, all new employees visit the Call Centre and a Customer Service Centre.**

- 5.2.2 The Panel was informed that currently Customer Services takes in 2 to 3 young people a year, through the New Start Scheme. The majority of these people later secured permanent jobs with the Council. The Panel recognises the need for the Council's workforce to be representative and reflection of the diversity within the borough. It is keen to take advantage of National Schemes which help to reduce unemployment. The Panel has therefore recommended that Customer Services investigate additional funding streams to further assist in the recruitment and training of new recruits.

**RECOMMENDATION 24**

**That Customer Services investigate additional funding streams to further assist in the recruitment and training of new recruits.**

### 5.3 Service Re-charge

- 5.3.1 Customer Services costs are recharged to Clients Services through the corporate overhead process. Charges are based on the volume of activity, weighted by the average duration of the interactions. Initial funding is transferred from the client services, based on a scoping exercise, which assesses the numbers of staff required to undertake the work. The table below from the 2005 Annual Telephone Survey, shows that quite a high proportion of actions were not carried out by Client Services. Although this had reduced from 2003, it still meant that Customer Services were receiving a number of repeat calls from residents, whose request for information or work had not been carried out.

<b>Were any agreed actions carried out?</b>		
	<b>Yes</b>	<b>No</b>
<b>All 2005</b>	<b>76.2% (725)</b>	<b>23.8% (227)</b>
<b>All 2003</b>	<b>69.8% (529)</b>	<b>30.2% (229)</b>

- 5.3.2 The Panel felt that Client Services need to understand and pay for the service they receive. The current payment arrangements do not satisfactorily reflect this and therefore the Panel is recommending that the charging arrangements for Customer Services be clarified. Client Services need to be made aware of visits/ calls handled on their behalf along with the average time of their transaction. Repeat visit/ calls information should also be included. Provision of this information will encourage client services to ensure a reduction in unnecessary repeat visit/ calls and to streamline their process to achieve reduced transaction times.

**RECOMMENDATION 25**

**That the charging arrangements to all Client Services be clarified. Client Services need to be made aware of visits/ calls handled on their behalf along with the average time of their transaction, repeat visit/ calls information to be included. Provision of this information will encourage client services to ensure a reduction in repeat visit/ calls and to streamline their transactions to achieve reduced transaction times.**

**6.0 VISITS & STAFF CONSULTATION**

- 6.1 During their visits Panel Members were able to sit in with staff at the Call Centre and listen to residents' calls being taken. This experience proved valuable for Members to understand how the department worked and the issues facing the department.
- 6.2 The Panel Members and staff from Customer Services visited the London Borough of Brent and Westminster. The Panel met with officers from Customers Services in both authorities. They visited a One-Stop Shop (Customer Service Centre) and the Call Centre. The Panel found the comparison of performance, service level and depth of service enlightening. The visits indicated that Customer Services in Haringey was performing very well. The Panel is grateful to officers in Westminster and Brent for their hospitality and openness in discussions.
- 6.3 A focus group with staff from Customer Services and Client Services was held as part of the work of the Review Panel. Approximately eight staff from Customer Services and eighth from all the major Client Services were present. The discussion and conclusions from this focus group are based on some of the Panel's recommendations. The Panel were particularly pleased to note the determination and ideas for improvements which were suggested by the officers and would be of enormous benefit to the department and their customers. There were three key issues raised by staff which included service capacity and training, relationships with client services and quality service. The Panel has attempted to input into all these issues through the recommendations.

**7.0 CONCLUSIONS**

- 7.1 The Panel concluded that Customer Services in Haringey has progressed considerably over the last two years. The service compares favourably too many local authorities who are recognised for development in this field. The Panel felt Haringey's Customer Service Department has the potential to win an award, for the excellent service it provides to residents.
- 7.2 The Panel has made recommendations which it hopes will help further improve the performance of Customer Services. These include different forms of customer consultation, improving staff training and feedback opportunities, and ensuring other factors which affect the performance are minimised.
- 7.3 The Panel were particularly keen to ensure that the work being undertaken to improve customer focus council wide continues. The Panel endorsed the establishment of a customer focus strategy and a customer focus network. In addition acquiring



Membership of the Institute of Customer Services which will bring benefits to staff development and benchmarking.

- 7.4 The Panel has also made recommendations on ways services could be improved for customers with disabilities. Finally the Panel looked at ways communications could be improved with Client Services, to ensure their actions do not affect the performance of Customer Services. The Panel firmly believes that with the strategies in place and those being developed and the implementation of the recommendations from this review and the Audit Commission's review, Customer Services in Haringey will be delivering an excellent service, which is good value for money.

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Agenda item:

**Overview & Scrutiny Committee****On 13<sup>th</sup> March 2006**Report Title: **Scrutiny Review of Intermediate Care**Report of: **Scrutiny Review Panel of Intermediate Care**Wards(s) affected: **All**Report for: **Non-Key Decision****1. Purpose**

To agree the report outlining the conclusions and recommendations of the Review.

**2. Recommendations**

That Members agree the, conclusions and recommendations of the Review, as outlined in the Scrutiny Review report.

Report Authorised by: **Chair of the Panel**Contact Officer: **Carolyn Banks, Principal Scrutiny Support Officer**Tel: **020 8489 2965**E-Mail: **Carolyn.banks@haringey.gov.uk****3. Executive Summary**

The Review was particularly timely coinciding with more emphasis being placed nationally on promoting independence and well being for older people and on providing support for them to live at home, or in community settings as far as possible, rather than in residential settings.

The Panel's aim was to review the current arrangements by the Council and its partners for service users and carers within the Borough, in the light of the National Service Framework for Older People and the DOH guidance- Intermediate Care: Moving Forward In particular the Panel was to focus on issues relating to meeting local needs, value for money and funding levels and to make recommendations on the potential for improvement.

<b>4. Reasons for any change in policy or for new policy development (if applicable)</b>
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Please refer to the Scrutiny review report attached.

<b>5. Local Government (Access to Information) Act 1985</b>
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**6. Background**

6.1 *Please refer to the Scrutiny Review report (attached).*

**7. Description**

7.1 *Please refer to the Scrutiny Review report (attached).*

**8. Consultation**

8.1 The Review report has been submitted to the relevant departments for consideration of technical accuracy and feasibility of the recommendations.

**9. Summary and Conclusions**

9.1 *Please refer to the Scrutiny Review report (attached).*

**10. Recommendations**

10.1 *Please refer to the Scrutiny Review report (attached).*

**11. Legal and Financial Comments**

11.1 Full legal and financial comments will be sought to recommendations agreed by the Executive in the Executive Response.

**12. Equalities Implications**

12.1 Equalities Implications will be sought to recommendations agreed by the Executive in the Executive Response.

**13. Use of Appendices / Tables / Photographs**

13.1 Please find attached the Scrutiny Review report.



Scrutiny Services

# **Report of the Scrutiny Review of Intermediate Care Services**

**February 2006**

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## CHAIR'S FOREWARD

Intermediate Care Services in Haringey are a good example of positive collaborative working across the NHS trusts, the Council and the voluntary sector. The vision for the service is a joint one, and Intermediate Care is provided through a range of specialist services run by different partner agencies.

The Review was particularly timely, running in tandem with Social Services own internal review, examining structures and working practices. It is hoped that the recommendations from our Scrutiny Panel will feed into the internal review. It also coincides with more emphasis being placed nationally on promoting independence and well being for older people and on providing support for them to live at home, or in community settings as far as possible, rather than in residential settings.

The Panel were very impressed with the tremendous improvements that had been made since the inception of Intermediate Care Service six years ago. More flexible support is being provided by social care and health teams, the community-based specialist equipment service, and increased home care packages and support. Services are working well towards promoting person centred care, joined up services and further developing the single assessment process for clients.

I believe that the Panel have made a set of recommendations that will further improve a good service and the quality of life for older people in Haringey.

I would like to thank my colleagues Councillor Adamou and Councillor Hoban who contributed their time and ideas. I very much enjoyed working with them and believe that this report is the result of team working. Also I would like to thank Jan Allwood, our external adviser who provided valuable professional advice and guidance to the Panel, and Carolyn Banks our scrutiny officer. Additionally I want to thank the staff from the NHS Primary Care and Hospital Trusts and Social Services and the voluntary sector who gave us their valuable time to provide evidence to the review and to host our very informative visits. The Panel was very impressed with the commitment and dedication of all staff that they met.

I commend the Panel's report and its recommendation to the Overview and Scrutiny Committee and the Executive.

Councillor Jean Brown  
Chair – Intermediate Care Scrutiny Review

**1. EXECUTIVE SUMMARY**

1.1 This Executive summary outlines the work undertaken by the Panel during the course of the review and highlights the recommendations for improvement to Services.

1.2 The Panel's aim was to review the current arrangements by the Council and its partners for service users and carers within the Borough, in the light of the National Service Framework for Older People and the DOH guidance- Intermediate Care: Moving Forward In particular the Panel was to focus on issues relating to meeting local needs, value for money and funding levels and to make recommendations on the potential for improvement.

1.3 During the course of the review the Panel:-

- Met with Social Services and PCT Service Managers
- Met with Heads of teams involved with Intermediate Care
- Visited the North Middlesex Hospital and interviewed the Discharge Co-ordinator, a Consultant responsible for Older Peoples Care, the First Response team and Therapists
- Visited the Home Care Service, Rapid Response , Night service, Area and Enabling Teams
- Met with Voluntary Sector representatives involved in service provision and who represented Carers
- Visited and interviewed Users of the Service

1.5 The Panel were impressed by the commitment and enthusiasm of the teams. They saw many examples of good working practice and any recommendations should be seen in a constructive rather than critical light, designed to add value to an already good service.



## **KEY FINDINGS**

- ❖ **Committed and dedicated staff in all teams with a positive attitude to their work.**
- ❖ **Hospital discharge processes are generally good but more focus is needed on prevention of hospital admission.**
- ❖ **There is positive joint working in some areas but strategic planning is not sufficiently co-ordinated and there is a lack of integrated management and corporate identity.**
- ❖ **There is still no single point of access to Intermediate Care Services which sometimes leads to a duplication of referral or assessment and a lack of trust between teams. Communication between services has the potential to be improved.**
- ❖ **The Single Assessment Process is beginning to embed but there is a need for more joint training. Teams should be more multi- skilled.**
- ❖ **Section 31 agreement pooled budgets are being well used.**
- ❖ **The Eligibility Criteria for Intermediate Care are too restrictive in that people under 50 are excluded and the needs of people with mental health problems are not always met.**

## **Recommendations:**

- 1. That a 5 year Strategic Plan be developed for Intermediate Care.**
- 2. That a single point of access to Intermediate Care be developed.**
- 3. That provision be made for an Intermediate Care Co-ordinator, jointly funded and accountable across health and social care for the delivery of an integrated service, ideally with a pooled budget for the whole service.**
- 4. That a whole systems approach to joint workforce planning be adopted. Teams should work towards being multi-disciplinary to include therapy, nursing and social services staff working within a rehabilitation focus. The management structures should be reviewed to ensure that the service is able to work in more integrated ways.**

5. **That partners work together to ensure the complete implementation of the single assessment process.**
6. **That the eligibility criteria be reviewed to enable Intermediate Care to become more person centred rather than service driven. In particular consideration should be given to the requirement of people with the more complex needs profiles and also those under 50 years of age who currently are not included within service criteria at all.**
7. **That consideration be given as to how the Intermediate Care Service can be supported in a more formal way by specialist mental health expertise. This would enable appropriate care packages to be developed for older people with physical needs who additionally have mental health needs. Further consideration should be given to the plans for developing Broadwater Lodge for people with dementia.**
8. **That the possibility of Greentrees being used for the provision of step down facilities be revisited.**
9. **That the current charging policy be reviewed to ensure fairness of provision across the service.**
10. **That the strategic partner services undertake a process mapping exercise to identify how Service Users currently access Intermediate Care and then redesign the process to ensure a clear pathway approach.**
11. **That the service be rebadged as a generic Intermediate Care Service.**
12. **That Intermediate Care Services work towards the provision of a 24 hour, 7 day a week access to Intermediate Care and identify a timescale for achieving this goal.**

## 2. INTRODUCTION

### Background

- 2.1 Nationally Intermediate Care is available to all adults, though most who receive it are Older People. Its focus is to ensure there are appropriate services to support people when they leave hospital and to prevent people being admitted to hospital or long term care. Although people will continue to need health and social care services, improvements in disease prevention, careful management of long term conditions, and appropriate treatment and rehabilitation will improve health and independence reducing the need for people to require long term care.
- 2.2 The Panel heard that generally people wished to remain in their homes for rehabilitation or care, but it is important that the necessary packages are in place to support them.
- 2.3 The Department of Health's Public Service Agreement states that it aims to:
- Improve the quality of life and independence of vulnerable older people by supporting them to live in their own homes where possible, by:
  - Increasing the proportion of older people being supported to live in their own home by 1% annually in 2007 and 2008; and
  - Increasing, by 2008, the proportion of those supported intensively to live at home to 34% of the total of those being supported at home or in residential care.

### What is Intermediate Care?

- 2.4 The Intermediate Care Service in Haringey has been in existence for 6 years. From its original inception it has been designed and delivered jointly by London Borough of Haringey (LBH) and Haringey Teaching Primary Care Trust (HTPCT). There is a history of positive joint working in Haringey between the two organisations.
- 2.5 The Department of Health document – “The National Service Framework for Older People”, Standard 3 - Intermediate Care definition states:-

"Older people will have access to a new range of Intermediate Care services at home or in designated care settings, to promote their independence by providing enhanced services from the NHS and councils to prevent unnecessary hospital admissions, and also effective rehabilitation services to enable early discharge from hospital

and to prevent premature or unnecessary admission to long term residential care"

- 2.6 Detailed guidance on Intermediate Care came out in 2001 under HSC 2001/01, LAC 2001/01. It placed responsibility on NHS organisations and Local Authorities to plan and develop new Intermediate Care services. The Circular said that to qualify as "Intermediate Care" a service should meet all of the following criteria:
- Be targeted at people who would otherwise face unnecessary prolonged hospital stays or inappropriate admission to acute in-patient care, long term residential care, or continuing NHS in-patient care.
  - Be provided on the basis of a comprehensive assessment, resulting in a structured individual care plan that involves acute therapy, treatment, **or** opportunity for recovery.
  - Have a planned outcome of maximising independence and typically enabling patient/users to resume living at home.
  - Be time-limited, *normally* no longer than six weeks and frequently as little as one or two weeks, or even less.
  - Involve cross-professional working, with a single assessment framework, single professional records and shared protocols.
- 2.7 The LAC 2001 specified that the average duration of Intermediate Care was 2-4 weeks but that it could be extended for up to 12 weeks for people with complex needs, where there is review, reassessment and the agreement of the multi- disciplinary team.
- 2.8 In essence, Intermediate Care is a time- limited service, targeted at those in hospital or at risk of admission, involving therapeutic input and aimed at maximising independence. It should form an integrated part of a seamless continuum of services linking health promotion, preventive services, primary care, services, social care, support for carers and acute hospital care.
- 2.9 Additionally Intermediate Care is an emerging concept in health care. It offers attractive alternatives to hospital care. It is care that is "in between" and arises out of Standard 3 of the National Service Framework for Older People 2002. It is designed to target resources on those people who do not require the resources of an acute general hospital but are beyond the scope of the traditional primary care team.

- 2.10 Intermediate Care should focus on three key points in the pathway of care:-
- Active rehabilitation following acute hospital stay
  - Responding to, or averting, a crisis
  - Where long term care is being considered
- 2.11 According to the DOH Health and Social Care Change Agent Team, Intermediate Care should be provided by a range of professionals, including general practitioners, Community Nurses, hospital clinicians, physiotherapists, occupational therapists, speech and language therapists' social workers, care workers trained in rehabilitation and with administrative support. They need to draw on the expertise of a wider range of health and social care professionals, other services provided by Local Authorities, and the voluntary and independent sectors. The requirement for a single record, used by everyone providing Intermediate Care to an individual, means that the single assessment process is important. Service users and their carers must be involved in taking decisions about a user's care plan and should hold a copy.

### **National population profile**

- 2.12 Older people are the main users of Intermediate Care in Haringey with the age of 50 as the minimum eligibility criteria. Nationally since the 1930's the number of over 65's has more than doubled. Now one fifth of the population is over 60. Between 1995 and 2025 the number over 80 will increase by almost half and the number of people over 90 will double.

### **Haringey Population profile**

- 2.13 There are an estimated 22,130 people aged 65 + living in Haringey of whom 12,724 are women and 9,406 are men. Over the next decade the number of older people in the local population is expected to remain stable both in terms of overall numbers and as a percentage of the population, although the numbers of people aged 85 or over is set to increase slightly by the end of the current decade. This is somewhat different from the national profile because there is a large incoming population of young mobile people into Haringey. However, the number of people aged 65 and above from minority ethnic communities is projected to increase. There are also significant numbers of older people 'hidden' within long-established ethnic minority communities from Cyprus, Turkey and Ireland.

- 2.14 Haringey's older population is very diverse in terms of its health and social care needs, financial circumstances and ability to access services necessary to remain healthy and independent. Intermediate Care services need to be able to respond flexibly and appropriately to this diverse range of needs

### **Provision in Haringey**

- 2.15 In Haringey, Intermediate Care is delivered by a range of services, individually managed and funded from various sources. Further information on the specific services is available on request. The main providers are set out below. This does not include the assessment function that is the gateway into social care other than Rapid Response.

#### **Home Care** –

- *Enabling Team* – a Social Services Directorate (SSD) provided service that offers generic rehabilitation through their care workforce to maximise independent living skills. This service is currently offered free to the service user for the first two weeks, after which, a financial assessment is undertaken and a charge is levied as appropriate.
- *Rapid Response Team* – an SSD provided assessment service that responds to requests for assessment and timely provision of home care services only in order to facilitate prompt hospital discharge or avoid admission into hospital or care home.
- *Night Service* – provides a 7 day a week 24 hour service of home based care. The service has recently won the NHS Health and Social Care Queen Mother's Award for the Care of Older People for the London and South East region.

**Integrated Care Team** – a mixture of both Haringey Teaching Primary Care Trust (HTPCT) and SSD staff who are co-located at Stewart Crescent Health Centre. Although co-located they are not jointly managed.

**District Nursing Teams** – HTPCT provided service (though IC is only a part of the work they undertake). They serve all patients resident in Haringey or registered with the GP practice to which they are attached.

**Greentrees** - Day Hospital –managed by North Middx Hospital and Rehabilitation unit – managed by HTPCT. They provide access to multi-disciplinary assessment, review and treatment. Note comprehensive assessment takes place here and a variety of other settings i.e. acute trusts, clients own homes, nursing homes.

**Falls Co-ordinator**- a joint appointment, HTPCT and SSD funded through a section 31 agreement pooled budget for delayed transfers of care. The Coordinator is developing a care pathway for falls which better integrates services to provide effective care for people who have experienced falls.

**Cranwood Residential home** Intermediate Care Unit – an SSD and HTPCT funded unit with therapy staff provided by the HTPCT. This unit provides intensive residential rehabilitation. However it is temporarily closed and due to re-open after refurbishment in August 2006.

**Stamford Lodge Nursing Home** – Stamford Nursing Centre provides some independent nursing “stepdown” beds reserved to enable timely and more gradual transfer from an acute hospital setting back to the patient’s home.

**Cooperscroft Residential Home** – residential “stepdown” beds to enable timely transfer from an acute hospital setting back to the patient’s home

**60+ service** funded by Supporting People (SSD) and provided by an independent provider. This service provides practical help and support for short episodes to enable people to return to, or maintain their tenancy of their own home.

### **3. PARTNERSHIP WORKING AND A WHOLE SYSTEMS APPROACH**

#### **Management Structures**

- 3.1 The Panel considered the existing management structures of the Intermediate Care Teams across Health and Social Care to be somewhat fragmented. For example there are individual managers for the care management, rapid response and the rehabilitation teams. Their line management is then through the structures of their individual organisations. Although there is very positive close working at all levels, regardless of organisational accountability, there is still a long way to go towards the integrated teams envisaged in the original concept of Intermediate care, and there is little evidence that the service user can access a range of specialist services rather than one which would be enabled by an integrated approach. Notionally Intermediate Care is multi- disciplinary. The specialist teams also operate within a rehabilitation model, and the panel felt that these two factors inhibited the ability of services to work together to best effect.
- 3.2 The Panel received supporting evidence for this from voluntary organisations working with the teams, who felt that, at a strategic level, promotion of an integrated approach was lacking and that was why the service did not always operate quite as smoothly as it might
- 3.3 In an ideal Intermediate Care service there would be more structured integrated meetings, planning and pooled budgets. There would be more joint planning meetings, better resourced care pathways and an avoidance of assessment duplication (ie from Hospital, Rapid Response, Agency and Social Work)

- 3.4 It was recognised that further developing services and working more innovatively in response to the government agenda of giving people real choice, creates budget pressures. Additionally the Panel recognised that the creation of a truly integrated team would require the ability of staff to manage the cultural change needed to bring the two organisations together, and this would not be easily achieved.
- 3.5 The panel felt that the evident high quality of service offered by all the separate teams would be much enhanced by a whole systems approach involving all of the following key elements:-
- ◆ Self Care – advice and carer support
  - ◆ Multi-agency prevention
  - ◆ Voluntary sector
  - ◆ Primary care
  - ◆ Housing
  - ◆ Health and Social Services
  - ◆ Community nursing / therapy / social care support
  - ◆ Intermediate / interim / transitional care
  - ◆ Secondary care
  - ◆ Fast track medical assessment and treatment
  - ◆ Specialist nursing and therapy
- 3.6 At a strategic level the designation of a jointly appointed Intermediate Care Co-ordinator accountable across health and social care for the delivery of an integrated Intermediate Care Service should be considered. This would ensure the integration of the multi-disciplinary service, and enable it to develop as one team. These improvements to team working would then further maximise independence for Service Users by enabling a more person-centred approach though, clearly, management structures within the whole team would need to be reviewed accordingly.

### **Duplication of services**

- 3.7 Evidence from the Voluntary Sector indicated that funding streams and remits overlap and there are times when some services feel that they are being asked to carry out the functions of others.
- 3.8 Feedback from meetings with clinicians highlighted difficulties of consultation across services, driven by some lack of trust in each other's assessment skills and lack of information sharing. Joint assessment training and full implementation of the Single Assessment process (SAP) would eradicate these problems. This training is planned and scheduled.



### **Multi-disciplinary Teams**

- 3.9 The Panel heard that there are three different support worker components across the various teams, Home Care Enabling Support Workers, Rehabilitation Assistants and Rehabilitation Support Workers. The differences between each role were unclear to the Panel and are probably minimal, which suggests they could perhaps be generalised in an integrated service
- 3.10 One other vision for the future expressed to the Panel would involve the development of staff from Intermediate Care to undertake therapeutic interventions for older people and to link with home care services. The service would be focused on the care pathway and wrap around the older person, rather than the service user needing to fit into the criteria of the individual service.
- 3.11 The panel felt that, even if the latter solution is some way off, some effort should be made to generalise, through training, the work of the various types of para-professional support workers mentioned above in order to make their response to user need more flexible and to reduce the need for changes of personnel for users.

### **Information sharing**

- 3.12 The lack of a shared database or infrastructure is a major obstacle to sharing information and to reducing duplication of assessment, as well as to the development of the Single Assessment process. This is a national, as well as a local problem. Local authorities and NHS institutions are operating on incompatible IT systems.
- 3.13 As the focus moves to the prevention of inappropriate admission the need to measure the effectiveness of this work will increase. The Panel heard of a need for improved communication between teams that deliver therapy and those delivering care elements. This should improve once the Single Assessment Process, already under development, is really embedded.

### **Discharge Planning**

- 3.14 Feedback from questions highlighted the need for more effective hospital discharge planning. Effective and timely referral of service users to the range of primary care services and care packages is not yet as good as it could be.

- 3.15 The Panel heard examples of people leaving hospital still needing the involvement of other services to assess and manage aspects of their care (e.g. continence packages), which had not been arranged before discharge. Valuable time is lost within Intermediate Care, retrospectively 'sorting out' these aspects of care before actual rehabilitation can begin.
- 3.16 Consideration should be given to ensuring that in the two local hospitals, dedicated health and social care personnel are in place for effective discharge planning. A Social Worker is already permanently based at the Whittington for discharge planning, but the Panel was pleased to hear of current negotiations to nominate one care manager/ social worker for hospital discharge duties at the North Middlesex hospital, which, if implemented as a strategy, should reduce the duplication and make discharge more seamless and timely there.

### **Access to therapies**

- 3.17 This area is problematic due to national and local short supply of specialist professional therapists. The Intermediate Care Team is often seen as the only route within Haringey to accessing specialist physiotherapy and occupational therapy assessment and treatment for older people. Therefore the Intermediate Care team receives a number of referrals of Service Users who require longer- term rehabilitation rather than a time limited intervention. But the demand for longer term rehabilitation cannot be met within Intermediate Care resources. Intermediate Care therapists plan and implement a programme of rehabilitative goals for Service Users within an eight-week period only. But the lack of services to refer onward to makes it difficult for the therapists to confidently discharge these clients from the Intermediate Care team.
- 3.18 Social Services Occupational Therapists focus on assessment for equipment and adaptations in order to fulfil statutory responsibilities. As they are the only occupational therapy provision within primary care, access to rehabilitation is limited by their necessary prime focus on adaptations work.
- 3.19 This situation can only be corrected by ensuring that more specialist therapists are trained and introduced into the system as a whole. This requires a national initiative. Locally, budgeting for some more therapist posts would provide an interim local solution.

## **Training**

- 3.20 In the panel's discussions and meetings it was evident that there is limited understanding of roles between teams within the Intermediate Care umbrella.
- 3.21 The Panel noted that there had been some joint training on the Single Assessment process that had brought the two services together and more training is planned for the future. Joint training is still the exception rather than the rule and does not involve hospital staff, so more work is needed on devising a training model which can involve staff from all services together. It was felt that further training would really encourage the development of a shared vision and values.
- 3.22 The co-ordination of joint visits to clients takes time, but is valuable for jointly addressing issues or ensuring consistency of approach. The Panel heard that the IC team has particularly valued the opportunity to link with the enabling support worker team within Home Care, e.g. following discharge from Cranwood, to ensure that skills to maximise independence are maintained and that people have support to develop their confidence once back at home.
- 3.23 Many of the clients seen by the Intermediate Care team do not have a care manager from within the team, and a significant proportion has no care manager at all involved, thus a significant amount of care co-ordination may be undertaken by team members.
- 3.24 In summary, it was acknowledged that there is room for further development in joint working with the HTPCT, both at strategic and at local level, and improved information sharing. There needs to be more joint health and social services training, involving hospital-based staff as well, and current work on pooled budgets and joint funding needs to be built upon. The generic worker concept needs to be further developed.

## **Location of Teams**

- 3.25 The various teams are housed in a variety of locations. The ideal would be to co-locate teams to maximise joint working and this would assist in building trust. The reality is that there needs to be some exploration as to where workers are best placed. Currently, the situation sometimes seems to impede progress towards Intermediate Care goals. However, this problem is under active consideration by partner services. There is already a plan, for instance, to bring in the nurses with the Enabling Team to the Grange, where Home Care is based. The Panel felt it may

also be appropriate to consider moving physiotherapists and occupational therapists there as well.

- 3.26 There is an argument for co-locating the Rapid Response Team with the Intermediate Care team. This was tried before with a mixed response. There was some evidence that no improvement to service provision ensued. But the panel felt that the over-riding advantage of having the home care assessors located with Home Care is the immediacy of accessing the home carers and the major contribution this would make to Intermediate Care integration.
- 3.27 Improvement also needs to be made in admission avoidance, and the more effective working between GPs, District Nurses and community Social Work teams and Intermediate Care Services outlined above would help considerably in achieving this improvement.

### **IT systems**

- 3.28 There are currently no shared IT systems between NHS and LBH, although staff based in Intermediate Care at Stuart Crescent do have access to the LBH database. Since it is clear that, both nationally and locally shared IT is some way off, the panel was pleased to hear that services are now working towards a corporate set of patient held records which will mean less duplication on assessments.
- 3.29 The lack of IT systems is also one of the main barriers to successful implementation of the SAP management information system across the Intermediate Care teams. This is a national issue, and cannot be addressed locally until the national introduction of the care records system.

### **Single Point of Access**

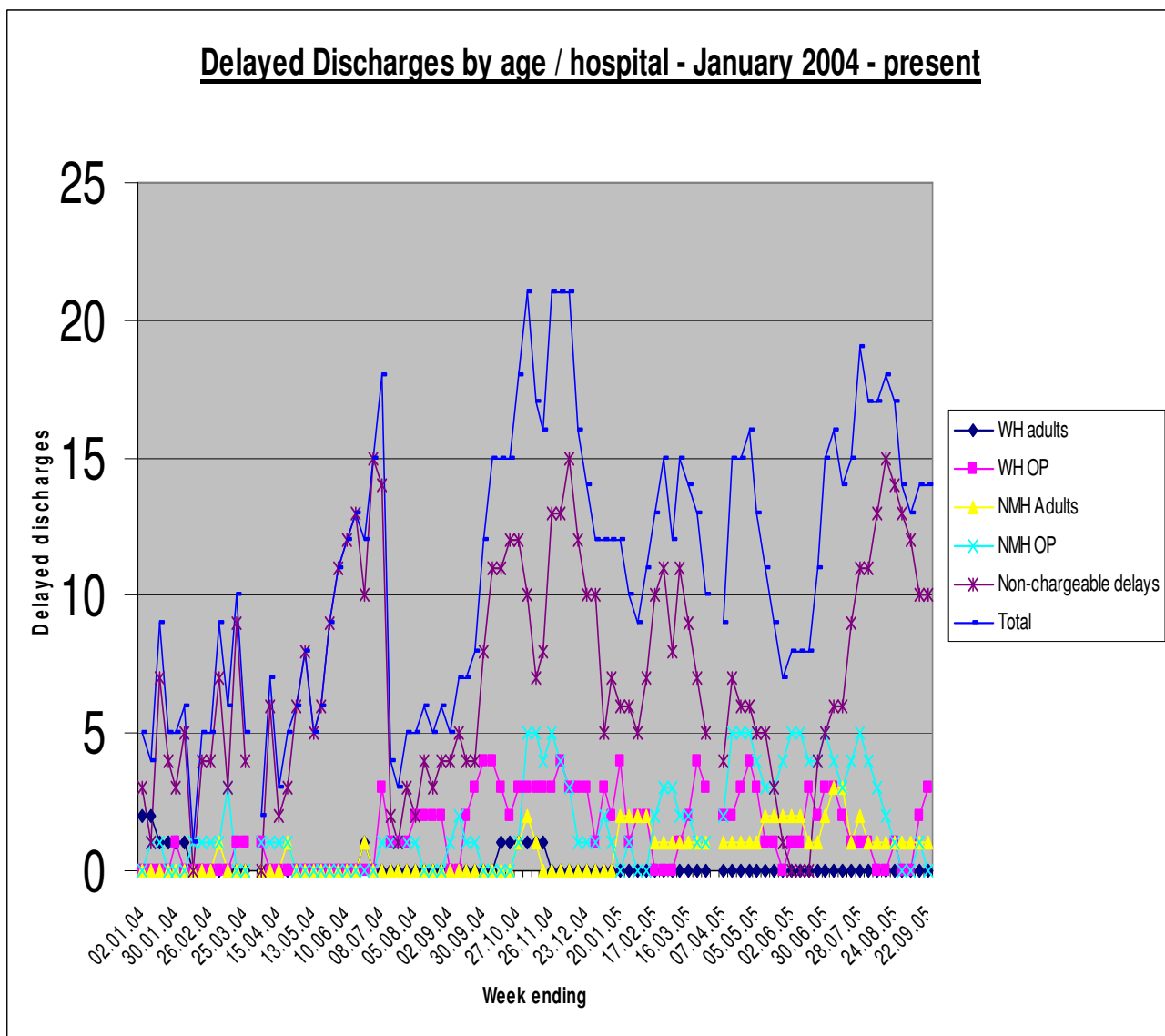
- 3.30 There is as yet no single point of access to all Intermediate Care services. This has the effect of delaying referrals and subsequent action. This is particularly problematic for service users in hospital outside Haringey. The Panel's information was that there are several points of access to Intermediate Care, notably Stuart Crescent, The Grange and District Nurses.
- 3.31 The Panel considered that the service could be more effective if the access point were streamlined. It would facilitate a more user - centred approach, especially if combined with other integrative strategies covered elsewhere in the report.

- 3.32 This view was supported by the First Response Team at the North Middlesex hospital. They were concerned that, despite improvements in collaborative working, it could still take up to 3 days to access a care package. This means up to three unnecessary days in hospital for the older person. This team has recently been established in order to streamline hospital discharges. They target people over 65 when they are still in Accident & Emergency (A&E) and through the first 4 days in hospital after admission. Their objective is to shorten the length of stay and get people back home as quickly as possible
- 3.33 If the 'single point of access' were developed further, it would strengthen initial assessment, enabling a more timely response, with onward signposting of patients to appropriate Care services, thereby reducing unnecessary time spent in hospital.
- 3.34 The review Panel had limited success in accessing the views of GP's but from those that responded the consensus view was that Intermediate Care was of limited use, largely due to having no single access point and they did not have either the time or in some cases the knowledge of the appropriate team for direct referral of their patients. It was also the case that GP's refer patients to Health Advisers for Older people or the district nursing service, who will make an onward referral to intermediate care services where this is appropriate for the patient. The services when accessed were felt to be good.

### **Single Assessment Process**

- 3.35 The Intermediate Care service in Haringey delivers care in the framework of the Single Assessment process. This has been developed locally across organisations and is now in use, despite the lack of compatible IT systems. As the use of the single assessment process and the client held records within Haringey become fully embedded the quality of information and assessments should reduce the duplication of information and provide better co-ordination of care for the client.

### **Hospital Discharge**



3.36 The chart above shows performance on delayed transfers since 'reimbursement' began in January 2004. This is the system whereby local authorities are liable to payment to the NHS trusts for delays in discharging of patients due to difficulties in completing the care package. In the pooled budgets set up in 2004/05 and 2005/06, thresholds of 96 delayed transfer days per hospital per month were set by government - in other words Local Authorities could only run up a total of 192 delayed days per month in all hospitals before having to pay compensation. This figure was calculated from performance in the months leading up to January 2004. Since then, Haringey has maintained a good (and frequently excellent) performance on delayed transfers. Performance at the Whittington in 2005/06 has been excellent, the North Middlesex a little less impressive:

- **April:** Whittington: 64 days; North Middlesex: 110 days - total = 174 days
  - **May:** W: 27 days; NM: 130 days - total = 157 days
  - **June:** W: 57 days; NM: 200 days - total = 257 days
  - **July:** W: 27 days; NM: 132 days - total = 159 days
  - **August:** W: 7 days; NM: 75 days - total = 82 days
- 3.37 Quicker hospital discharge has been the main thrust of Government policy initiatives over the last 5 years. Locally the Whittington hospital has a very positive partnership with Haringey Primary Care Trust and Social Services in ensuring a seamless hospital discharge service to Haringey patients.
- 3.38 Each ward in the Whittington hospital has a weekly multi-disciplinary meeting where discharge planning takes place. The Whittington Hospital has a dedicated Haringey social worker (part of the Integrated Care Team) based on site, who attends all multi-disciplinary meetings and acts as the liaison for all Haringey residents. This role is seen as an essential component to seamless care, and is much valued by hospital and patients alike.
- 3.39 It was noted that the First Response Team at North Middlesex responsible for discharge planning seems to have no dedicated social worker input, but works with a range of care managers liaising with the hospital from their borough base. The Panel felt that the difference in the two systems might account for the difference in delayed discharge figures, but lack of research time and appropriate expertise prevented further investigation on this issue. It is suggested that Intermediate Care service professionally reviews this issue at an appropriate time
- 3.40 It was noted that the highest proportion of people whose transfers from hospital were delayed were those with dementia. The Panel were concerned about this, as previous evidence had indicated a less than adequate mental health expertise input to the Intermediate Care team. Again, time prevented further investigation of this.

### **Prevention of hospital admissions**

- 3.41 From the information obtained it did not appear that Intermediate Care services were currently as successful in the prevention of unnecessary admission to hospital. Their main focus is on discharge from hospital. However a pilot is being developed using pooled budget funding to further reduce the number of unnecessary hospital admissions to assist in meeting the government performance targets for the Primary Care Trust (HTPCT). These have been derived from the 'National Service Framework for Older People' objectives of:

- reducing hospital admission, and
  - achieving no growth in the numbers of re-admissions
- 3.42 The Panel noted that on occasions pressures on acute hospital beds can mean that some people requiring care and treatment are directed towards long term care inappropriately, when a spell in Intermediate Care would have delivered a more appropriate longer-term outcome for them. This is particularly so in non-specialist Older People's wards. The Older People's physicians are aware of this and are working to address this.
- 3.43 Evidence from a GP indicated that on occasions it can be difficult to obtain a home based assessment to prevent hospital admission, and this led GP's to refer patients direct to hospital. The role of the day hospital needs to be more clearly signposted for GP's. The Panel welcomed proposals to develop 'step-up' provision for such cases and noted that this should assist in prevention of inappropriate admission. The panel also heard from Metropolitan Care and Repair regarding their hospital homelink project which was aimed at facilitating hospital discharge and preventing re-admission by focussing on solutions to disrepair and a lack of essential services within the homes of elderly Haringey residents.
- 3.44 Having immediately accessible Intermediate Care services that GPs, ambulance services and others can refer appropriate users to reduces hospital admissions. However these services do need to be accessible on a 7/24 basis and currently, that is not the case. They are only accessible during the working day
- 3.45 Medical cover to Intermediate Care services has been an area that has presented some complex issues to be resolved; this has been reflected across the country. There is a natural reluctance from GP's to manage patients who would previously have been cared for in hospital for a longer episode of care, without there being some recognition of the additional work load that this creates in primary care. Allied with this is the fact that Intermediate Care residential and nursing home services are sometimes geographically remote from the location of the GP practice where clients are registered, and GPs are reluctant to take responsibility for patients because of this, Cranwood is such an example. The Panel hopes that a workable local solution to this difficulty can be established. When Cranwood reopens, it is planned to provide medical cover in an alternative way that will not require the same amount of financial resources as previously. This may be through a specialist nurse route, or through patients retaining the service of their own GP, should they require medical services, or through a



combination of the two approaches. The panel endorses this approach.

## **RECOMMENDATIONS**

- That a single point of access to Intermediate Care be developed.**
- That provision be made for an Intermediate Care Co-ordinator, jointly funded and accountable across health and social care for the delivery of an integrated service ideally with a pooled budget for the whole service.**
- That a whole systems approach be adopted to joint workforce planning. Teams should work towards being multi-disciplinary to include therapy, nursing and social services staff working towards a rehab led mode. The management structures should be reviewed to ensure that the service is able to work in more integrated ways.**
- That partners work together to ensure the complete implementation of the single assessment process.**
- That the service be rebadged as a generic Intermediate Care Service**
- That intermediate care services work towards the provision of a 24 hour, 7 day a week access with a timescale for achieving this development.**

## **4. ASSESSING NEEDS AND CHOICE**

- 4.1 Voluntary Sector representatives considered that choice for Service Users not always available in practice. At present there was very little flexibility and choice given to clients regarding their care packages. The view was expressed that people were referred to Intermediate Care according to available resources and tight eligibility criteria, and that clients are unaware of who makes the decisions on their care packages. The Panel heard that clients wanted consistency in terms of service provision.
- 4.2 Integration between different agencies needs to be strengthened to ensure that service users are not discharged without the home support packages being in place in line with DOH guidance on discharge planning. It was noted that in Haringey a significant number of people went to Stamford whilst a longer term decision is made, purely because there is not sufficient alternative provision.

- 4.3 The possibility of a leaflet being produced on the whole system of care and other communication methods was suggested possibly including a video for the use of voluntary sector and other providers.
- 4.4 It was suggested that although Age Concern had made referrals to Intermediate Care unless the need was urgent users had to wait a considerable time for an initial assessment. Consequently Intermediate Care was not promoted by the Voluntary Sector as a service.
- 4.5 Plans for developing clear pathways will ensure that patients are directed more clearly through care systems, and developing these is a priority to ensure more appropriate management of unscheduled care. The Panel proposed that a process mapping exercise be undertaken to identify how patients currently access the service and to redesign the process to ensure clear pathways.
- 4.6 The service tries to be needs based by taking a person centred approach to assessment and care planning, however, this will always be limited by the resources available to meet those needs and the eligibility criteria applied to services.
- 4.7 The Panel heard that there could be difficulties in situations where patients choose to be treated privately, an option that is likely to increase with the Choice agenda that came into effect on 2 January 2006. This increases the need for good discharge planning and highlights the importance of a single point of access to Intermediate Care.
- 4.8 The Panel visited and talked with Service Users in their own homes and registered universal satisfaction with the service provided. This was most gratifying and a tribute to the dedication of all Intermediate Care teams which the panel found in abundance in its contacts throughout this review.

#### **RECOMMENDATION**

- That the strategic partner services undertake a process mapping exercise to identify how patients currently access the service and then redesign the process to ensure a clear pathway into Intermediate Care.**

## 5. CAPACITY AND ELIGIBILITY CRITERIA

- 5.1 The introduction of 'Payment by Results' has further supported the emphasis on secondary care to provide acute assessment and treatment, ensuring timely discharge to reduce unnecessary delay in the transfer of patients back to primary care. This combined with a primary care imperative to support people to remain in their own home where possible, rather than in long term care. Consequently, people with complex needs or who are at a much earlier stage in their recovery from illness are potentially in need of Intermediate care.
- 5.2 This increasing demand means the various teams struggle to respond to the need for a fast response to see people immediately they are discharged from hospital or as an alternative to inappropriate admission. As throughput from the acute hospitals becomes more rapid the teams will need to have the capacity to respond promptly if they are to fulfil their remit of supporting people to leave hospital earlier and preventing admission. However the Panel heard that teams were already working at maximum capacity and having to rely upon support from other teams and outsourcing to agency staff.
- 5.3 There is potential through the redesign of services, linked with investment to increase capacity.
- 5.4 The Panel heard that Telecare is not yet being exploited to its full potential. Telecare is as much about the philosophy of dignity as it is about equipment and services. Equipment is provided to support the person in their own home and tailored to meet their own needs. It can be as simple as a basic community alarm service, able to respond in an emergency and provide regular contact by telephone. It can include detectors which would monitor in-home motion, falls, fire and gas leaks and trigger a warning to a response centre. In 2006 the Government will be funding the Prevention Technology Grant .to local Health and Social Care economies. The money will not be ring-fenced, which underlines the importance of health and social care planning jointly and in advance for it to ensure it is used appropriately to support and enable people to remain safely in their own homes.
- 5.5 With practice-based commissioning due to commence in April 2006 it is important that doctors are on board with Intermediate Care as this is likely to lead to an increase in referrals from GP surgeries. There is a need to ensure that primary and social care provision is accessible and robust. The Panel welcomed the development of a nurse post to focus on admission prevention. The post is funded by the WSCP delayed discharge pooled budget. The role of the nurse is to facilitate the District Nurses assessment in order to prevent admission, promote the

district nurses expanded role to GP's and the acute trusts; to work closely with care managers and train district nurses to undertake a risk assessment of the care environment so that home care can be provided without the need for a second visit from the home care team. There is a need for GP's to be confident that their patients are well provided for in the community rather than in a hospital setting.

- 5.6 The question of the ineligibility of people under 50 with sudden onset and other long-term disabling conditions arose on a number of occasions and from a variety of sources during the review. The number of people under 50 not provided for is small. A pilot scheme had been set up 4 years ago to provide Intermediate Care to Under 50's but was disbanded due to low numbers. It was suggested that this be revisited in reviewing the eligibility criteria, to include this target group in the existing service. If resources allow, developing Intermediate Care for the Under 50's within the general Intermediate Care umbrella would seem to be a more cost effective solution. It was suggested to the Panel that an analysis might be commissioned possibly from Public Health.
- 5.7 The panel felt that, given that the relatively small number of such cases, and a proportion of those patients often require just a short spell of treatment to address changes in their condition, or to avoid admission, or some short-term rehabilitation treatment, consideration should be given to their being included in the Intermediate Care eligibility criteria. They should be able to access this very good service with all the inter-team communications and relationships in place.
- 5.8 The Intermediate Care service has a Falls Co-ordinator. However, the development (or review) of falls pathways and protocols in Haringey would enable Intermediate Care to make clearer the role of the Intermediate Care team in falls prevention, although increased capacity would be needed if the team were to be a focus for providing assessment and rehabilitation for people in their own homes who have fallen or are at risk of falling.
- 5.9 The possibility of Greentrees providing further 'step down' facilities for Intermediate Care was suggested to the Panel but no firm proposals were put forward. However, the Panel felt this issue should be considered.

### **People with Mental Health needs**

- 5.10 The Panel was informed of "The Older People's Inquiry" from the Joseph Rowntree Foundation's Older People's Programme which

concluded that older people valued that little bit of help to enable them to retain choice, control and dignity in their lives.

- 5.11 The Panel noted that the number of people with mental health needs is growing as the age profile of Older People changes. Additionally there is an increasing number of unsupported older people, those families do not live close by them and increasingly elderly people over 80 may well have children over 60 years old with their own particular needs.
- 5.12 However specialist mental health input to our Intermediate Care service for Older People with Mental Health needs is perceived by some stakeholders as still needing development. There is a Community Mental Health Team for Older People and Age Concern advised that they themselves refer clients to it. This is not the case with all referring agencies, so some work still needs to be done to spread the word of availability to all Intermediate Care teams and GP practices and perhaps to institute some training in dealing with and referring mental health needs of clients to the CMHTOP.
- 5.13 The Panel heard that it would be desirable to develop Intermediate Care provision for people with dementia at Broadwater Lodge giving them a more appropriate environment to experience rehabilitation. But at present there is no budget capacity to undertake this work and this proposal was under threat. This is the kind of provision that would further enhance provision to enable more patients with that condition to function adequately at home rather than in institutions. It should be considered for future plans.
- 5.14 North Middlesex Hospital stated that there is insufficient liaison between them and the Mental Health Trust in this area. There is a limited CPN liaison service available for patients presenting at A&E, generally only for limited hours and this had led to patients being admitted to hospital, possibly unnecessarily, due to lack of proper assessment of their mental health needs. Also the therapists at the North Middlesex considered Intermediate Care criteria an issue, in that stroke, multiple sclerosis and motor neurone disease patients under 50 are not eligible for Intermediate Care on discharge from hospital. (see above)
- 5.15 The Panel felt that there is a need for mental health outreach work with Intermediate Care clients. The Home Care team has established a working group to look at developing a mental health outreach team and an examination of how to plug the gaps is, therefore, in hand. It was noted that Home Carers had informal training on Mental Health from Social Workers and any particular concerns are routinely referred to the Social Services Mental Health Team at Cumberland Road.

- 5.16 Also Home Care is working closely with the CMHT and the Independent Sector to look at how best to provide a service that, through monitoring and provision of practical and emotional interim support can prevent hospital or residential admission for clients with Mental Health Needs. Again, service development requires funding, though services may be able to be developed within budget through reconfiguration of present service structures.

### **Charges and Budgets**

- 5.17 The Panel noted that just over one third of packages are charged for and that the home care element of Intermediate Care is charged for after 2 weeks, as is the re-enablement element. Confirmation was received from the Department of Health that if the service is badged as Intermediate Care it should be free at the point of delivery. The Panel also noted that there is a discrepancy in the charging policy as provision at Cranwood is free for 6 weeks, so those patients who are admitted to Cranwood are not charged, whereas others discharged to other homes or their own homes are.
- 5.18 Given that this is a time-limited service (up to 6 weeks maximum in most cases, and less in some) the Panel felt that progress was required towards making this a service free at the point of delivery. Clearly there are resource issues here, but the desirability of this policy change being implemented when resource re-allocation becomes possible was felt to be incontrovertible. Currently, the inequalities in charges levied are indefensible.
- 5.19 The Panel noted that referrals made from Intermediate Care for adaptations as part of rehabilitation by the Handyperson scheme are provided free of charge, but referrals from elsewhere were normally charged for. The panel felt this to be a further anomaly which needs reviewing with an eye to fairness of provision.
- 5.20 In respect of equipment, Haringey Integrated Community Equipment Service (HICES) is now meeting its performance targets. However the service needs to continually develop and there is more work that could be done around the procurement of appropriate equipment and trusted assessors. Additionally demand for equipment is growing and as initiatives which prevent admission and speed hospital discharge are developed, this needs to be taken into account in planning progress in this service team.

## **RECOMMENDATION**

**That the eligibility criteria be reviewed to enable Intermediate Care to become more person centred rather than service driven. In particular consideration should be given to the needs of people with more complex needs profile and also those under 50 years of age who currently are not included within service criteria at all.**

**That consideration be given as to how Intermediate Care can be supported in a more formal way by a specialist mental health input to provide appropriate care for older people with physical needs who additionally have mental health problems. Further consideration should be given to the plans for developing Broadwater Lodge services for people with dementia.**

**That the possibility of the use of Greentrees for the provision of 'step down' facilities be revisited.**

**That the current charging policy be reviewed in the light of the Panel's findings to ensure fairness of provision across the service.**

## **6. Conclusions**

- 6.1 The Panel saw much to commend Intermediate Care services in Haringey that was the result of a positive approach by staff across all the teams in the Intermediate Care partnership. They acknowledged that the vision in setting up the services was jointly owned by the Council and the Haringey Teaching Primary Care Trust. However, a holistic plan of action for the future is needed setting out aims and objectives for the next five years.
- 6.2 For the future there needs to be a more integrated management accountable to both organisations, working in partnership to further develop responsive innovative solutions to current challenges. Also there should be joint assessment and management of risk using Intermediate Care as a route to more independence for Service Users for longer. There is currently a divergence of team working across the two services with the two teams being to some extent co-located, but having limited opportunities to work in a person-centred way. Additionally the lack of an IT system that works across health and social care settings creates issues in terms of the use of the Single Assessment Process (SAP), duplication of processes and information sharing and inefficient use of resources.

- 6.3 The lack of a single point of access (SPA) can also lead to a duplication of assessments and a lack of trust between the teams. This needs to be developed further so that all referral points are able to access Intermediate Care in a simple but effective manner. As SAP becomes more embedded, a more individual approach to assessment and care planning processes will be developed.
- 6.4 In terms of training there are opportunities available to reduce education costs and improve interdisciplinary working across both organisations by bringing together staff to train on common ground.
- 6.5 The age criteria of 50 means that clients under 50 with sudden-onset and other disabling conditions are prevented from benefiting from the service. This is also true of clients with mental health conditions or dementia and the Panel considered that this should be reviewed.
- 6.6 The Panel acknowledged that much work has been done and effective services developed that ensure that people leave hospital promptly but safely. There is still some progress that could be made in terms of working better to prevent unnecessary hospital admission and maximising overall levels of independence through rehabilitation.
- 6.7 To conclude, a good Intermediate Care service should be, or have:-
- ◆ In reach to secondary care to encourage timely referral
  - ◆ A single point of referral to Intermediate Care
  - ◆ Free at the point of delivery
  - ◆ 24 hour, 7 day access to integrated services
  - ◆ Fast response, flexible and adaptable.
  - ◆ Ready access to equipment
  - ◆ Person/carer centred, not service driven
  - ◆ Time limited service, individualised
  - ◆ Speedy access to medical assessment/support
  - ◆ Be deliverable in a variety of settings: own home, day hospital, day care, extra care step-up/step-down, beds in a variety of residential settings
  - ◆ Empowered, highly skilled professionals
  - ◆ Generic, well trained support workers
  - ◆ Clear aims, objectives, outcomes
  - ◆ SAP which links up all care sectors
  - ◆ Access to appropriate technology
  - ◆ Ability to offer end of life care
  - ◆ Evaluation, ongoing development
  - ◆ Good marketing, communication and joint training
  - ◆ Leadership, champions



- ◆ Pooled budgets

6.8 That is the national vision. The panel felt that the Intermediate Care Service in Haringey has a great deal of this in place, and needs to retain the vision and continue to move towards full realisation for all our people who may need the service.

#### **RECOMMENDATION**

**That a 5 year Strategic Plan be developed for Intermediate Care, based on the vision described above.**

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**Overview and Scrutiny Committee****On 13 March 2006**

Report Title: **Annual Health Check – Submission of Comments by Overview and Scrutiny Committee NHS trusts**

Report of: **Chair of Overview and Scrutiny Committee**

Wards(s) affected: **All**

Report for: **Non-Key Decision**

**1. Purpose**

1.1 To report on the arrangements for the Committee to submit its comments on the final declarations from local NHS trusts as part of the Annual Health Check process.

**2. Recommendations**

2.1 That authority to submit the comments of the Committee on the final declarations for Haringey TPCT, the North Middlesex Hospital, the Whittington Hospital and Barnet, Enfield and Haringey Mental Health Trust be delegated to the Overview and Scrutiny Manager in consultation with the Chair.

Report Authorised by: **Overview and Scrutiny Manager**

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**3. Report**

3.1 The Overview and Scrutiny Committee is invited to comment on the final declarations of relevant local NHS trusts. Presentations were received at the Health Scrutiny Conference on 1 March on the likely final positions but declarations have not yet been finalised by trusts and are not likely to be so until late March/early April. Feedback from the conference as well as evidence from health scrutiny work undertaken within the reporting period will be used to determine the Committee's comments. As there are no further meetings of the Committee arranged for this Municipal Year, it is recommended that action on this be delegated to officers in consultation with the Chair.

**4. Reasons for any change in policy or for new policy development (if applicable)**

4.1 N/A

**5. Local Government (Access to Information) Act 1985**

Background papers: none