

Overview and Scrutiny Committee

WEDNESDAY, 29TH JUNE, 2011 at 18:00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Bull (Chair), Winskill (Vice-Chair), Browne, Alexander, Christophides, Diakides, Ejiofor, Engert and Weber

Co-Optees: Ms Y. Denny (Church Representative), 1 Church of England vacancy, Ms M Jemide (Parent Governor), Ms S Marsh (Parent Governor), Ms Sandra Young (Parent Governor), Ms H Kania (LINK Representative)

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

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 13 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 judgment of the public interest **and** if this interest affects their financial position or the financial position of a person or body as described in paragraph 8 of the Code of Conduct **and/or** if it relates to the determining of any approval, consent, licence, permission or registration in relation to them or any person or body described in paragraph 8 of the Code of Conduct.

5. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

To consider any requests received in accordance with Part 4, Section B, paragraph 29 of the Council's constitution.

6. COUNCIL PRIORITIES

An opportunity for the Committee to question the Leader and the Chief Executive on the Council's priorities for 2011/12.

7. SCRUTINY WORK PROGRAMME (PAGES 1 - 30)

To agree the draft work programme for 2011/12.

8. CABINET MEMBER QUESTIONS - CABINET MEMBER FOR FINANCE AND CARBON REDUCTION

An opportunity for the Committee to question the Cabinet Member, Councillor Joe Goldberg, on the Finance and Carbon Reduction portfolio.

9. END OF YEAR CRIME FIGURES (PAGES 31 - 36)

To note the report on the borough's performance for 2010-11 against the key community safety targets.

Not for discussion.

10. COMMUNITY SAFETY PARTNERSHIP STRATEGY (PAGES 37 - 106)

To consider the draft Community Safety Partnership Strategy.

11. BETTING SHOPS SCRUTINY REVIEW (PAGES 107 - 176)

To receive the Scrutiny Review Report on Betting Shops in Haringey.

12. FEEDBACK FROM CHAIRS OF AREA COMMITTEES

13. NEW ITEMS OF URGENT BUSINESS

14. MINUTES (PAGES 177 - 196)

To approve the minutes of the meetings held on 9th May 2011 and 8th June 2011 (Call-in).

15. FUTURE MEETINGS

Monday 3rd October 2011
Monday 12th December 2011
Monday 6th February 2012
Monday 30th April 2012

16. SCRUTINY COMMITTEE ACTIONS REQUESTED (PAGES 197 - 282)

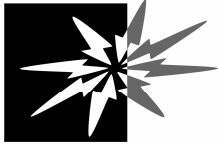
To note the actions completed since the last meeting.

David McNulty
Head of Local Democracy and
Member Services
River Park House
225 High Road
Wood Green
London N22 8HQ

Natalie Cole
Principal Committee Co-Ordinator
Tel: 020-8489 2919
Fax: 020-8489 5218
Email: Natalie.Cole@haringey.gov.uk

Tuesday 21st June 2011

This page is intentionally left blank



Haringey Council

[No.]

Overview and Scrutiny Committee on 29 June 2011

Report Title: **Overview and Scrutiny Draft Work Programme 2011/12**

Report of: Councillor Bull – Chair of Overview and Scrutiny Committee

Contact Officer : Eve Pelekanos – Head of Policy, Intelligence and Partnerships

Email: eve.pelekanos@haringey.gov.uk

Tel: 020 8489 2508

Wards(s) affected: **All**

Report for: Information & decision

1. Purpose of the report

1.1 To approve an overall indicative work programme for 2011/12 for Overview and Scrutiny, including the issues that the Committee would like reported to it during the municipal Year and the topics for which the Committee will establish in-depth “task and finish” scrutiny review panels.

2. Introduction by Cabinet Member (if necessary)

2.1. N/A

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1

4. Recommendations

- 4.1 That the proposed approach and principles outlined within the report be approved.
- 4.2 That the Committee identify the reports in Appendix A that it wishes to receive.
- 4.3 That the Committee commission three topics for in-depth review from the shortlist shown at Appendix B
- 4.4 That the Committee consider the suggested items for the scrutiny meeting schedule in Appendix C.

5. Summary

5.1 This report proposes an overall approach to developing the work plan for 2011/12. It also sets out the reports which could be submitted to the Overview and Scrutiny Committee over the next municipal year and the topics which could be subjected to more detailed review by scrutiny review panels.

6. Chief Financial Officer Comments

6.1 The Chief Financial Officer has been consulted on this report and has made comments that have subsequently been incorporated. There are no direct financial implications, outside of existing budgets, as a result of implementation of the recommendations.

7. Head of Legal Services Comments

7.1 The Acting Head of Legal Services has been consulted on the contents of this report and has no specific comments.

8. Head of Procurement Comments

8.1. N/A

9. Equalities & Community Cohesion Comments

9.1 Overview and scrutiny has a strong community engagement role and aims to regularly involve local residents in its work. It undertakes this in a number of ways;

- It seeks and articulates the views of members of the local community and their representatives on issues of local concern. Through the new links between Area Committees and Overview and Scrutiny this process will be strengthened bringing these issues to the attention of decision makers to be incorporated into policies and strategies.
- It identifies and engages with hard to reach groups, particularly as part of scrutiny reviews.
- It helps to develop consensus by seeking to reconcile views and developing a shared view of the way forward.
- The evidence generated by scrutiny helps to identify the kind of services wanted by local people.
- It promotes openness and transparency. All meetings and documents are open to local people.

10. Consultation

10.1. N/A

11. Service Financial Comments

11.1. None directly as a result of this report.

12. Use of appendices /Tables and photographs

12.1

Appendix A – Potential reports to the Committee.

Appendix B – Potential scrutiny review topics.

13. Local Government (Access to Information) Act 1985

14. Report

14.1 This report outlines how Overview and Scrutiny will operate in the forthcoming municipal year in the light of the implementation of the Council's recent governance review and its supporting protocols.

14.2 The Overview and Scrutiny Committee (OSC) is responsible for agreeing and managing the overall work plan for overview and scrutiny. In addition, it also undertakes a number of key areas of scrutiny work itself, including:

- Holding local decision makers to account through questioning of the Leader, Cabinet Members and key strategic partners;
- Policy review through one off reports on matters of national or local interest or concern;
- Assisting with policy development through providing input, as appropriate, on strategies and policies under development;
- Performance management through consideration of relevant data;
- External scrutiny of local public services including health; and
- Consideration of call-ins on an "as and when" basis.

The Overview and Scrutiny work programme 2011/12

Maximising outcomes

14.3 Two original objectives of overview and scrutiny were that it should operate in a different way to the committee system that it replaced and that it should make the decision making process more open and accessible through facilitating community engagement. The implementation of the new governance structure can provide an opportunity to refresh these principles.

14.4 The new arrangements will require a greater prioritisation of topics and a smaller number of items on agendas would provide more opportunity for the Committee to engage in meaningful discussion. In addition, this would provide greater scope for engagement with a wider range of stakeholders as well as representatives of the local community.

14.5 As agreed as part of the governance review, there will be five scheduled meetings of the Overview and Scrutiny Committee this year, together with a separate budget scrutiny exercise, with a specific review panel set up to look in depth at three particular themes. As a consequence there will be less capacity within the work plan resulting in the need to prioritise areas of work and what is considered during the year.

- 14.6 It is proposed that the Committee consider a set of specific questions before deciding whether or not to include items within its work plan:
- Is the work being done somewhere else and/or being duplicated? There would seem little point in OSC commissioning work on areas where reviews or similar processes are already taking place. In addition, consultation processes on some policies and strategies may have already involved significant engagement with non Executive Members.
 - Is it worth looking at documents "for noting"? Whilst additional information can be of use in helping the Committee to identify potential areas for further work, it might be a better use of resources to focus on matters where specific input is likely to be generated.
 - Has a new policy or document been properly consulted on? If consultation has been open, transparent and inclusive and there is evidence that comments have been noted and listened to, there may be no specific need for OSC to look at it as well.
 - Does an issue have local dimensions? Such issues would probably be better dealt with by Area Committees with OSC focussing on strategic borough wide issues.

Timetable of meetings for 2011/12

Overview and Scrutiny Committee meeting dates for 2011/12	Meeting type (ordinary unless stated)
Wed 29 June 2011	
Mon 3 October 2011	
Mon 12 December 2011	
Mon 6 February 2012	
Mon 30 April 2012	
TBC	Budget - Scrutiny Review Panel
TBC	Budget – Scrutiny Review Panel
TBC	Budget – Scrutiny Review Panel

The above meetings are for the coming year, with five for ordinary business and three for the budget scrutiny.

Cabinet Member Questions

- 14.7 Cabinet members will outline briefly at the start of each session the priorities relating to their portfolio. There will then be an opportunity for discussion between the Committee and Cabinet members. The discussion can either be prompted by questions to the Cabinet member from the committee or by the Cabinet member setting out areas they would like the views of the committee. If questions cannot be answered by either the Cabinet Member or officers accompanying them, a written answer will be provided within seven days of the meeting. Answers will be recorded formally in the minutes.

Health Scrutiny

- 14.8 Health scrutiny continues to be a particular priority for the Committee. There is an obligation for NHS trusts to engage with overview and scrutiny committees when planning and proposing change. This has become more important to them in the light of the Secretary of State's changes to the NHS operating framework, which require any reconfiguration proposals to demonstrate strengthened patient and public engagement. There are also major changes planned for health services which include a strengthened role for health scrutiny.
- 14.9 The Overview and Scrutiny Committee is already part of the Joint Health Overview and Scrutiny Committee for the north central London sector, which mirrors the new NHS cluster and a certain amount of health scrutiny work will now be undertaken at this level pending the implementation on new structures for NHS services from 2013.
- 14.10 In addition to the Committee's health responsibilities, there is also a duty under the Police and Justice Act 2006 to scrutinise the work of the community safety partnership at least once per year.

Scrutiny Reviews

- 14.11 This year the Overview and Scrutiny Committee will undertake three major crosscutting reviews.
- 14.12 A list of suggested topics for scrutiny reviews is attached as Appendix B. It is proposed that the topics selected for reviews should be significant strategic issues where constructive challenge is likely to have the potential to add greatest value, and which tend to involve an important role for partners. Reviews should not duplicate the work undertaken as part of the budget scrutiny exercise.
- 14.13 The proposed topics for reviews have come from the following sources:
- Suggestions made by Councillors, officers, partners and members of the public
 - Subjects previously identified by the Committee.
 - Urgent issues of concern.
 - New legislation, white and green papers, statements of Government policy etc.
 - Items identified from performance reports or one-off reports to the Committee.
- 14.14 Following selection of appropriate topics, terms of reference will be developed for each review for agreement by the Committee. These shall also be reported to Cabinet and include a plan for carrying out the review and the consideration for co-opting independent experts, providers or users onto the panel.
- 14.15 Each scrutiny review panel will consist of between 3 and 7 members, including members of the Committee drawn from each party and may also include any other non-Executive Councillors and co-optees. For reviews dealing with education matters, the review panel membership will include the statutory education representatives. The membership and chair of each panel will be approved by the Committee upon receiving the terms of reference for the review. Opportunities for panels to regularly feedback on progress and share best practice will be provided on a regular basis.
- 14.16 Haringey Council is submitting a bid to Centre for Public Scrutiny to be one of the ten new Scrutiny Development Areas, as part of phase two of the health inequalities scrutiny programme. If successful we would receive assistance from an expert adviser to carry out a scrutiny review between July and December 2011 on an aspect of health

inequality. It is proposed that one of the three reviews focuses on health inequalities (see Appendix B).

14.17 Feedback from Committee Members from their role as Area Committee chairs on issues that have been raised at Area Committee meetings can also be fed into the work plan on an ongoing basis. For example, as Area Committee meetings take place, potential topics for possible inclusion as one of three scrutiny reviews that the Committee commissions annually can be identified. These should be crosscutting issues which have relevance across the borough.

Budget Scrutiny

14.18 The responsibility for scrutinising the budget will be delegated by the Committee to a budget scrutiny review panel of not more than 5 Members of the Committee, drawn from both parties. The chair of the Panel will be a member of the opposition.

14.19 To allow the Budget Scrutiny Panel time to consider the budget in advance of it formally being set and convey those recommendations to the Cabinet, it is proposed that the following process will shall undertaken:

1. Leader's Conference with Officers and all Councillors	This shall be an opportunity for officers to brief Councillors on the context for the budget.
2. Budget Scrutiny Review Panel Sessions	(a) Scoping meeting with the Budget Scrutiny Review Panel, Cabinet Member for Finance and Senior Officers to select the 3 themes by which budget scrutiny will be undertaken, and identify any initial information required. (b) Three sessions for Budget Scrutiny Review Panel to carry out scrutiny on those three themes. The Panel may request that the Leader, Deputy Leader, Cabinet Member for Finance & Sustainability or officers attend to answer questions.
3. Final recommendations	The recommendations from the scrutiny process, ratified by the OSC, shall be fed back to Cabinet. As part of the budget setting process, the Cabinet will clearly set out how and why recommendations have been taken forward.

One-off Reports

The Committee is required to choose items for which a report will be commissioned from the appropriate department or body. The following items have already been requested or are outstanding from last years work plan:

- Closure of Day Centres (Haynes in particular)
- Child protection/safeguarding:
 - Auditing and the meeting of quality standards and timings; and
 - Causes of delays in assessments – causes
- School admissions report - to look at issues arising from school admissions and any school organisation and pupil places issues.

Policies and Strategies

The Overview and Scrutiny Committee will receive reports on key policies and strategies for comment. These could include:

- Community Safety Partnership Strategy 2011-14 – for approval by Cabinet in July
- Child Poverty Strategy
- Equal Opportunities Policy
- Homelessness Strategy
- Health and Wellbeing Strategy
- Voluntary Sector Strategy
- Treasury Management Strategy Statement (TMSS)¹ (Cabinet July 2011)

The Forward Plan (three month period) has identified the following:

- Financial Planning for 2012/13 – 2014/15 (Cabinet -19 July 2011)
- Report of the Sustainable Transport Commission (Cabinet - 19 July 2011)

Performance Management Reports

The Committee has indicated that it wishes to receive the following performance reports:

- The Council Performance Monitoring Reports - twice per year
- The Council Budget Monitoring Report – twice per year
- Exam results – annual
- Annual report on the Crime and Disorder Partnership

Updates on Previous Scrutiny Reviews

- Support to Carers
- Sexual Health
- Engaging with Hard to Reach Communities
- Transition from Children to Adults
- Support to Small Businesses
- Sustainable Transport

Urgent Reports

Occasionally events occur which necessitate an urgent report to Overview and Scrutiny Committee. Whilst clearly such reports can not be planned the need to allocate sufficient time for consideration of unforeseen events needs to be allowed for in the committees work programme.

¹ This is to be looked at by the Overview and Scrutiny Committee after it has been formulated by the Corporate Committee and before it is ratified by Full Council as per Constitutional requirements.

Scrutiny Reviews 2011/12 - Suggestions

Issue	Proposed by	Outline
<p>1. Use of Community Buildings</p>	<p>Agreed by Committee as part of last year's work plan.</p> <p>CEMB 17 May 2011</p>	<p><u>Overarching aim:</u> '....to assess the role and function of community buildings in enabling the community and voluntary sector to help meet the needs of local residents.'</p> <p><u>Objectives:</u></p> <ul style="list-style-type: none"> ▪ To assess the role that community buildings play in supporting the work of the community and voluntary sector ▪ To examine the usage and accessibility of community buildings by the community and voluntary sector groups ▪ To look at the condition of community buildings stock and how this impacts on activities/ services provided by community groups ▪ Assess the current provision of leases for community buildings and the effectiveness of new lease developments (i.e. the model lease) <ul style="list-style-type: none"> ○ To include accountability for use of buildings ▪ Benchmark the administration and support of community buildings in Haringey against other local authorities. ▪ To identify models and best practice in the management of community building from other Local authorities to help guide future provision in Haringey ▪ Assess the impact of recent legislative and policy developments (local and national) on the future administration and usage of community buildings:

Issue	Proposed by	Outline
		<ul style="list-style-type: none"> ○ Localism Bill ○ Big Society developments ○ Haringey Voluntary Sector Strategy ○ Community Hubs
2. Health inequalities topic	CEMB 17 May 2011	<p>A successful bid has been submitted for Haringey Council to be a Scrutiny Development Area and to carry out a review on health inequalities. This review will therefore receive assistance from an expert adviser to carry out a scrutiny review between July and December 2011 on an aspect of health inequality as outlined below.</p> <p>It is proposed the review would use the Dahlgren and Whitehead model to build on work to tackle the life expectancy gap. It would develop recommendations to increase male life expectancy in the ethnically diverse east of the borough – <i>the corridor of deprivation</i>. The review would focus on cardiovascular disease and how we engage the local population in:</p> <ul style="list-style-type: none"> ● Prevention: smoking, physical activity, alcohol, obesity ● Early intervention (adults over 40):cardiovascular disease
3. Democratic Accountability in Health	Councillor Winskill	<p>The review would consider how the voice of local people and communities are heard and their views reflected in the shaping of future and existing services - which should be designed to tackle health inequalities. The review would take into account recent and ongoing government direction and seek to make recommendations to add value to the ongoing changes.</p> <p>N.b. Elements of this review could be covered with the above suggested review on health inequalities, which would focus on those often most unengaged with health services.</p>
4. Supporting Young	Cabinet Member for	The review would focus on how young carers are identified and their support needs

Issue	Proposed by	Outline
Carers	Children and Young People	are met. This would look at the full range of services that come into contact with young carers including schools, the youth service, adult social care (e.g. mental health services, alcohol and drug services) and voluntary sector.
5. Worklessness	CEMB 17 May 2011	Scrutiny review of Haringey Guarantee carried out in 2010. Concluded at a time when funding from Area Based Grant being withdrawn which affected the recommendations.
6. Topics arising from Area Committee discussions	Area Committee Chairs	Issues with a borough wide impact could be considered as one of the three review topics the Committee commissions.
7. Temporary Accommodation	Councillor Alexander	The review would focus on how the Council is addressing temporary accommodation, specifically what can be done to help reduce the amount of time in which local people reside in temporary accommodation and how the quality of the accommodation could be improved. The review could also encompass an assessment of the impact of recent legislative and policy changes which may impact on homelessness (i.e. changes in housing and other welfare benefits).
8. Benefits and Council Tax	Councillor Weber	<p>“The grant of Housing Benefit and Council Tax Benefit is often closely connected to receipt of other benefits such as Income Support, Jobseeker's Allowance, Employment and Support Allowance and tax credits. Haringey Council needs the right information flows to and from DWP/Jobcentre Plus and HMRC covering both new claims and changes of circumstances. There is also an ask of how does Haringey measure customer satisfaction in the service.”</p> <p>When considering this review it is important to bear in mind the proposed changes under the Welfare reform Bill currently going through parliament. These proposals outline drastic changes to the welfare system with the introduction of the Universal</p>

Issue	Proposed by	Outline
		<p>Credit from 2013. The Universal credit will be an integrated benefit replacing:</p> <ul style="list-style-type: none"> • Income Support • Income-related Job Seekers Allowance (JSA) • Income-related Employment and Support Allowance (ESA) • Housing Benefit • Child Tax Credit • Working Tax Credit <p>The Universal Credit will be administered by the DWP removing benefit administration responsibilities from organisations such as local authorities (Housing Benefit) and HM Revenue & Customs (Working Tax Credits and Child Tax Credits).</p>
<p>9. Missing from Care and from Home</p>	<p>Scrutiny Review – Corporate Parenting</p>	<p>Review recommendation:</p> <p>“That, in the light of concerns raised in evidence received by the panel concerning children missing from our care and especially those missing from our care homes, a scrutiny review be undertaken on the Council’s policy, procedures, practices and performance in this area, including the “Missing From Care and Home” Action Plan, as well as the financial impact. “</p>

Overview and Scrutiny Committee meeting dates for 2011/12	
Wed 29 June 2011	<p><i>Agenda agreed</i></p> <ul style="list-style-type: none"> • Leader of the Council and Chief Executive – council priorities for 2011/12 • Cabinet member for finance and carbon reduction questions • Crime figures • Community Safety Partnership strategy • Report of Betting Shop scrutiny review • Area Committee chairs' feedback
Mon 3 Oct 2011	<ul style="list-style-type: none"> • Cabinet member questions - Environment • Performance report • Budget monitoring report • Review updates • Progress on previous reviews • Review scoping reports • <i>Strategy / policy....</i> • Area Committee chairs' feedback
Mon 12 Dec 2011	<ul style="list-style-type: none"> • Cabinet members' questions – Children and Health and Adult services • Exam Results • Review updates • Progress on previous reviews • Voluntary Sector Strategy • Area Committee chairs' feedback
Mon 6 Feb 2012	<ul style="list-style-type: none"> • Cabinet members' questions – Economic development and social inclusion and Communities • Review reports • Progress on previous reviews • <i>Strategy / policy....</i> • Area Committee chairs' feedback
Mon 30 Apr 2012	<ul style="list-style-type: none"> • Cabinet member questions – Housing • Performance report • Budget monitoring • Review reports • Progress on previous reviews • <i>Strategy / policy....</i> • Area Committee chairs' feedback

- ★ **Schools admissions report to be scheduled**
- ★ **Three budget scrutiny review panel dates to be scheduled – likely to be in September.**
- ★ **Treasury Management Strategy to be considered by Overview and Scrutiny before it is ratified by Full Council as per Constitutional requirement (likely to be either December or February 2012 Committee meeting)**

HARINGEY GOVERNANCE REVIEW

DRAFT PROTOCOL COVERING OVERVIEW AND SCRUTINY COMMITTEE (OSC)

1 INTRODUCTION

- 1.1 A key objective of Haringey's Governance Review 2010/11 is to ensure that the Overview and Scrutiny function can help the Council to make key decisions and develop policy in a useful and effective manner.
- 1.2 The Terms of Reference for the OSC is stated in the Council's Constitution (Part 3 Section C). The purpose of this protocol is to set out in detail the process by which the OSC will function.
- 1.3 This document will be subject to regular review along with other governance arrangements, to ensure that it remains updated in the light of experience.

2 AIMS OF THE OVERVIEW AND SCRUTINY COMMITTEE

- 2.1 To provide a framework within which the work of the Council can be scrutinised in a constructive way that adds value to the Council's performance.
- 2.2 To help the Council to achieve its objectives by identifying areas for achieving excellence, and to carry out a scrutiny which identifies what needs to be done to improve the situation.
- 2.3 Not to duplicate work carried out by the Council, but provide an objective view of what needs to be done to improve the quality and cost effectiveness of services provided to local people.

3 RESPONSIBILITIES

- 3.1 The OSC can scrutinise any matter which affects the authority's area or its residents' wellbeing.
- 3.2 The Local Government Act 2000, the Health and Social Care Act 2001, the Local Government & Public Involvement in Health Act 2007, and the Police and Justice Act 2006 give the OSC the power to:
 - (i) Review and scrutinise decisions made or actions taken in connection with the discharge of any of the functions of the Executive or Full Council;
 - (ii) Review and scrutinise local NHS-funded services, and to make recommendations to reduce health inequalities in the local community;
 - (iii) Review and scrutinise Crime Reduction Partnerships;¹
 - (iv) Make reports and recommendations on any issue affecting the authority's area, to the Full Council, its Committees or Sub-Committees, the Executive, or other appropriate external body;
 - (v) "Call In" for reconsideration a decision made by the Executive;
 - (vi) Require information from relevant partner authorities;²

¹ Section 19 of the Police and Justice Act 2006

² Section 121 of the Local Government and Public Involvement in Health Act 2007

- (vii) Give notice to a relevant partner authority that they must have regard to scrutiny reports and recommendations on any local improvement targets.³
- 3.3 Scrutiny recommendations shall be responded to by the appropriate body within 2 months of receiving the recommendations.⁴ Where a response is requested from NHS-funded bodies, the response shall be made within 28 days.⁵
- 3.4 The OSC shall be responsible for scrutinising the draft Treasury Management Strategy Statement (TMSS) annually before its adoption by full Council, in accordance with the Council's Constitution (Part 4 Section I).
- 3.5 The OSC shall respond to a Councillor Call for Action (CCfA) referral, which will be handled in accordance with the Council's Constitution (Part 4 Section G).

4 MEMBERSHIP AND CHAIR

- 4.1 It is intended that the Overview and Scrutiny Committee shall predominantly be the seven Area Committee Chairs, and if necessary other members to achieve political proportionality as far as practicable. The Committee shall also comprise statutory education representatives, who shall have voting rights solely on education matters. The membership shall be agreed by the Group Leaders, Chief Executive and Monitoring Officer, and ratified each year at the Annual Council Meeting.
- 4.2 The chair of the OSC shall be a member of the majority group, and shall be a Chair of an Area Committee. The vice-chair shall be a member of the largest minority group. These appointments shall be ratified each year at the Annual Council Meeting.

5 MEETING FREQUENCY AND FORMAT

- 5.1 The intention is that OSC shall hold 5 scheduled meetings each year. One meeting, at the start of the civic year, shall agree the annual work programme of the OSC. The remaining meetings shall undertake the work programme and consider the minuted progress of Scrutiny Reviews.
- 5.2 An extraordinary meeting of the OSC may be called in accordance with the Council's Constitution (Part 4 Section G).
- 5.3 The agenda and papers for OSC shall be circulated to all members and relevant partners at least 5 clear days before the meeting.
- 5.4 Members of the Council may Call In a decision of the Executive, or any Key Decision made under delegated powers, within 5 working days of the decision being made. The full procedure is given in the Council's Constitution (Part 4 Section H).

³ Section 122(21C) of the Local Government and Public Involvement in Health Act

⁴ Ibid section 122 (21B)

⁵ Regulation 3 of Local Authority (Overview and Scrutiny Committees Health Scrutiny Functions) Regulations 2002

- 5.5 Pre-decision scrutiny on forthcoming Cabinet decisions shall only be undertaken at scheduled OSC meetings, in adherence with the Council's Forward Plan.

6 PROCESS FOR CABINET INVOLVEMENT

- 6.1 The OSC shall develop recommendations for arrangements to focus its resources and time available on effective scrutiny of the Cabinet, within the guidance of this protocol. It is not intended that this will include submitting written questions to Cabinet members, in advance of an OSC meeting. The recommended arrangements shall be jointly discussed with the Cabinet prior to the first meeting of OSC.
- 6.2 The Leader of the Council and Chief Executive shall be invited to OSC once a year, at the meeting when the Committee's work programme is set. This shall be an opportunity to jointly discuss the Council's priorities for the next year.
- 6.3 The Leader/ Cabinet Member attending an OSC meeting may be accompanied and assisted by any service officers they consider necessary. The Member may invite an officer attending to answer a question on their behalf.

7 THE OSC WORK PROGRAMME

- 7.1 The Council's Policy, Intelligence and Partnerships Unit shall coordinate the work programme of the OSC at the beginning of each civic year.
- 7.2 Any partner, member or service user may suggest an item for scrutiny. The OSC shall have regard to all such suggestions when they decide their work programme.
- 7.3 The OSC is able to request reports from the following areas to enable its scrutiny role, which shall be identified in the OSC's work programme:
- (i) **Performance Reports;**
 - (ii) **One off reports** on matters of national or local interest or concern;
 - (iii) Issues arising out of **internal and external assessment;**
 - (iv) Issues on which the HSP, the Cabinet or officers would like **the Committee's views or support;**
 - (v) Reports on **strategies and policies** under development;
 - (vi) **Progress reports** on implementing previous scrutiny recommendations accepted by the Cabinet or appropriate Executive body.
- 7.4 In deciding their work programme for the year, the OSC shall determine how partnership bodies shall be scrutinised within the boundaries of scheduled meetings and the designated number of Scrutiny Reviews.

8 SCRUTINY REVIEWS

- 8.1 In addition to their regular work, the OSC is able to commission up to three task and finish Scrutiny Review Panels for completion within each civic year, to look at chosen topics in-depth.
- 8.2 In the meeting to decide their work programme, the OSC shall agree the topics for detailed scrutiny review. Each year officers shall prepare a list of potential topics, which have been identified from the following sources:

- Suggestion made by councillors, officers, partner agencies and members of the public;
- New legislation, white and green paper, statements of Government policy;
- Items identified from performance reports or one-off reports to the Committee.

- 8.3 Scrutiny Reviews should not duplicate the work undertaken by the Budget Scrutiny Panel (as detailed in Section 9).
- 8.4 Terms of reference shall be agreed by the OSC for each Scrutiny Review to be undertaken, which shall be reported to Cabinet. This shall include a plan for carrying out the Review, and the consideration for co-opting independent experts, providers or users onto the panel.
- 8.5 It is intended that the size of each Scrutiny Review Panel will consist of between 3 and 7 members, including members of OSC drawn from each party, and may include non-Executive Councillors and co-optees. For reviews dealing with education matters, the Review Panel membership will include the statutory education representatives of OSC. The membership and chair of each panel shall be determined by the OSC upon drafting of the Terms of Reference for the Review.
- 8.6 The Council's Policy, Intelligence and Partnerships Unit shall support the panels to plan out their Scrutiny Reviews.
- 8.7 It is intended that the Scrutiny Review Panels will meet no more than 5 times over the course of their Reviews. Chairs of Scrutiny Review Panels should share best practice from their Reviews, at appropriate points within those Reviews.

9 BUDGET SCRUTINY REVIEW

- 9.1 The responsibility for scrutinising the budget shall be delegated by the OSC to a Budget Scrutiny Review Panel. It is intended that the Panel will comprise no more than 5 Members of OSC, drawn from both parties.
- 9.2 The chair of the Budget Scrutiny Panel shall be a member of the opposition.
- 9.3 To allow the Budget Scrutiny Panel time to consider the budget in advance of it formally being set and convey those recommendations to the Cabinet, the following process shall undertaken:

1. Leader's Conference with Officers and all Councillors	This shall be an opportunity for officers to brief Councillors on the context for the budget.	October
2. Budget Scrutiny Review Panel Sessions	(a) Scoping meeting with the Budget Scrutiny Review Panel, Cabinet Member for Finance and Senior Officers to select the 3 themes by which budget scrutiny will be undertaken, and identify any initial information required.	November

	(b) Three sessions for Budget Scrutiny Review Panel to carry out scrutiny on those three themes. The Panel may request that the Leader, Deputy Leader, Cabinet Member for Finance & Sustainability or officers attend to answer questions.	December
3. Final Recommendations	The recommendations from the scrutiny process, ratified by the OSC, shall be fed back to Cabinet. As part of the budget setting process, the Cabinet will clearly set out how and why recommendations have been taken forward.	January

This page is intentionally left blank

Part Four, Section G

Overview and Scrutiny Procedure Rules

OVERVIEW AND SCRUTINY PROCEDURE RULES

1. The arrangements for Overview and Scrutiny
 - 1.1 The Council will have one Overview and Scrutiny Committee, which will have responsibility for all overview and scrutiny functions on behalf of the Council.
 - 1.2 The terms of reference of the Overview and Scrutiny Committee will be:
 - (i) The performance of all overview and scrutiny functions on behalf of the Council.
 - (ii) The commission and appointment of such Scrutiny Review Panels as it considers appropriate, with membership that reflects the political balance of the Council.
 - (iii) To decide and amend the terms of reference of all scrutiny reviews.
 - (iv) To receive reports from local National Health Service bodies on the state of health services and public health in the borough area.
 - (v) To monitor the effectiveness of the Council's Forward Plan.
 - (vi) To receive all appropriate performance management and budget monitoring information.
 - (vii) To approve a programme of future overview and scrutiny work so as to ensure that the Overview and Scrutiny Committee's and scrutiny panels' time is effectively and efficiently utilised;
 - (viii) To consider all requests for call-in and decide whether to call-in a decision, how it should be considered and whether to refer the decision to the Cabinet or to Council.

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

- (ix) To monitor the effectiveness of the Call-in procedure.
- (x) To review and scrutinise action taken by partner authorities in discharge of crime and disorder functions and to make reports and recommendations to Cabinet and Council on these.
- (xi) To make arrangements which enable any Councillor who is not a Committee Member to refer any local government matter, or any crime and disorder matter, to the Committee under the Councillor Call for Action Procedure.
- (xii) To ensure that referrals from Overview and Scrutiny Committee to the Cabinet either by way of report or call-in are managed efficiently, and
- (xiii) To ensure community and voluntary sector organisations, users of services and others are appropriately involved in giving evidence to relevant scrutiny review panels.

1.3 The Overview and Scrutiny Committee may commission a number of Scrutiny Review Panels:

- (i) Scrutiny Reviews Panels are task orientated, time-limited advisory bodies appointed to examine a specific issue in depth and reporting to the Overview and Scrutiny Committee.
- (ii) Panels will analyse submissions, request and analyse any additional information, and question the Cabinet Member(s), relevant Council officers and officers and/or board members of local NHS bodies or NHS funded bodies.
- (iii) Subject to the approval of the Overview and Scrutiny Committee, Scrutiny Review Panels will be able to appoint external advisors and/or to commission specific pieces of research if this is deemed necessary.
- (iv) Scrutiny Review Panels should make every effort to work by consensus; however, in exceptional circumstances Members may submit minority reports.
- (v) The culmination of a Scrutiny Review Panel's work is the submitting of a report to the Overview and Scrutiny Committee, including key findings, conclusions and recommendations. Exceptionally, where progress has become protracted or stimulating debate would be helpful, an interim report may be submitted, with the

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

consent of the Chair of the Overview and Scrutiny Committee.

- (vi) Prior to publication, draft reports will be sent to the relevant Chief Officers or officers of the National Health Service for checking for inaccuracies and the presence of exempt and/or confidential information; Scrutiny Review Panel members will revisit any conclusions drawn from disputed information;
- (vii) Following endorsement by the Overview and Scrutiny Committee, final reports and recommendations will be presented to the next available Cabinet meeting. The Cabinet will note the report and request a responding report from the Chief Executive or Chief Officer and Cabinet Member responsible. The response is to be available within 6 weeks of the request and will include a detailed tabulated implementation action plan.
- (viii) Following endorsement by the Overview and Scrutiny Committee, reports on NHS, non-executive or regulatory matters will be copied to the Cabinet for information.
- (ix) On receiving the responding report, the Cabinet will consider both reports and formally agree their decisions, and the implementation action plan at the next available Cabinet meeting.
- (x) In the event that the Cabinet does not accept one or more of the recommendations in the final report from the Overview and Scrutiny Committee, the Chair of the Overview and Scrutiny Committee has the right to require that the matter in dispute shall be reported to the next available meeting of full Council for determination.
- (xi) Implementation action plans will also be presented to the Overview and Scrutiny Committee who will be invited to monitor its implementation.
- (xii) After an appropriate period, post implementation, Overview and Scrutiny Committee will carry out a follow up review to determine if the recommendations had the intended outcomes and to measure any improvements.

1.4 When Scrutiny Review Panels report on non-executive or regulatory functions the above rules are adapted as follows:

- (i) Paragraphs 1.3 (i) to (vi) apply.

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

- (ii) Paragraph 1.3 (vii) applies as if references to the “Cabinet/Cabinet meeting” were replaced by references to “meeting of the non-executive body responsible” and its “Chair” as appropriate.
 - (iii) Paragraph 1.3 (viii) applies as appropriate.
 - (iv) Paragraph 1.3 (ix) will be replaced by this provision -
“On receiving the responding report, the non-executive body responsible, at its next available meeting, will consider both reports, its proposed response and the implementation action plan and will make recommendations on these to full Council. At the next available meeting full Council will formally agree the response and the implementation action plan.”
 - (v) Paragraph 1.3 (x) does not apply.
 - (vi) Paragraphs 1.3 (xi) and (xii) apply.
- 1.5 The Overview and Scrutiny Committee shall undertake scrutiny of the Council’s budget through a Budget Scrutiny Review Panel. The procedure by which this Panel should operate is detailed in the Protocol covering the Overview and Scrutiny Committee.
- 1.6 All Overview and Scrutiny meetings shall take place in public (except where exempt or confidential matters are considered).
- 1.7 The Overview and Scrutiny function should not be seen as an alternative to established disciplinary, audit or complaints mechanisms and should not interfere with or pre-empt their work.
- 2. Membership of the Overview and Scrutiny Committee, Scrutiny Review Panels and Budget Scrutiny Review Panel**
- 2.1 All Councillors (except members of the Cabinet) may be members of the Overview and Scrutiny Committee, Scrutiny Review Panels and the Budget Scrutiny Review Panel. However, no member may be involved in scrutinising a decision in which he/she has been directly involved.
- 2.2 The membership of the Overview and Scrutiny Committee shall, as far as is practicable, comprise Members who are Chairs of Area Committees and, if necessary, other Members in order to comply with the political balance rules. Councillors’ membership of the Scrutiny Review Panels and Budget Scrutiny Review Panel will also be, as far as practicable, in proportion to the representation of different political groups on the Council.

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

3. Co-optees

- 3.1 Each scrutiny panel and review shall be entitled to appoint up to three people as non-voting co-optees, in consultation with the Overview and Scrutiny Committee.
- 3.2 Statutory voting non-Councillor members of Overview and Scrutiny Committee will be paid an allowance in accordance with the Members' Allowances Scheme in Part 6 of this Constitution.

4. Education representatives

- 4.1 The Overview and Scrutiny Committee and each Scrutiny Review Panel, where the review's terms of reference relate wholly or in part to any education functions that are the responsibility of the Cabinet, shall include in its membership the following representatives:

- (i) At least one Church of England diocesan representative (voting).
- (ii) At least one Roman Catholic diocesan representative (voting).
- (iii) 3 parent governor representatives (voting).

These voting representatives will be entitled to vote where the Overview and Scrutiny Committee or a Scrutiny Review Panel is considering matters that relate to relevant education functions. If the Overview and Scrutiny Committee is dealing with other matters, these representatives shall not vote on those matters though they may stay in the meeting and speak at the discretion of the Chair. The Overview and Scrutiny Committee will attempt to organise its meetings so that relevant education matters are grouped together.

5. Meetings of the Overview and Scrutiny Committee, Scrutiny Review Panels and Budget Scrutiny Review Panel

- 5.1 In addition to ordinary meetings of the Overview and Scrutiny Committee, extraordinary meetings may be called from time to time as and when appropriate. An Overview and Scrutiny Committee meeting may be called in consultation with the Chief Executive by the Chair of the Overview and Scrutiny Committee, by any two members of the Committee or by the proper officer if he/she considers it necessary or appropriate.

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

5.2 Meetings of Scrutiny Review Panels may be called by the Chair of the Scrutiny Review Panel, by any two members of the Panel or by the proper officer if he/she considers it necessary or appropriate.

5.3 Meetings of the Budget Scrutiny Review Panel shall take place as outlined in the protocol covering the Overview and Scrutiny Committee.

5.4 The ordinary meeting place for the Overview and Scrutiny Committee, the Scrutiny Review Panels and the Budget Scrutiny Review Panel shall be Haringey Civic Centre, High Road, Wood Green, London, N22 8LE but they may arrange to meet elsewhere whenever they see fit.

6. Quorum

The quorum for the Overview Scrutiny Committee, for each Scrutiny Review Panel and for the Budget Review Scrutiny Panel shall be at least one quarter of its membership and not less than 2 voting members.

7. Chair of the Overview and Scrutiny Committee, Scrutiny Review Panels and Budget Scrutiny Review Panel

7.1 The Chair of the Overview and Scrutiny Committee will be appointed by the Council.

7.2 The Chair of the Overview and Scrutiny Committee shall resign with immediate effect if a vote of no confidence is passed by the Overview and Scrutiny Committee.

7.3 Chairs of Scrutiny Review Panels will be drawn from among the Councillors sitting on the Overview and Scrutiny Committee. Subject to this requirement, the Overview and Scrutiny Committee may appoint any person as it considers appropriate as Chair having regard to the objective of cross-party chairing in proportion to the political balance of the Council. The Scrutiny Review Panels shall not be able to change the appointed Chair unless there is a vote of no confidence as outlined in Article 6.5 in this Constitution.

7.4 The Chair of the Budget Scrutiny Review Panel will be drawn from among the opposition party Councillors sitting on the Overview and Scrutiny Committee. The Budget Scrutiny Review Panel shall not be able to change the appointed Chair unless there is a vote of no confidence as outlined in Article 6.5 in this Constitution.

8. Work programme

Overview and Scrutiny Committee will determine the future scrutiny work programme and will commission task and finish Scrutiny Review

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

Panels to assist it to perform its functions. The Committee will appoint a Chair for each Review.

9. Agenda items for the Overview and Scrutiny Committee

9.1 Any member of the Overview and Scrutiny Committee shall be entitled to give notice to the proper officer that he/she wishes an item relevant to the functions of the Committee to be included on the agenda for the next available meeting of the Committee. On receipt of such a request the proper officer will ensure that it is included on the next available agenda.

9.2 The Overview and Scrutiny Committee shall also respond, as soon as its work programme permits, to requests from the Council and, if it considers it appropriate, from the Cabinet to review particular areas of Council activity. Where they do so, the Overview and Scrutiny Committee shall report their findings and any recommendations back to the Cabinet within an agreed timescale.

10. Policy review and development

10.1 The role of the Overview and Scrutiny Committee in relation to the development of the Council's budget and policy framework is set out in the Budget and Policy Framework Procedure Rules in Part 4 of this constitution.

10.1 In relation to the development of the Council's approach to other matters not forming part of its policy and budget framework, the Overview and Scrutiny Committee and its Scrutiny Review Panels may make proposals to the Cabinet for developments insofar as they relate to matters within their terms of reference. The Scrutiny Review Panels must do so via the Overview and Scrutiny Committee.

11. Reports from the Overview and Scrutiny Committee

Following endorsement by the Overview and Scrutiny Committee, final reports and recommendations will be presented to the next available Cabinet meeting. The procedure to be followed is set out in paragraphs 1.3 or 1.4 above.

12. Making sure that overview and scrutiny reports are considered by the Cabinet

12.1 The agenda for Cabinet meetings (including any meetings of single members) shall include an item entitled 'Issues arising from Scrutiny'. Reports of the Overview and Scrutiny Committee referred to the Cabinet shall be included at this point in the agenda unless either they have been considered in the context of the Cabinet's deliberations on a substantive item on the agenda or the Cabinet

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

gives reasons why they cannot be included and states when they will be considered.

12.2 Where the Overview and Scrutiny Committee prepares a report for consideration by the Cabinet in relation to a matter where decision making power has been delegated to an individual Cabinet member, a Committee of the Cabinet or an Officer, or under Joint Arrangements, then the Overview and Scrutiny Committee will also submit a copy of their report to that individual for consideration, and a copy to the proper officer. If the member, committee, or officer with delegated decision making power does not accept the recommendations of the Overview and Scrutiny Committee, then the body/he/she must then refer the matter to the next appropriate meeting of the Cabinet for debate before making a decision.

13. Rights and powers of Overview and Scrutiny Committee members

13.1 Rights to documents

(i) In addition to their rights as Councillors, members of the Overview and Scrutiny Committee and Scrutiny Review Panels have the additional right to documents, and to notice of meetings as set out in the Access to Information Procedure Rules in Part 4 of this Constitution.

(ii) Nothing in this paragraph prevents more detailed liaison between the Cabinet and the Overview and Scrutiny Committee and Scrutiny Review Panels as appropriate depending on the particular matter under consideration.

13.2 Powers to conduct enquiries

The Overview and Scrutiny Committee and Scrutiny Review Panels may hold enquiries into past performance and investigate the available options for future direction in policy development and may appoint advisers and assessors to assist them in these processes. They may go on site visits, conduct public surveys, hold public meetings, commission research and do all other things that they reasonably consider necessary to inform their deliberations, within available resources. They may ask witnesses to attend to address them on any matter under consideration and may pay to any advisers, assessors and witnesses a reasonable fee and expenses for doing so (and Scrutiny Review Panels require the support of the Overview and Scrutiny Committee to do so).

13.3 Power to require Members and officers to give account

(i) The Overview and Scrutiny Committee and Scrutiny Review Panels may scrutinise and review decisions made or actions taken in connection with the discharge of any Council functions

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

(Review Panels will keep to issues that fall within their terms of reference). As well as reviewing documentation, in fulfilling the scrutiny role, it may require any member of the Cabinet, the Head of Paid Service and/or any senior officer (at second or third tier), and chief officers of the local National Health Service to attend before it to explain in relation to matters within their remit:

- (a) any particular decision or series of decisions;
- (b) the extent to which the actions taken implement Council policy (or NHS policy, where appropriate); and
- (c) their performance.

It is the duty of those persons to attend if so required. At the discretion of their chief officer, council officers below third tier may attend, usually accompanied by a senior manager. At the discretion of the relevant Chief Executive, other NHS officers may also attend overview and scrutiny meetings.

- (ii) Where any member or officer is required to attend the Overview and Scrutiny Committee or Scrutiny Review Panel under this provision, the Chair of that body will inform the member or proper officer. The proper officer shall inform the member or officer in writing giving at least 10 working days notice of the meeting at which he/she is required to attend. The notice will state the nature of the item on which he/she is required to attend to give account and whether any papers are required to be produced for the Overview and Scrutiny Committee or Scrutiny Review Panel. Where the account to be given to Overview and Scrutiny Committee or Scrutiny Review Panel will require the production of a report, then the member or officer concerned will be given sufficient notice to allow for preparation of that documentation.
- (iii) Where, in exceptional circumstances, the member or officer is unable to attend on the required date, then the Overview and Scrutiny Committee or Scrutiny Review Panel shall in consultation with the member or officer arrange an alternative date for attendance, to take place within a maximum of 10 days from the date of the original request.

14. Attendance by others

The Overview and Scrutiny Committee or Scrutiny Review Panel may invite people other than those people referred to in paragraph 13 above to address it, discuss issues of local concern and/or answer questions. It may for example wish to hear from residents, stakeholders and Members and officers in other parts of the public sector and may invite such people to attend. Attendance is optional.

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

15. Call-in

The call in procedure is dealt with separately in this Part of the Constitution, immediately following the Overview and Scrutiny Procedure Rules.

16. Councillor Call for Action (CCfA)

The Council has adopted a Protocol for handling requests by non-Committee Members that the Committee should consider any local government matter which is a matter of significant community concern. This procedure should only be a last resort once the other usual methods for resolving local concerns have failed. Certain matters such as individual complaints and planning or licensing decisions are excluded.

Requests for a CCfA referral should be made to the Head of Local Democracy & Member Services who will check with the Monitoring Officer that the request falls within the Protocol. The Councillor making the referral will be able to attend the relevant meeting of the Committee to explain the matter. Among other actions, the Committee may: (i) make recommendations to the Cabinet, Directors or partner agencies, (ii) ask officers for a further report, (iii) ask for further evidence from the Councillor making the referral, or (iv) decide to take no further action on the referral.

The Protocol is not included within this Constitution but will be subject to regular review by the Committee.

17. Procedure at Overview and Scrutiny Committee meetings and meetings of the Scrutiny Review Panels.

(a) The Overview and Scrutiny Committee shall consider the following business as appropriate:

(i) apologies for absence;

(ii) urgent business;

(iii) declarations of interest;

(iv) minutes of the last meeting;

(v) deputations and petitions;

(vi) consideration of any matter referred to the Committee for a decision in relation to call in of a decision;

(vii) responses of the Cabinet to reports of the Committee; and

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

- (viii) the business otherwise set out on the agenda for the meeting.
- (b) A Scrutiny Review Panel shall consider the following business as appropriate:
 - (i) minutes of the last meeting;
 - (ii) declarations of interest;
 - (iii) the business otherwise set out on the agenda for the meeting.
- (c) Where the Overview and Scrutiny Committee or Scrutiny Review Panel has asked people to attend to give evidence at meetings, these are to be conducted in accordance with the following principles:
 - (i) that the investigation be conducted fairly and all members of the Overview and Scrutiny Committee and Scrutiny Review Panels be given the opportunity to ask questions of attendees, to contribute and to speak;
 - (ii) that those assisting the Overview and Scrutiny Committee or Scrutiny Review Panel by giving evidence be treated with respect and courtesy;
 - (iii) that the investigation be conducted so as to maximise the efficiency of the investigation or analysis; and
 - (iv) that reasonable effort be made to provide appropriate assistance with translation or alternative methods of communication to assist those giving evidence.
- (d) Following any investigation or review, the Overview and Scrutiny Committee or Scrutiny Review Panel shall prepare a report, for submission to the Cabinet (via the Overview and Scrutiny Committee in the case of a Scrutiny Review Panel) and shall make its report and findings public.

18. The Party Whip

Scrutiny is intended to operate outside the party whip system. However, when considering any matter in respect of which a member of scrutiny is subject to a party whip the member must declare the existence of the whip and the nature of it before the commencement of the Committee/Panel's deliberations on the matter. The Declaration, and the detail of the whipping arrangements, shall be recorded in the minutes of the meeting.

PART FOUR - RULES OF PROCEDURE

Section G - Overview & Scrutiny Procedure Rules

The expression “party whip” can be taken to mean: “Any instruction given by or on behalf of a political group to any Councillor who is a member of that group as to how that Councillor shall speak or vote on any matter before the Council or any committee or sub-committee, or the application or threat to apply any sanction by the group in respect of that Councillor should he/she speak or vote in any particular manner.”

19. Matters within the remit of more than one Scrutiny Review Panel

Should there be any overlap between the business of any scrutiny reviews, the Overview and Scrutiny Committee is empowered to resolve the issue.



Meeting: Safer Communities Executive Board (SCEB)

Date: 19th May 2011

Report Title: Performance Highlights – Financial Year 2010-11

Report of: Claire Kowalska, Community Safety Strategic Manager and performance leads

1. Purpose of the report (That is, the decision required)

To inform the board of performance against the principal community safety targets at year end

2. State link(s) with Other Plan Priorities and actions and /or other Strategies:

2.1. Addressing the prevention and reduction of crime, the fear of crime, the harm caused by drugs and alcohol and anti-social behaviour are all key parts of the cleaner, greener and safer priority. Collectively, these remain top priorities for residents

3. Recommendations

3.1 For the board to note the key areas of success and the issues of concern and mitigation under point 12

4. Background

4.1 The Safer Communities Partnership is responsible for the key priorities covered below: These are:

- Overall recorded crime (total notifiable offences)
- Serious violent crime, domestic and gender-based crime
- Reducing serious acquisitive crime
- Increasing numbers of people in effective drug treatment
- Reducing the number of young people (aged 10-17) entering the youth justice system
- Reducing re-offending and the impact of re-offending
- Increasing support to young victims of crime
- Improving perceptions of how crime and ASB are handled
- Preventing violent extremism

5. Overall crime (Total Notifiable Offences)

- 5.1 Haringey police recorded 4.5% fewer total notifiable offences or TNOs (24,585 against 25,744 during 2010/11 compared with the previous financial year. This compares favourably with the Metropolitan Police Service (MPS) area which saw a 0.8% reduction during the same period. This is Haringey's 8th consecutive year of reductions and TNOs have fallen by over a third (37%) since 2003.
- 5.2 However, four indicators did not achieve their targets despite recording annual reductions. Three of these (Serious Acquisitive crime, Residential Burglary and Knife crime) were flagged 'Amber' as they were within 10% of their targets. As identified in the Quarter 3 report Taking/Theft of a Motor Vehicle was the only offence to show a year on year increase with a 12.8% rise (115 additional offences) significantly above its annual reduction target of 1.8%.

Key crime types

- 5.3 Most Serious Violence (MSV) in Haringey has managed to sustain the clearly improving trend shown in previous quarters. There were 330 MSV offences this year representing a significant annual reduction of almost a third (30.7% or 146 fewer offences). MSV in Haringey has also performed better than the MPS average of 19.6%. This represents quite a turnaround from 2009/10 when MSV was the main area of concern with a 14.7% increase.
- 5.4 Knife crime has fallen by 0.8% in 2010/11 (down to 491 offences) whilst the MPS average recorded a 5.7% increase for 2010/11. The Tackling Knives Action Programme delivery plan includes a plethora of partnership interventions to address violence among 13-24 year olds. This has been recognised by the Home Office as good practice.
- 5.5 The recently established link between the Gang Action Group (GAG) and the Violent and Alcohol Harm Reduction section in Whittington Hospital should result in improved quality and quantity of data received from violence related hospital admissions. This should lead to richer information and enhanced analysis regarding all aspects of serious violence. 19 'nominals' have now been removed from the GAG list with no further intervention required – from a rolling list of approx. 30. New referrals continue to be received from a range of partners, demonstrating that they see the benefits of referring individuals to the group.
- 5.6 Serious Acquisitive Crime (SAC) fell by 1.6% (fall of 115 from 7,307 to 7,422 offences) just outside of its annual 2.6% reduction target. SAC had seen an overall falling trend since April 2008. However since then there has been a steady increase in the number of offences. This escalation has been driven primarily by the worsening performance of both residential burglary and Taking/Theft of Motor Vehicle offences over the last half year.
- 5.7 Residential burglary fell by 3.6% from 2,664 to 2,567 offences in 2010/11 just missing its annual 4.4% reduction target. Both of these offences have seen significant rising trends during the second half of the financial year, especially Taking/Theft of a Motor Vehicle which increased by over a half (53% or 98 additional offences). Despite its reduction, residential burglary in Haringey is

a high volume crime, consistently amongst the top three London boroughs for absolute numbers of offences.

- 5.8 As stated in the previous report, the expected escalation in crime, specifically acquisitive crime, often associated with serious economic downturns appears to be taking hold. It is hoped that the continued focus on well informed commissioning, integrated partnership working and effective crime prevention can check this rising trend in the future.

6. Drug and alcohol treatment

- 6.1 For the latest period January 2010 – December 2010 Haringey achieved 966 individuals in effective treatment (NI 40). Due to the definition of “effective treatment” requiring a three months period to calculate, the final end of year figures will not be available until August 2011.

- 6.2 After a short increase in the number of new clients in Q1 and Q3, the number presenting for treatment has fallen steadily. Factors include Haringey’s successful treatment rate which is higher than the London average, and a relative decrease in acquisitive crime (although now changing). There are also reports on the change in drug misusing patterns amongst users, specifically the decrease in opiate use. These reports need further evaluation for their impact in the borough. Haringey has consistently ranked above the London average for the proportion of clients completing treatment drug free (43% against 32%^[1]). A full needs’ assessment was shared with SCEB members in February 2011.

- 6.3 Data shows a 24% increase in alcohol related hospital admission for the first 2 quarters of 2010/11 when compared to the same period in 2009/10. An update to the alcohol needs assessment 2010 has been undertaken and is currently being written up. This will be presented at the Alcohol Harm Reduction Strategy Group.

7. Support to Young Victims (up to Q3 pending Q4 report)

- 7.1 The Young Victim’s Champion (YVC) has provided specialist support to 137 young victims (aged 7 to 20) since August 2010. The YVC has also been active in setting up ‘drop ins’ across the borough as well as delivering workshops to primary school pupils on issues such as ‘personal safety’ and ‘unacceptable behaviour’. The YVC has also been involved in the Knife Awareness Programme as well as establishing links with all relevant agencies that provide services for children in the borough.

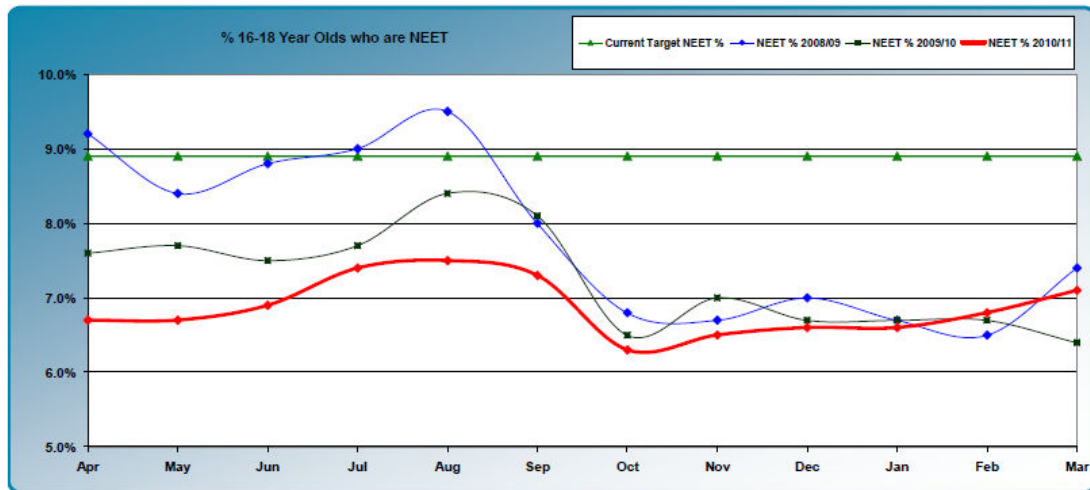
Youth crime prevention

- 8.1 There were 201 (1,150 per 100,000 young people) first time entrants for the 2010/11. This is a decrease of 61 young people or 31% compared to last year. This means we have achieved our target to reduce the numbers of first time entrants (from 1,499 per 100,000) into the youth justice system. A key success factor has been the multi-agency approach and the prevention work of trained youth offending staff working in custody suites as part of the ‘triage’ programme. A bid for pathfinder funding to bolster the health component of

the existing diversion scheme has been successful and should start in July 2011.

8.2 Not in employment, education and training (NEETs)

The March 2010 NEET level was 7.1% which is slightly above last month (6.8%) and above last March (6.4%). This month's NEET level is below the target of 8.9%. The actual number of NEETs this month was 273 which is an increase of 12 (5%) compared with last month and an increase of 16 (6%) compared with last March (within a cohort 3% down on last March).



9. Domestic Violence

- 9.1 All key actions were completed in the Domestic and Gender-based violence action plan. Notable developments are: Agreement of a new MARAC operational protocol; accreditation for the Specialist DV Court in Haringey; New rape crisis counselling provision is up and running (North London Borough project with GLA funding).
- 9.2 Police recorded repeat victims of domestic violence continue to fall from their peak of 105 in April 2010 to 82 (21.9%) in January 2011. The majority of victims (approximately 85%) relate to a second offence however this does not account for the actual number of unreported incidents which may have occurred prior to police contact. It should be noted that this is a rolling annual target i.e. each monthly return is a count of the number of repeats for the preceding 11 months.
- 9.3 In 2009/10, the Hearthstone facility supported 581 survivors of domestic violence. This number fell to 466 in 2010/11 mainly due to the introduction of a new appointment system. This system has enabled Hearthstone to provide a much higher quality and level of support to clients. Clients continue to represent the main ethnic groups in the borough.

10. Perceptions of ASB

- 10.1 According to the 2010/11 Residents' Survey, slightly more people feel agree that the police and other local services are dealing successfully with crime and ASB (56% up from 53%). Feelings of safety at night have also slightly improved and those during the day time have marginally decreased. However, residents registered crime as their top concern up 11% on 2009/10 and concern with litter/dirt in the streets up 7%.
- 10.2 Introductory tenancies took effect in Haringey from the 4th April 2011, which will enable the tenancies of anti-social residents to be ended swiftly. In addition, the Government has introduced Gang Related Injunctions (effective 31.1.2011). The ASBAT continues to use all available tools and powers to good effect including Acceptable Behaviour Contracts as an early intervention method. They are currently preparing to use their first such injunction against long-standing gang members. However, case loads remain high and ASB Officers are dealing with 3 times more cases than the nationally recommended number.
11. Reducing reoffending
- 11.1 Probation in Haringey has a higher than average case load of offenders and is performing well relative to many London Boroughs. The cohort from September 2009 to September 2010 was 4,501 and the rate of reoffending for Haringey was 7.75%. This constituted a reduction of 9.4%.
- 11.2 Probation reports favourable performance against the main resettlement pathways with the exception of Education, Training and Employment. This will be a major focus for the coming year.
11. Preventing Violent Extremism (PVE)
- Projects have been running at reduced capacity as funding was cut in year. However, preventing violent extremism work in Haringey reached its target of level 3 based on the Home Office self-assessment framework. A revised approach is being considered at the Home Office and awaits publication.
12. **Areas of concern and mitigation**
- 12.1 Acquisitive crime
- Acquisitive crimes have been rising over the past few months and there is concern that this may well escalate in a climate of rising unemployment and reduced public services. As stated earlier Taking/Theft of a Motor Vehicle was the only indicator to show an annual increase. Haringey has the second highest rate amongst its peers¹ (1.13 offences per 1,000 population) significantly above the peer group average rate of 0.89. The sustained focus on tackling high risk, priority crime such as serious violence and robbery and the lack of resources such as a dedicated anti- vehicle crime unit on the borough has presented a challenge.

¹ Peer comparisons are made using 'Most Similar' comparison groups. These groups provide a benchmark for comparison of crime rates and other indicators with similar areas elsewhere in England & Wales. Haringey's peer group includes 14 other local authorities classified as 'Most Similar' including Sussex – Hastings, Sussex - Brighton & Hove, West Midlands – Birmingham, West Midlands – Wolverhampton, Hackney, Wandsworth, Hammersmith & Fulham, Southwark, Greenwich, Lewisham, Lambeth, Barnet, Brent and Waltham Forest

Recent successful vehicle crime reduction initiatives using innovative analysis techniques and utilising MOSAIC lifestyle-based profile data to target resources and communication may help address the problem but resources will be needed for relevant campaigns and interventions.

12.3 Serious violence

Gang-related violence remains a concern. There is considerable reactive activity in the borough including work done by police teams, the GAG, youth services, voluntary sector, ASBAT etc. However, work around early intervention and prevention is felt to be lacking, in particular work with the upper primary school age. Haringey is one of 4 boroughs selected for Operation CONNECT (holistic gang interventions) and discussions are underway at the highest levels to agree on requirements and possible funding.

12.4 Victim Support

The service that Victim Support provides cannot be mainstreamed within existing youth and children's services. Victim Support greatly relies on partnership grants to fund the role however the Area Based Grant funding will end on March 31st 2011. The specialist support provided to young victims is therefore at risk of ending.

12.5 Community Safety is working with Victim Support to prepare bids for externally sourced resources. Research undertaken by the Youth Victim Co-Ordinator suggests that there are no other services available that specifically support young victims of crime in the borough.

12.6 Preventing violent extremism (PVE)

Future activity is likely to depend upon central strategy or intelligence updates from the police and/or security services. There is a renewed emphasis on early intervention and the Channel referral project for those at risk of radicalisation. Children and Young People's Service is on alert to pick up any prevention angles that may emerge, working with the police and the Single Frontline. This work will have to be undertaken within existing resources unless specific funding is forthcoming.



Overview and Scrutiny Committee

On 29th June 2011

Report Title: Community Safety Strategy 2011-2014

Report of: Stephen McDonnell, Assistant Director Frontline Services, Directorate of Place and Sustainability

Contact Officer : Claire Kowalska, Community Safety and Engagement Manager, Neighbourhood Services, Directorate of Place and Sustainability

Email: claire.kowalska@haringey.gov.uk

Tel: 0208 489 6949

Wards(s) affected: All

Report for: **Key**

1. Purpose of the report (That is, the decision required)

1.1. To note and endorse the proposed strategy and annual delivery plan

2. Introduction by Cabinet Member (if necessary)

2.1 The Cabinet Member has been involved in the planning and related partnership discussions as Chair of the Haringey Community Safety Partnership

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1. This strategy supports the Safer Outcome under Rethinking Haringey. The most closely connected strategies are appended to the main document and these are the Haringey Reducing Re-offending Strategy and the Annual Youth Justice Plan. The work is also closely linked to the Safeguarding of Adults and Young People

4. Recommendations

4.1. That the three strategic priorities, seven outcomes and this year's delivery plan be noted and endorsed

5. Reason for recommendation(s)

5.1. There is a requirement on Community Safety Partnerships to agree a joint plan which relates to the local strategic assessment. Community engagement and consultation is also a key feature of the anticipated delivery and this has been built into the annual plan

5.2. The proposed priorities and outcomes are evidence-based and have been agreed with statutory partners

5.3. The delivery plan seeks to spread the collective responsibility for community safety across departments and partners

6. Other options considered

N/A

7. Summary

7.1 This strategy has taken account of the learning from the previous three years and has been informed by public views as well as the priorities which clearly emerge from data analysis

7.2 The problem-solving approach is also a continuation from previous experience

7.3. The chosen priorities and outcomes strongly reinforce those of the Mayor of London's top three concerns of: youth violence, violence against women and girls and reducing re-offending

8. Financial Comments

8.1 These are currently underway in line with CAB submission in 7th July

9. Head of Legal Services Comments

9.1 As above

10. Head of Procurement Comments – [Required for Procurement Committee]

N/A

11. Equalities & Community Cohesion Comments

- 11.1. Equalities issues have been considered in the body of the strategy especially in respect of vulnerable people and locations
- 11.2 A fuller EIA is underway and will be submitted to CAB on 7th July

12. Consultation

- 12.1 See section 4 page 6 in the strategy document

13 Use of appendices /Tables and photographs

- 13.1 Appendix 1: Delivery Plan 2011-12
- 13.2 Appendix 2: Haringey Reducing Re-offending Strategy 2011-14
- 13.3 Appendix 3: Annual Youth Justice Plan 2011-12

14 Local Government (Access to Information) Act 1985

N/A

This page is intentionally left blank

D R A F T

HARINGEY'S COMMUNITY SAFETY STRATEGY
2011-2014

(IMAGE(S) AND LOGO TO BE ADDED)

CONTENTS PAGE

	Page No.
Foreword by Chair	3
Introduction	4
Scope of the strategy	4
Context (national, regional, local)	5
How we reached our priorities	6
Crime in Haringey	7
Strategic priorities and objectives	14
Monitoring and delivery	15
Delivery structure	16
Partnership resources	16
Summary of key indicators	17

Appendices:

App 1: Delivery Plan 2011-12

App 2: Haringey Adult Reoffending Strategy 2011-14

App 3: Haringey Annual Youth Justice Plan and Equalities Impact 2011-12

FOREWORD

This strategy has been written in a challenging environment and should be considered in that context. It proposes a range of actions to meet the objectives agreed by all partners. These objectives are informed by recorded data and the views of local residents.

We have achieved excellent results over the past three years and more. These include significant reductions in property crime, effective drug treatment and fewer young people entering the criminal justice system. Recognition is due to many colleagues and partners for all the hard and imaginative work that has occurred across the Haringey Community Safety Partnership. However, pressures are already building in response to reduced public services, tighter household budgets and growing unemployment.

The current circumstances have prompted us to re-state our principles and approach. In short, we need more integration across disciplines and stronger collective responsibility. We need to address the underlying causes of offending earlier and more thoroughly and engage more effectively with local residents, traders and other stakeholders to shape solutions.

Experience tells us that success also rests on strong and open partnership, effective enforcement, intensive support and targeting resources where they are most needed. We will continue to evaluate and learn from our joint practices and we will report outcomes back to the community.

In the meantime, we should all remember that, in different and complementary ways, crime prevention is everyone's business.

Councillor Bernice Vanier
Cabinet Member for Community Safety and Cohesion
Haringey Community Safety Partnership

1. Introduction

- 1.1. The Crime and Disorder Act 1998 and subsequent Acts have required Community Safety Partnerships (CSPs) to submit a crime reduction plan that is informed by evidence, local opinion and collaboration with statutory partners and key stakeholders.
- 1.2 The statutory partners are the local authority, police, fire service, health authority, the police authority and, since April 2010, the Probation Trust.
- 1.3 The coalition government in England has pledged to reduce the range of obligations, bureaucracy and barriers to performance. This means fewer targets, fluid structures and swifter enforcement procedures. It also places greater responsibility on local partnerships in a climate of pared back resources and support.
- 1.4 The remaining statutory duties are: An annual strategic assessment; a community safety plan informed by public consultation; an information sharing protocol and an annual 'face the people' session.

2. Scope of the strategy

- 2.1 This strategy focuses on actions that address gaps in crime prevention and reduction services where a partnership approach can improve the outcome and save resources. It does not intend to replicate all ongoing activity.
- 2.2 We do not anticipate that the main priorities and objectives will change greatly over the next few years but we will undertake ongoing consultation and conduct a full annual review. Any changes will be reflected in amended annual delivery plans.
- 2.3 There are numerous strategies and plans which overlap with this agenda; for example those addressing drugs and alcohol, mental health, child poverty, homelessness and unemployment. Two specific plans are appended to this document, alongside the overall delivery plan (App 1) which impact directly on the objectives. They are the:

- : Haringey Adult Reducing Reoffending Strategy 2011-14 (App 2)
- : Haringey Annual Youth Justice Plan 2011-12 (App 3)

Plans to address other priorities such as violence and anti-social behaviour will be agreed with relevant partners and monitored by the Community Safety Partnership. A partnership delivery plan for domestic and gender-based violence is currently under development.

- 2.4 There is a renewed focus in central government on organised crime. A national strategy will be published later this year and a National Crime Agency is envisaged with effect from 2013. In the meantime, work will continue locally to disrupt organised crime and its harmful impact on communities. This frequently involves cooperation at all levels of government and across boundaries. In Haringey, the work ranges from enforcement against illegal trading and fraud to offences planned by organised criminals from, for example, a Turkish/Kurdish or Albanian/Kosovan background. The borough has also provided a safe haven for drug cartels with links to South America. In recent years, the influx of people from east and central Europe has put additional strain on criminal justice services, especially the Youth Offending Service.

3. The national and regional contexts

National

- 3.1 The Home Office recently published 'A New Approach to Fighting Crime' with a strong focus on informing and engaging citizens including the publication of street level crime data and the encouragement of accountability and action through a 'community trigger'.
- 3.2 The most significant change is the introduction of accountability through elected Police and Crime Commissioners with effect from 2012. In London, the post will default to the Mayor.
- 3.3 The new approach is accompanied by a reduction in regulatory demands and a simplification of enforcement tools to address, for example, anti-social behaviour and gang-related violence. An increase is envisaged in local controls over licensing and Houses in Multiple Occupation (HMOs). Statutory guidance is planned to strengthen the powers of teachers to deal with poor behaviour.
- 3.4 There is a new strategic approach to rehabilitation and sentencing which intends greater use of non-custodial sentences and steps up efforts to make prisons 'places of hard work and industry'. See appendix 2 for the full Haringey Adult Reducing Reoffending Strategy.
- 3.5 The new drugs strategy has three key themes of reducing demand, reducing supply and building recovery in communities. Tackling the harm caused by alcohol remains a primary concern and the government intends to speed up the collection and sharing of associated data across local partnerships.
- 3.6 In terms of both crime and ASB, there is renewed emphasis on building local resilience and addressing problems with communities at very local levels. The delivery of crime reduction services will be further opened up to the voluntary sector and to private enterprise on a payment by results model. The exact format of the latter will be subject to the outcome of pilots.
- 3.7 Young people and violence reduction remain top priorities nationally. The Youth Justice approach will continue to focus on three areas: Preventing entry to the youth justice system, reducing reoffending and alternatives to custody (see Appendix 3).

London Region

- 3.8 At the time of writing, delivery structures were still developing. However, a new Mayor's Office for Policing and Crime (MOPC) is under development and will prepare the Mayor and Deputy Mayors for their forthcoming responsibilities.
- 3.9 A streamlined London Crime Reduction Board (LCRB) has been formed with links to the London Safeguarding Board. The LCRB will be served by a Delivery Monitoring Group and a number of specialist advisory groups. The London Heads of Community Safety group has been formalised and a representative will attend the LCRB to provide professional input.

- 3.10 The LCRB has stated three crime priorities: Violence reduction (especially serious violence); Violence against women and Reducing reoffending. The Anti-violence Partnership is the first to be formed in response to delivering outcomes.
- 3.11 Community safety funds for London will, in future, be channelled through the Mayor's office with more regional control being inevitable. There will be increased encouragement for cross-border collaboration and joint commissioning within London and this has already started.

Haringey

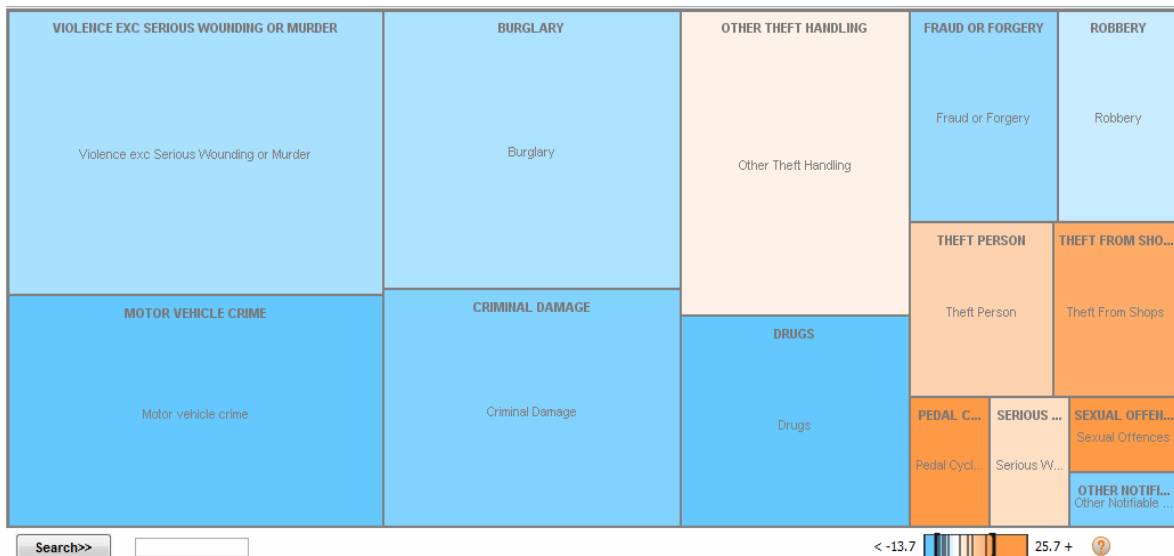
- 3.12 The approach and actions agreed by the Community Safety Partnership reinforce the five outcomes and all principles quoted in *Rethinking Haringey: One Borough One Future. 2011*
- 3.13 The Directorate of Public Health has amalgamated with Haringey Council providing a real opportunity for closer joint working on data sharing, common determinants of poor health and crime and, critically, mental health.
- 3.14 The Community Safety function has joined the Single Frontline and will amalgamate with a streamlined engagement team.

4. How we reached our priorities

- 4.1 We analysed and applied the lessons learnt from the former Safer for All Strategy 2008-2011, identifying new opportunities and ensuring continuity where relevant
- 4.2 We used the results of the annual strategic (data) assessment 2010 in conjunction with recent surveys and results from local priority setting with Safer Neighbourhood Teams
- 4.3 We responded to requests from residents for more consultation via public meetings (ref: Haringey Community Engagement Framework consultation) by conducting a trial enhanced ward panel meeting in the most challenging crime and disorder hotspot in the borough (Northumberland Park). The Vulnerable Localities Index (VLI) and Index of Multiple Deprivation (IMD) confirm this area of the borough as severely affected by crime and ASB – see point 5.17
- 4.4 The attendees unanimously confirmed the community safety priorities as: Young people, violence, ASB, drugs and alcohol, and reducing re-offending. Further, they felt that the top three problems in their own area were: Burglary, drugs/alcohol and personal safety. This reflects actual increases in recorded street crime over the past few months. This model of local consultation will be expanded through newly formed Area Committees and the development of Neighbourhood Action Plans over the coming years.
- 4.5 We have shared information and consulted thoroughly with colleagues and partners, using their experience to identify gaps and their performance indicators to reinforce the chosen priorities.

5. Crime in Haringey

- 5.1 Crime in Haringey has fallen year on year by over a third (37%) from 39,017 incidents in 2002/03 to 24,588 in 2010/11. The chart below breaks down all crime in Haringey by volume of each type. The chart also shows which types of crime have reduced compared to the previous year (blue) and which showed an increase (orange). The size of each box refers to the volume (number of offences).
- 5.2 The most common types of crime by volume are violence against the person, motor vehicle crime, burglary and criminal damage (which is often linked to burglary or motor vehicle crime). These volume crimes showed significant reductions year on year. The crime types that showed increases were theft offences, sexual offences and serious violence. These offences represent much smaller volumes but in the cases of serious violence and sexual offences have a disproportionately high physical and emotional effect on the victim.
- 5.3 Despite a reduction of 7.2%, residential burglary in Haringey is a high volume crime, consistently amongst the top three London boroughs for absolute numbers of offences. Property crimes such as burglary and motor vehicle are spread throughout the residential areas of the borough, but tend to be higher in the east. The risk of property crime according to the British Crime Survey (BCS) is greater in households with no or less than basic security than within households with basic or higher than basic security. Lone parent households had the highest risk by household structure.



- 5.4 Calls to the Anti-Social Behaviour Action Team (ASBAT) have also seen a steady decrease in volume since 2005 however this has been coupled with a corresponding increase in the severity of the calls received. Over half (55%) of all calls to the ASBAT were for 'Verbal abuse/harassment & intimidation', of which the largest sub group is 'Groups/Individuals making threats'. As stated earlier disorder is often co-located with crime in the east of the borough but tends to be more tightly focused along the commercial venues on Wood Green High Road and Tottenham High Road.
- 5.5 Overall, disorder and violent crime tends to occur predominantly around the transport hubs (particularly around Seven Sisters and up Tottenham High Road into Northumberland

Park). Personal robbery is also prevalent in these areas. The Wood Green/Turnpike Lane corridor also sees high levels of some crime types, but less so than in previous years. Acquisitive crime such as burglary and motor vehicle crime are spread throughout the residential areas of the borough. The high crime locations correlate strongly with areas of multiple deprivation and this is acute in the north-east of the borough.

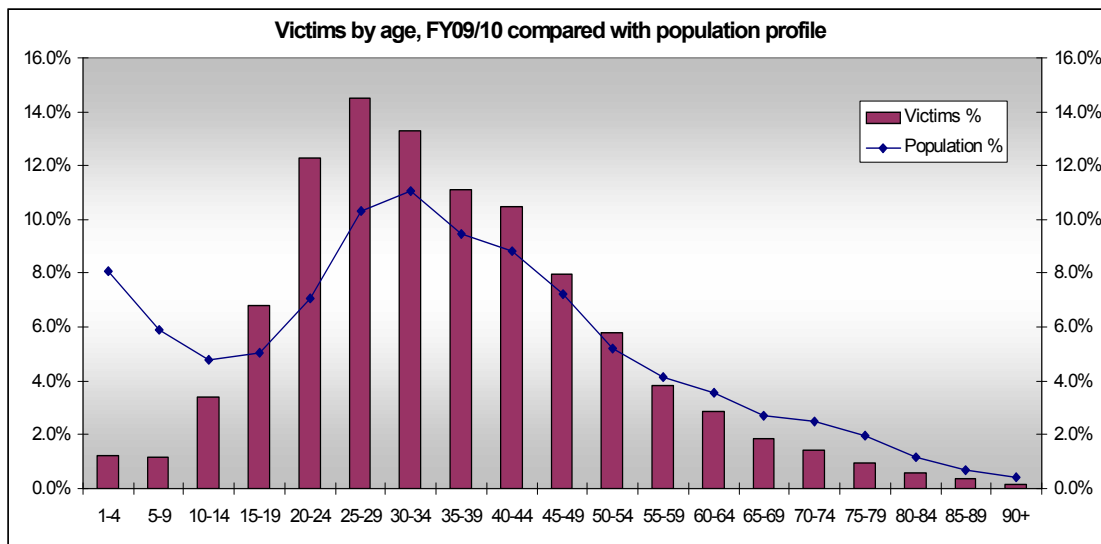
5.6 Emergency calls (999) to the police

Over two thirds (69%) of 999 calls for disorder related incidents are categorised as 'Rowdy/Inconsiderate behaviour' (46%) and 'Domestic Incidents' (22%).

5.7 Victims and offenders/accused¹

Victims

The graph below shows a breakdown of victims by age (purple bars) compared with the age profile of the resident population. People in their 20s are more likely than others to be victims of crime especially as a percentage of the local population. Children and older people (aged 55+) are less likely to be victims of crime.



5.8 Overall, children and youths aged up to 17 are disproportionately less likely to be victims of crime, as they make up 9% of victims but over 20% of the population. This is likely to be because they tend not to be responsible for assets, (eg cars and houses), so are unlikely to be victims of crimes such as burglary.

5.9 However children and youths up to age 17 are disproportionately likely to be victims of personal robbery (37.6% of victims), probably due to the fact they routinely carry 'craved' high value items such as mobile phones and iPods. Of greater concern is their increased vulnerability to serious violence and sexual offences including most serious violence (17.4% of victims), other violence (45.2%), rape (28.1%) and other sexual offences (36.2%).

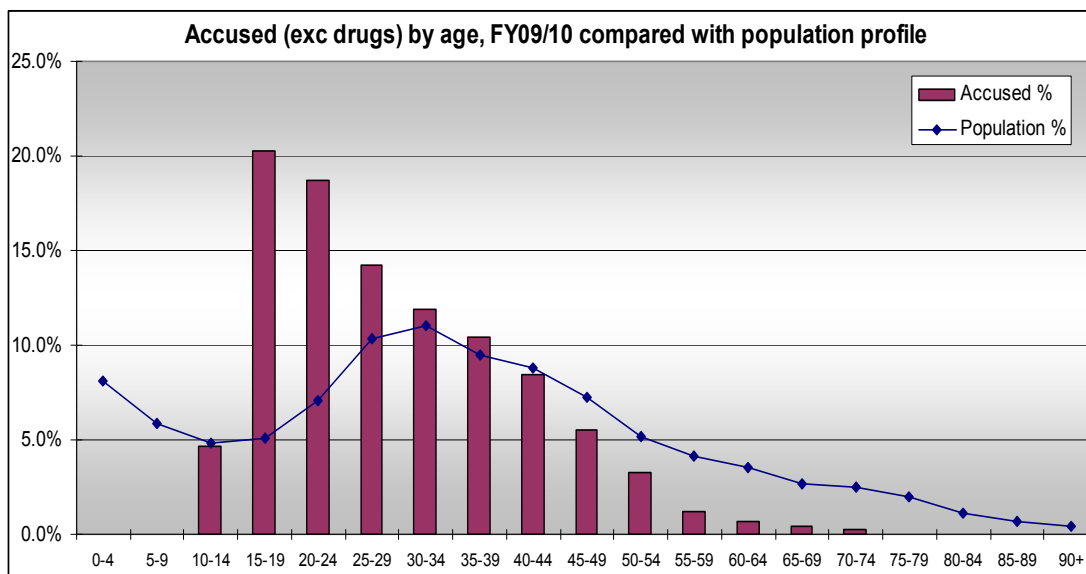
¹ Data used in for offender analysis was sourced from the police accused database

5.10 Older people (50+) make up 22% of the population and account for 17.8% of all victims. This age group is more likely to be affected by property crime, criminal damage, theft and pickpocketing.

5.11 In terms of ethnicity, there is a mismatch between police and Census categories. At the time of writing, the census was also 10 years out of date. The 2006 Pupil Level Annual School Census gives a more up-to-date picture and this indicates that the population of young people is extremely diverse with 20% of pupils registered as White British; 21% White Other; 6% South Asian and 34% Black African and Caribbean. The School Census gives a more proportionate picture of victims relative to their numbers in the population although we know that victimisation correlates strongly with areas of multiple deprivation.

5.12 **Offenders/accused**

The graph below shows a breakdown of accused by age (purple bars) compared with the age profile of the resident population (blue line). There is a clear trend showing younger people offending, with over a third (36.8%) of accused aged 18-24. There is a jump in offending at age 18 but, after the age of 40, people are less likely to offend.



5.13 More young people live in the east of the borough than in the west. Approximately 60% of the 10-19² population lives in the east and 40% in the west. Twenty two percent of all flagged (cross-referenced) calls to the ASBAT were identified as youth related disorder. It should be noted that only 44% of calls received were flagged.

5.14 The ethnicity of accused persons suggests an under-representation of White Other and Asian and an over-representation of Black African and Caribbeans relative to their numbers in the population (see point 5.11). However, the high proportion of accused in Northumberland Park and Bruce Grove again reinforces the importance of wider deprivation factors.

² Sourced from ONS Mid-2009 Population Estimates for Parliamentary Constituencies in England and Wales by Quinary Age and Sex and Working Age

5.15 **Male on female**

Male on female crime in Haringey makes up almost half (46.6%) of all crime, more than male on male crime (40.2%). This trend is particularly apparent for violent and sexual crime types with 56.2% of these crimes committed by men against women. Many of these incidents relate to domestic violence.

5.16 **Domestic violence (DV)**

Haringey had a 3-year stretch target to reduce the number of repeat victims of DV by 2009/10. This target was achieved overall. However the number of repeat victims increased from 102 to 110 in the final year of the target. When the female DV rate is mapped i.e. the number of DV offences per thousand of the female population, there are 9 Super Output Areas (SOA)³ identified as having a rate greater than twice the borough average. All of these were located in the east of the borough with Northumberland Park, Seven Sisters and Noel Park⁴ each having two SOAs.

Risk factors

5.17 Deprivation

The IMD⁵ identifies small areas of England which are experiencing multiple aspects of deprivation. The 2010 IMD shows Haringey is ranked amongst the top 20 most deprived in England out of 326 local authorities (ranked 13th based on the average of IMD score). In 2007 it was ranked 18th most deprived. One Lower Super Output⁶ Area (LSOA) in Tottenham Hale and 4 in Northumberland Park are in the top 3% most deprived LSOAs in England.

5.18 Haringey also ranks amongst the top 10 most deprived districts in England for Barriers to Housing (ranked 4th), Income deprivation (6th), Crime deprivation (6th) and Income deprivation affecting older people (8th). All eight LSOAs in Northumberland Park are amongst the top 3% most Income deprived in the country and all 144 LSOAs in Haringey for The Wider Barriers⁷ sub domain are in the most deprived 5% in England

5.19 **Vulnerable localities**

Crime is often thought of as being caused by poverty and deprivation. It is certainly true that areas of high crime in Haringey correlate with areas of high deprivation, as shown in the Vulnerable Localities Index (VLI) map below. The VLI identifies places that display high levels of crime alongside problems of deprivation and other demographic factors that can

³ DV rates were aggregated to SOA geography. There are 144 SOAs in Haringey

⁴ The number of DV offences used to calculate the rate will include victims who have suffered numerous repeat incidents of DV.

⁵ The Indices of Deprivation 2010 is the collective name for a group of 7 indices or domains which measure different aspects of deprivation including Income, Employment, Health and Disability, Education/Skills/Training, Barriers to Housing Crime and Living Environment Deprivation

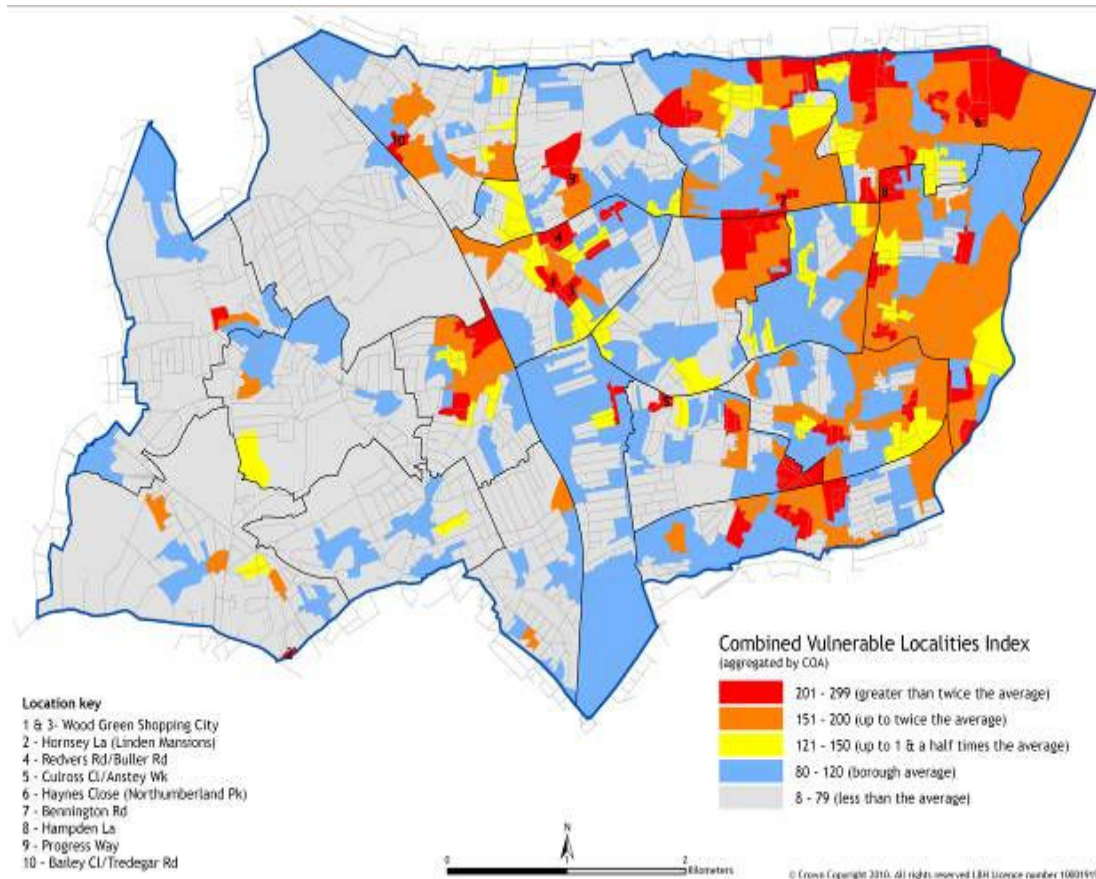
⁶ The Department of Communities and Local Government have divided every local authority into small areas called Lower Layer Super Output Areas (LSOA). Haringey has been divided into 144 LSOAs (England has a total of 32,482). Each ward in Haringey is made up of 7, 8 or 9 LSOAs

⁷ The Wider Barriers sub domain includes homelessness, household overcrowding (from the 2001 census) and the cost of affordable housing enabling owner occupation. 22 London boroughs are in the top 27 most deprived local authorities in England for this measure. The Wider Barriers is one of two sub domains that comprise the Barriers to Housing and Services domain. The other sub domain is Geographical boundaries.

influence an area's sense of community cohesion. The VLI allows data from the following indices to be combined and mapped;

<p>Crime data Burglary in a dwelling Criminal damage in a dwelling Violence in a domestic setting</p>	<p>Deprivation data Income deprivation Employment deprivation Health deprivation Households without central heating or sole use of bath or shower</p>
<p>Education data Educational attainment below 5 GCSEs or equivalent at grades A - C</p>	<p>Demographic data Population of young people, ages 15-24 Lone Parents in a household with dependent children</p>
<p>Fire Service data Number of fire incidents (all primary and secondary fires)</p>	<p>At Risk Individuals data Location of individuals engaged with Youth Offending Service</p>

- 5.20 The VLI gives a combined score for each of the boroughs 737 Output Areas (OA). An index value of 100 indicates a score that is proportionate to the borough average. A score exceeding 100 indicates that an area is above average and so the higher the score the more vulnerable the area. Priority areas are defined as OAs scoring 200 or more (equivalent or greater than twice the borough average). The priority areas highlighted correlate strongly with many of Haringey's traditional persistent hotspot maps. The top 10 highest scoring areas, showing scores ranging from 242 – 299, have been labelled.



5.21 There were 55 priority areas largely located in the east of the borough. Northumberland Park and Tottenham Hale contained the highest number of priority areas with 12 and 7 respectively. Noel Park ward was particularly significant as it contains three out of the top ten most vulnerable areas as well as being the only ward to have a crime rate greater than double the borough average. It is important to note that both Noel Park and Tottenham Hale contain major shopping centres and busy transport interchanges with the highest volumes of LBH stock in the borough (31.2% of the total). Many of the high scoring areas identified also experience high numbers of disorder emergency calls, further implying that these areas are particularly vulnerable with issues beyond the indices measured in the VLI (No data sourced from disorder databases was included in the VLI indices).

5.22 Other risk factors

Unemployment is a significant risk factor for criminality. For context, approximately 9% of Haringey's population is unemployed⁸ (compared to 7.3% in London and 5.2% nationwide). However, 56.7% of accused had their occupation recorded as unemployed. Acquisitive crimes tend to have a particularly high proportion of unemployed accused as does drug trafficking. The concentration of problem drug users broadly mirrors the levels of crime, disorder and deprivation. Approximately three quarters of drug users who were in drug treatment in 2009-10 reside in the N17, N15 and N22 postcodes.

⁸ http://www.haringey.gov.uk/chapter_5_work_and_economic_activity.pdf

5.23 Mental health

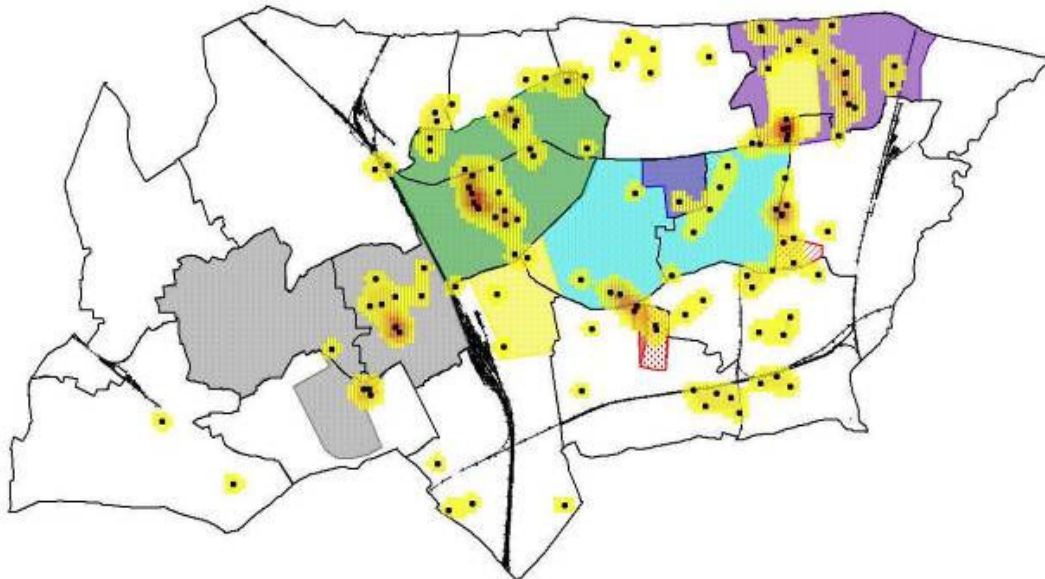
There is a considerable link between mental health and victimisation. According to a UK wide 2007 Mind report⁹:

- 71% of people with mental health issues had been victimised in the previous 2 years
- Nearly 90 per cent living in local authority housing had been victimised.
- 41 per cent of respondents were the victims of ongoing bullying.
- 34 per cent had been the victim of theft of their money or valuables, from their person or from their bank account.
- 27 per cent had been sexually harassed and 10 per cent had been sexually assaulted.
- 22 per cent had been physically assaulted

5.24 **Specific issues**

Gang crime

High levels of Acquisitive crime are not unusual in boroughs containing busy town/shopping centres such as Wood Green and Tottenham High Road. Haringey, however, also has a protracted history of street gang activity which is the main driver for the increase in most serious violence, serious youth violence and gun crime in the borough in 2009/10. The three main gang areas historically across Haringey have been Tottenham, Wood Green and Hornsey. Over time the gangs in these areas have broken up into multiple street gangs usually based around particular estates.



The map above outlines gang territories in Haringey overlaid with gang crime hotspots. Almost half of all these offences occurred on the street with priority hotspots seen in Wood Green and Northumberland Park, illustrating feuds between two of the most problematic gangs in these areas.

5.25 Gang membership demographics show that victims and accused of gang crime are overwhelmingly likely to be young. Young victims of gang crime are disproportionately likely to be victims of violent crime (assaults and robberies), with older victims more likely to be victims of property crime or criminal damage. Overall, 60% of gang crime victims and 25%

⁹ Mind (2007), Another Assault

of gang crime offenders were youths (note that accused data is only available for 16 gang flagged incidents, making gang accused analysis less statistically reliable).

5.26 Most Serious Violence (MSV)

There were 476 incidents flagged as MSV in Haringey in 2009/10, an increase of 14.7% on the 415 incidents recorded the previous year. MSV is mainly Grievous Bodily Harm (GBH) with intent (57%) and GBH with wounding (26%). MSV hotspots are focused in similar areas as gang related crime. Northumberland Park is especially affected by violent crime in general, including gun and knife enabled crime.

5.27 Repeat offending

Reoffending constitutes a significant proportion of overall recorded crime and there are considerable barriers to the successful resettlement of former offenders in London. This remains a priority nationally and locally and Haringey has produced an aligned strategy (see Reducing Reoffending Strategy at appendix 2 for full data and delivery plan).

5.29 Public perception

The Residents Survey 2009/10 shows that crime remains a key priority for our residents, and is consistently listed as residents' top concern (35% in 2009/10). This is 6% lower than for London and is the third consecutive year there has been a reduction in Haringey.

We also know that residents appear to feel safer than in previous years. In 2009/10 85% of residents felt very safe or fairly safe outside during the day; up 9% from last year. Night time safety perceptions have increased significantly by 10% since 2008/09, with 53% now feeling very safe or fairly safe. The number of respondents feeling either very unsafe or fairly unsafe has fallen year-on-year from 39% in 2007/08 to 31% in 2009/10. Resident's fear of crime still corresponds with actual high crime neighborhoods.

The 2009/10 Young Peoples Survey shows that crime also remains young people's top concern although the level of concern has reduced significantly from 56% in 2008/09 to 41% this year. This is 2% less than the London value of 43%. However, concern among young people about bad behaviour has increased notably from 27% in 2008/09 to 40% this year making it the second highest area of concern behind crime.

6. Strategic priorities and objectives

6.1 Strategic priorities

The following priorities and objectives have been agreed by Community Safety partners in Haringey:

1. Improve partnership governance and information sharing
2. Improve service delivery and public confidence (through engagement and data)
3. Deliver coordinated prevention and operational activity

6.2 Key objectives

1. Reduce serious violent crime (youths and adults)
2. Reduce violence against women (including domestic violence)
3. Reduce all property crime
4. Reduce repeat offending (Crime and ASB)
5. Provide an effective response to anti-social behaviour (ASB)
6. Increase public engagement, confidence and satisfaction
7. Prepare for emergencies and major events (inc. Olympics 2012)

6.3 Annual delivery plan

The plan for 2011-12 is attached at appendix 1. It is designed to address the gaps in current delivery and to focus on how the partnership can collectively achieve the stated objectives. Each area of activity is cross-referenced against the objectives listed above and set under the relevant strategic priority.

6.4 Principles / Approach

The partnership aspires to a set of guiding principles to improve the chances of success. These are to:

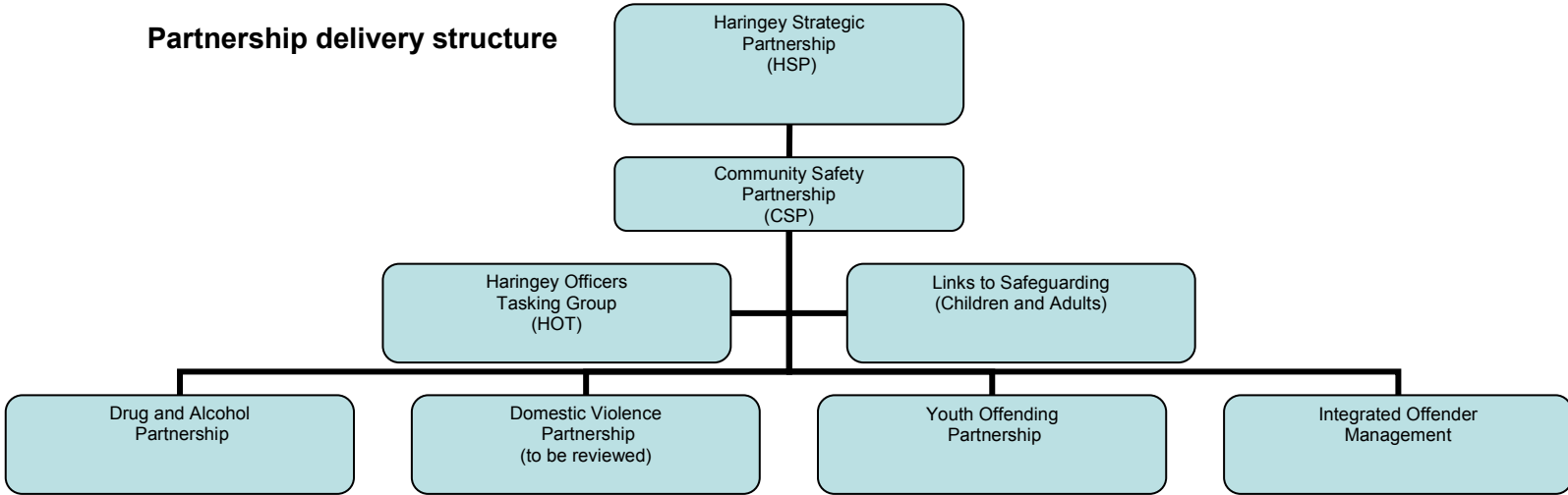
- Balance risk and harm
- Respond to known risk factors
- Seek long-term solutions to areas of multiple deprivation (with the HSP)
- Maximise resources (co-locating, reducing duplication and pooling budgets where possible)
- Share information effectively as a default principle
- Build on proven interventions
- Facilitate effective community input and capacity
- Integrate approaches to enforcement/front-line services
- Integrate offender management
- Monitor robustly, evaluating progress and applying good practice

7. Monitoring and delivery

- 7.1 The delivery of all agreed actions will be monitored through specialised partnership boards accountable to the Haringey Community Safety Partnership. The structure has been streamlined as below. This may be subject to further review as time goes on.
- 7.2 Where there are priorities without a formal board structure (e.g. ASB, non-domestic violence, property crime, gang-related work), a lead officer will pull together meetings and activity as required and report back to the main board. It is expected that board meetings will focus on understanding what is working and will have the flexibility to adjust actions and resources on a problem-solving basis.

Please note that the following structure is subject to change, pending the outcome of the current governance review of partnerships

Partnership delivery structure



8. Partnership resources

- 8.1 Mainstream resources and ad hoc project funds make up the bulk of finances. Volunteers have also been engaged to support case work, where relevant. A Community Safety Fund is allocated via the Mayor for London’s Office. This totalled £416,000 in 2011/12 and is due to reduce by 50% in 2012/13.
- 8.2 The partnership will be further assessing the contribution of a range of resources over the coming years.

9. Summary of key indicators

No	Indicator
1	Number of violent crimes (police records)
2	Rates of violent crime inc. sexual violence
3	Sanctioned detections for rape (central MPS lead)
4	Number of property crimes
5	Number of ASB incidents
6	Percentage of people believing that the Police and Council are dealing with crime and ASB (NI 21)
7	Percentage of victims satisfied with overall service provided by police by a) white users and b) BME users
8	Percentage change in people killed or seriously injured in road traffic collisions
9	First-time entrants to the Youth Justice System
10	Reduction in rate of youth re-offending
11	Reduction in proven adult re-offending
12	Reduction in use of custody for youths
13	Numbers accessing Hearthstone (DV) facility
14	Incidents of domestic abuse
15	Repeat victims of domestic violence
16	Numbers leaving drug treatment free of dependence
17	Rate of hospital admissions per 100,000 for alcohol-related crime
18	Reduce fires in the home
19	Reduce fires in non-domestic buildings
20	Reduce deaths from fire by at least one death a year
21	Number of home fire safety visits (including partners), targeting those most at risk by 2013
22	Reduce fires of rubbish (with deliberate or unknown motive)

Appendices:

- 1: Delivery Plan 20011-12
- 2: Reducing Reoffending Strategy
- 3: Youth Justice Plan

Key actions	SMART target	By when	Responsibility of:	Progress
Priority 1: Improve partnership governance and information sharing				
Maintain effective links and influence with London decision makers (Objectives: All)				
1.1 Deliver at least one flagship project in Haringey in collaboration with the GLA/MPA	Project and targets agreed	July 11	Neighbourhood Services, Frontline Service (FLS)	
	Project delivered	March 12	As above	
1.2 Strengthen influence with key community safety players in London	Working relations established and upheld with GLA/MPA team and future MOPC	Quarterly	As above	
Strengthen participation across roles and disciplines (Objectives: All)				
1.3 Strengthen contribution to community safety across Council services (inc join up around health/crime determinants)	Agreement by Council's Executive Board (ref. s17 Crime & Disorder Act 1998)	Dec 11	Director Place and Sustainability	
1.4 Lobby HSP for co-ordinated response to top crime locations (i.e. areas of multiple deprivation)	Paper submitted to board	July 11	Head of Policy, Council Strategy Unit and Asst. Chief Executive	
Improve information sharing and				

Key actions	SMART target	By when	Responsibility of:	Progress
<p>partnership delivery with mental health services (Objectives: 1,2,4,5)</p> <p>1.5 Strategic link and responsibility established between CSP and Mental Health PS Board</p> <p>1.6 Improve information on mental health issues in ASB court cases</p> <p>1.7 Divert/support arrestees with mental health problems</p> <p>1.8 Improve understanding of services and support at the operational level</p>	<p>Senior attendance at board levels agreed</p> <p>Formal agreement on timely provision of assessments</p> <p>Continue forensic nurse assessments in custody suites</p> <p>Training completed for multi-agency operational staff</p>	<p>June 11</p> <p>Sept 11</p> <p>TBA</p> <p>Oct 11</p>	<p>Asst Director (Adult Services); Directors of Public Health</p> <p>As above</p> <p>As above</p> <p>As above</p>	
<p>Integrate services to reduce adult re-offending (Objectives: 1,2,3,4)</p> <p>1.9 Deliver Reducing Re-offending Strategy</p> <p>1.10 Agree and lead an Integrated Offender Mmt. Model for the borough</p> <p>1.11 Co-ordinate delivery around diverse offender groups</p>	<p>Approved by SCEB Board</p> <p>Annual plan delivered Monitored quarterly Scope agreed</p> <p>Model in place</p> <p>Map services, needs and responses to 9 pathways</p>	<p>May 11</p> <p>March 12</p> <p>June 11</p> <p>Sept 11</p> <p>Sept 11</p>	<p>Asst. Chief Officer, Probation with support from Offender Management Board</p> <p>As above</p> <p>As above</p> <p>As above</p> <p>As above</p>	

Key actions	SMART target	By when	Responsibility of:	Progress
	Agree priority investment	Dec 11	As above	
Mainstream domestic violence work into safeguarding agendas (Objective 2)				
1.12 Improve strategic planning around impact on children (and families)	Annual joint conference held	Nov 11	Policy, Equalities and Partnerships	
1.13 Improve planning with adults' safeguarding	tba		As above	
Maintain effective information sharing protocols (Objective: All)				
	Main ISP reviewed	Dec 11	Neighbourhood Services	
	Further protocols agreed, if needed	March 12	As above	
1.14 Improve safe housing options for those at risk (esp. gang-related members)	Safe and Secure Protocol agreed	Oct 11	Housing Support and Options, LBH	
Objective 2: Improve service delivery and public confidence (through engagement and data)				
Improve partnership data products				
2.1 Produce annual strategic assessment to reflect Victim /Offender/Location/Time Model (Objectives: 1-7)	Draft	Oct 11	Neighbourhood Service, FLS with Strategy Unit	
	Public consultation New priorities agreed	Nov 11 Jan 12	As above	

Key actions	SMART target	By when	Responsibility of:	Progress
2.2 Improve data collection on violent crime inc domestic violence (<i>Objectives: 1,2</i>)	Process agreed with key hospitals	July 11	Asst Director, Public Health	
2.3 Identify funding gaps and prepare data for bids	Data available	July 11	Neighbourhood Service, FLS with Strategy Unit	
Improve communication with residents and delivery of local priorities (<i>Objectives: 5,6</i>)				
2.4 Develop and deliver Neighbourhood Action Plans to reflect local priorities	Approach agreed	May 11	Neighbourhood Service, FLS and Supt. Ops	
	Data collation	June – Sept 11	As above	
	Consultation Plans agreed	Oct/Nov Dec 11	As above As above	
2.5 Increase confidence in how police and Council deal with crime and ASB locally (Residents' Survey/RS)	ASB Summit Action Plan delivered	March 12	Director, Homes for Haringey	
	ASBAT PIs delivered	March 12 March 12	ASBAT, FLS Neighbourhood Services	
	Over 56% confidence return from RS			
2.6 Strengthen link with CPCG (Community Police Consultative Group)	Co-location with FLS	June 11	As above	
	Key projects delivered (JusNorth / HYPE)	March 12	CPCG	
Deliver a victim-centred approach				

Key actions	SMART target	By when	Responsibility of:	Progress
(Objectives: 2,4,6, 7)				
2.7 Increase reporting of hate crimes esp. disability linked	Baseline agreed	March 12	Adults, Community and Cultural Services	
2.8 Reduce repeat victimisation of harassment/hate crime	Baseline agreed	July 11	As above	
2.9 Access funding to support young victims and court users	Submit 2 bids with Victim Support	March 12	Neighbourhood Services with Victim Support	
2.10 Strengthen support to victims of sexual violence	Deliver specialist rape counselling (18 hrs per week)	March 12	DV Co-ordinator	
	Increase sanctioned detections for rape by 4%	March 12	Central MET liaising with Chief Insp. Partnerships	
2.11 Increase reporting, access and support for victims of DV and gender-based crimes	All key actions in D&GBV strategy delivered. Monitored quarterly		DV Co-ordinator and DV Partnership Board	
Priority 3: Deliver co-ordinated prevention and operational activity				
Improve joint tasking (Objectives: 3,5,6,7)				
3.1 Improve outputs from the Haringey Officers Tasking Group (HOT)	Response in place to 'Rebalancing of the Licensing Act'	Sept 11	Neighbourhood Services	
3.2 Improve joint working between police and ASBAT inc optimal use of new tools	Function of the HOT reviewed inc ASB	June 11	Supt Ops and Asst Director FLS	

Key actions	SMART target	By when	Responsibility of:	Progress
and powers 3.4 Respond to Vulnerable Localities Index data	Reduce property crime by 1%	March 12	ASBAT/FLS and Supt Ops	
	Working protocol signed	June 11	Supt Ops and FLS	
	Reduce property crime by 1%	March 12	Supt Ops and FLS	
	Reduce violent crime by 2%	March 12	Supt Ops and FLS	
	Police baseline agreed	March 12	Neighbourhood Service, FLS and Supt Ops	
	Confidence improved by over 56% (re NI21)	March 12		
Reduce gang-related crime (Objectives: 1 and 4) 3.5 Deliver Operation CONNECT in the borough	Plan agreed Agreed outcomes delivered	June 12 March 12	Neighbourhood Service, FLS with MPS	
	Reduction in serious violence of 2%	March 12	As above	
3.6 Maintain an effective Gang Action Group (13-24 yrs)	No. removed from list (performance maintained)	March 12	As above	
Reduce youth-related crime (Objectives: 1,2,3,4,5) 3.7 Deliver annual Youth Justice Plan 11-12	Number of first time entrants reduced	March 12	Youth Offending PS Board; YOS Strategic Manager	
	Youth reoffending reduced	March 12	As above	

Key actions	SMART target	By when	Responsibility of:	Progress
3.8 Co-ordinate prevention activity and target at those most at risk	Use of custody reduced	March 12	As above	
	Early Intervention and Prevention Strategy delivered	March 12	Asst Director Youth, Participation and Community	
Reduce the harm caused by drugs and alcohol (Objectives 1-4,6,7)				
3.8 Increase recovery from drug dependency	Increase numbers successfully completing drug treatment	March 12	DAAT PS Board; Public Health	
3.9 Reduce demand	Community recovery model agreed	Oct 11	As above	
3.10 Disrupt/restrict supply	Young People's Substance Misuse Plan delivered	March 12	Head of Service CYPS (commissioning and placements)	
3.11 Deliver Alcohol Action Plan	All actions on target. Report to CSP twice yearly	Oct 11 April 12	DAAT PS Board; Public Health	
Reduce fire-related incidents (Objectives 5,8)				
3.12 Deliver Haringey Borough Commander's Plan 2010-13	Reach annual target for 7 numerical indicators re. deliberate and accidental fires (home, commercial and rubbish), deaths, false alarms, operational incidents and prevention activities (1,562 home fire safety	March 12	Borough Commander, London Fire Brigade	

Key actions	SMART target	By when	Responsibility of:	Progress
	visits			
Prepare for – and <i>respond</i> to - emergencies and major events (inc Olympics 2012) (Objective: 8)				
3.13 Put in place and test arrangements required to respond to the London Olympic Resilience Planning Assumptions	Arrangements tested	March 12	Haringey Emergency Planning Partnership Board	
	Local Olympic Action Plan delivered	March 12	Olympic Steering Committee (Dir Place & Sustainability and all partners)	
3.14 Olympic and Paralympic Safety and Security Programme in place	Green status	March 12	MPS Supt. Ops	
3.15 MPS CONTEST plan in place locally	Green status on partnership elements of CONTEST strategy	March 12	MPS Supt. Ops	
3.16 Improve road safety	Reduce number of people killed or seriously injured in road traffic collisions by 2%	March 12	Central MET in partnership with Frontline Services and SNTs	

This page is intentionally left blank

London Borough of Haringey Adult Reducing Reoffending Strategy 2011/14



**An Annex of the
Haringey Community Safety Strategy 2011/14**

LOGOS TO BE ADDED

CONTENTS

1. Introduction	3
1.1. What is the purpose of this strategy?	3
1.2. What are the governance arrangements?	3
1.3. What is the scope of the strategy?	4
1.4. What is the context for this strategy?	4
1.5. Who has been involved in developing this strategy?	4
1.6. Definition of key terms	5
2. Why is reducing reoffending a priority for Haringey?	5
2.1. The economic and social costs of reoffending for Haringey	5
2.2. National, local drivers and other drivers for reducing reoffending	7
2.3. Haringey offender population and needs profile: the headlines	9
3. Integrated Offender Management (IOM)	13
3.1. What is IOM?	13
3.2. What are the benefits of the IOM model?	14
3.3. Developing an IOM approach for Haringey	14
4. What are we going to do to reduce reoffending in Haringey?	14
4.1. Our approach	14
4.2. Our Vision	16
4.3. Our Strategic Objectives	16
5. The Draft HARRS Delivery Plan 2011/12	17
6. The HARRS Delivery Plan 2012/13 (tbc March 2012)	
7. The HARRS Delivery Plan 2012/13 (tbc March 2013)	

1. Introduction

1.1. What is the purpose of this strategy?

- 1.1.1. There is a duty on Community Safety Partnership's (CSP) to formulate and implement a strategy to reduce reoffending by adult and young offenders under *Section 108* of the *Policing and Crime Act 2009*, which came into effect on 1 April 2010. Underpinning this new requirement is, *Section 17* of the *Crime and Disorder Act 1998*; which extended the duties on certain authorities to include reducing reoffending. Responsible authorities under the Crime and Disorder Act are defined as; the police, police authorities, local authorities, fire & rescue, health and probation.
- 1.1.2. Reducing reoffending should not be regarded as solely the responsibility of the police, local authority and probation¹. Reducing reoffending is part of the core business of all CSP partners and many non-CSP partners. Tackling reoffending effectively, requires a commitment to service change and improvement across the partnership.
- 1.1.3. The Haringey Adult Reducing Reoffending Strategy (HARRS) is both a standalone strategy and an Annex of the *Haringey CSP Strategy 2011/14*.
- 1.1.4. The HARRS will focus on reducing reoffending by adults aged eighteen and over but will work closely with the Haringey Youth Offending Service (YOS).
- 1.1.5. The HARRS aims to support the ongoing development of a cohesive, strategic and holistic approach to end-to-end offender management in Haringey which encompasses all of the Reducing Reoffending Pathways (for details of the pathways see page 7).

1.2. What are the governance arrangements?

- 1.2.1. As an Annex of the *Haringey CSP Strategy 2011/14* the governance arrangements are through the CSP.
- 1.2.2. Haringey CSP devolves responsibility for the development and implementation of the HARRS to the Haringey Offender Management Group (OMG). The OMG will ensure regular progress reports are presented to the CSP as required.
- 1.2.3. The membership of the OMG includes; probation, police, the local authority, the Crown Prosecution Service (CPS), the Drug and Alcohol Action Team (DAAT), the Youth Offending Service (YOS), the Drug Interventions Programme (DIP) and partners from the Voluntary and Community Sector (VCS). The OMG is currently chaired by London Probation Trust.

¹ Reducing Reoffending, Cutting Crime, Changing Lives (Home Office/MOJ) March 2010
<http://tna.europarchive.org/20100413151441/http://www.crimeeducation.homeoffice.gov.uk/community-safetly-guidance.pdf>

1.3. What is the scope of the strategy?

- 1.3.1. The HARRS focuses on adult offenders who are already involved with the criminal justice system or those who have a history of offending and are currently deemed to be 'at risk' of reoffending.
- 1.3.2. This includes offenders across all cohorts irrespective of sentence length, or current criminal justice status. It includes offenders located in the borough as well as those in custody or placed temporarily outside of the borough.
- 1.3.3. It does not address those interventions designed to prevent entry into the criminal justice system in the first place. Interventions of this kind play an extremely important role in reducing crime and diverting vulnerable people away from offending behaviour but are not the focus of this strategy.

1.4. What is the context for this strategy?

- 1.4.1. The HARRS has been written at a time of considerable change and flux. For this reason the main body of the HARRS is high level to allow room for the flexibility to accommodate fundamental policy changes that may occur over the next three years. It is the annual *HARRS Delivery Plan* which will contain the details of **how** the overarching objectives will be achieved. In the first year the focus will be on understanding the current situation through mapping, assessment and analysis in order to help strengthen partnership working and identify locally agreed priorities.
- 1.4.2. The HARRS has been informed and shaped by a wide range of local and national strategy, policy, guidance and good practice. The first year of the strategy is likely to see further direction; albeit within the context of localism and therefore more likely to be 'narrative' or examples of good practice as opposed to guidance or direction.
- 1.4.3. We await the evaluation and learning from various national pilots including the Integrated Offender Management (IOM) pioneer areas. We also await the outcome of the government's consultation on sentencing and rehabilitation², the publication of the National Crime Strategy (due in spring 2011) and the Police Reform and Social Responsibility Act (which will provide the statutory framework for the new Police and Crime Commissioners due to take up their posts in 2012).

1.5. Who has been involved in developing the strategy?

The development of the HARRS has involved wide consultation and liaison with stakeholders including (this list is not exhaustive);

- Haringey Community Safety Team
- Haringey Drug and Alcohol Action Team (DAAT)
- Haringey Youth Offending Service (YOS)
- The Metropolitan Police: Haringey BCU
- London Probation Trust
- Voluntary and Community Sector (VCS) partners.

² <http://www.justice.gov.uk/consultations/breaking-cycle-071210.htm>

1.6. Definition of key terms

- 1.6.1. The term '**offender**' is used to describe an adult (aged eighteen plus) who is in contact with the criminal justice system, either in custody or in the community, or is at risk of reoffending. The term includes people held on remand in custody who are not yet convicted – although we recognise that they may not be found guilty of a crime, they are still affected by incarceration – or are on remand awaiting sentencing. Once an individual has completed their licence or sentence, they are still considered to be at risk of reoffending for up to two years, so the term offender is still applied.
- 1.6.2. Where we refer to '**offender services**' or '**services for offenders**'. These are services that have either a direct or indirect impact on the likelihood of an individual reoffending, and operate both within and outside of the criminal justice system
- 1.6.3. The abbreviation **VCS** (Voluntary and Community Sector) has been used as shorthand to include all Third Sector, Civil Society organisations, charities, Trusts, Social Enterprises and other voluntary sector partners.
- 1.6.4. The Haringey Adult Reducing Reoffending Strategy has been abbreviated to **HARRS** for brevity so as to differentiate it from the overarching CSP Strategy which it is an Annex of.

2. Why is reducing reoffending a priority for Haringey?

2.1. The economic and social costs of reoffending in Haringey

- 2.1.1. The cost of reoffending in Haringey in 2007/8 was £39,715,658³; an average of £176.28 per Haringey resident per year. Of this an estimated forty-six percent (£18,113,247) relates to violence against the person. Whilst this is only an estimate it does provide an indication of the cost of reoffending in Haringey.
- 2.1.2. This figure does not include the wider costs of reoffending on the borough such as those met by; health, housing, Adult Services or the loss of earnings experienced by victims of crime.
- 2.1.3. The estimated cost of keeping an individual in custody fluctuates between £27,000⁴ and £45,000 depending upon who estimates it and what they include. The most commonly quoted figure is £45,000 per year which in 2008/9 was the cost of a prison place (not including health or education)⁵.
- 2.1.4. The National Audit Office estimates that reoffending by people released from short-term prison sentences (less than twelve months) costs the tax payer between £7– £10 billion per year⁶. It has also been estimated that an ex-prisoner who reoffends is likely to be responsible for an average of £65,000⁷ in crime and associated criminal justice costs.

³ Home Office estimates based on 2007/8 data

⁴ NOMS Annual Report (2008/9): management information addendum (p68)

⁵ <http://www.justice.gov.uk/publications/docs/noms-annual-report-0809-stats-addendum.pdf>

⁶ <http://www.publications.parliament.uk/pa/cm200910/cmhansrd/chan49.pdf>

⁷ http://www.nao.org.uk/publications/0910/short_custodial_sentences.aspx

⁷ Reducing Re-offending of Ex-prisoners, Social Inclusion Unit Report, Cabinet Office, July 2002

- 2.1.5. Haringey already invests a significant amount of resources in services and interventions to reduce crime therefore in this current climate it is essential that these resources are used more efficiently. The underpinning tenet of the HARRS is 'delivering core business differently' in order to achieve greater efficiencies for reinvestment and more effective sustainable outcomes.
- 2.1.6. It should be noted that in addition to the economic costs of reoffending the social costs also need to be emphasised. Reoffending affects families and communities and by reducing it we can help to increase community cohesion and improve the quality of family life. The fear of crime, whether real or perceived, can also have a very serious impact upon people and communities. Reducing reoffending and the visibility of crime can help to build stronger safer communities and increase public confidence in the criminal justice system. Forty-three percent of Haringey DIP clients have children, and twenty-five percent stated that their children lived with them⁸; many of whom are likely to be repeat offenders.
- 2.1.7. The reoffending rate for adults in the UK varies depending upon the criteria used to assess it. The Ministry of Justice (MOJ) looks at **reconviction** rates *within one year of release or commencement of a court order supervised by the probation service*; which by its very nature will produce an under estimate of reoffending as it includes only those offenders who have been reconvicted. The MOJ launched a consultation on proposed improvements to the *transparency and accessibility of data and information* in November 2010; one aspect of which was the measurement of reoffending. The government is now committed to developing a streamlined single framework which will focus on reoffending rates as opposed to the current reconviction rates. Whilst this new framework is being developed the MOJ has published; the *Compendium of Reoffending Statistics and Analysis (November 2010)*⁹. This report focuses on the data for the 2008 cohort and states a reconviction rate (referred to as *reoffending rate*) of **forty point one percent**¹⁰. This has been followed up with a second document; *Adult Reconvictions: results from the 2009 cohort (March 2011)*¹¹ which indicates a decrease in reoffending to **thirty-nine point three percent**¹². The report does however suggest caution when attempting to compare data with previous sets due to changes in criminal justice process and data collection. However the most commonly quoted reoffending rate for short-term prisoners is **sixty-one percent** which relates to the 2008 cohort¹³.
- 2.1.8. Offenders may not always be considered as a 'popular' group in terms of public perceptions and resource prioritisation; in fact the label can sometimes be quite unhelpful and disguise the real issues. People who offend are not a homogenous group they are individual members of our community, many of whom have experienced serious social exclusion and have multiple support needs. By addressing these needs in tandem with their offending behaviour it may be possible, not only to reduce reoffending, but to have a positive long-term impact upon offenders' families, their children, and the learned cycle of offending behaviour.

⁸ Haringey DAAT: DIP Attrition and Needs Analysis 2009/10

⁹ <http://www.justice.gov.uk/compendium-of-reoffending-statistics-and-analysis-exec-summary.pdf>

¹⁰ Ibid: p1

¹¹ <http://www.justice.gov.uk/publications/docs/adult-reoffending-statistics-09.pdf>

¹² Ibid: p8

¹³ <http://www.justice.gov.uk/compendium-of-reoffending-statistics-and-analysis-exec-summary.pdf>

- 2.1.9. A 2007 joint priority review on the children of offenders¹⁴ revealed that approximately 160,000 children have a parent in prison each year. The report found that these children are three times more likely to have mental health problems or to engage in antisocial behaviour than their peers and nearly two thirds of boys who have a parent in prison will go on to commit some kind of crime themselves.

2.2. National, local and other drivers for reduce reoffending

National Drivers

- 2.2.1. The Social Exclusion Unit's report; *Reducing Reoffending by Ex-prisoners (2002)* helped to kick-start the recent dialogue around reducing reoffending and led to the Home Office response; *Reducing Reoffending National Action Plan (2004)*. The National Action Plan introduced the original seven Reducing Reoffending Pathways (see below) and required all regions to develop their own Regional Reducing Reoffending Plan. This was led in London by GOL (Government Office for London) and London NOMS (National Offender Management Service). However, with the recent closure of the regional government offices and the reduction in NOMS Directors it means that this piece of work is no longer being driven at a regional level.

The original Reducing Reoffending Pathways:

1. Accommodation
2. Employment Training and Education
3. Health (including Mental Health)
4. Drugs and Alcohol
5. Finance, Debt and Benefit
6. Children and Families
7. Attitudes, Thinking and Behaviour

The two new Pathways:

8. Women who have experienced Domestic Violence
9. Women who have been involved in Prostitution

- 2.2.2. Other drivers have included NOMS target to reduce reoffending by ten percent by March 2011. Public Service Agreements such as PSA 16 and PSA 23. Various national indicators within Local Area Agreements such as NI16 and NI18. The current focus on localism means that areas will now be able to decide for themselves what their priorities are and how they wish to target their resources to meet these – albeit within an environment of significant financial cuts and spending limitations.
- 2.2.3. In December 2010, the government issued a number of consultation papers which provided a good indication of the direction of travel for the Coalition Government with regards to criminal justice. The consultation period for *Breaking the Cycle: effective punishment, rehabilitation and sentencing of offenders (Dec 2010)*¹⁵ closed on 4th March and we await their response due in May 2011. The consultation document focused on three key themes;

¹⁴ DCSF and MOJ 2007 Joint priority review on the children of offenders.

http://www.cabinetoffice.gov.uk/social_exclusion_task_force/families_at_risk/review_analysis.aspx

¹⁵ <http://www.justice.gov.uk/consultations/docs/breaking-the-cycle.pdf>

- Reviewing the sentencing framework
- A more effective response to rehabilitation
- Breaking the cycle of reoffending.

2.2.4. It placed weight on the Integrated Offender Management (IOM) model and proposed a new approach to delivering services for offenders' embracing the involvement of the VCS, private and public sectors. This approach includes increasing competition; decentralising control; enhancing transparency; strengthening accountability; and *Payment by Results*. Most importantly it focused on the role, involvement and accountability to the local community, through the election of local Police and Crime Commissioners and through improved feedback on the performance of local services. It is hoped that the Service User Council pilot being commissioned by London Probation Trust in 2011 may enable us to include service user involvement in the HARRS from 2012. We will also explore other methods for achieving this through liaison with VCS organisations which have developed a strong service user focus.

2.2.5. The cross-departmental national *Drugs Strategy; Reducing Demand, Restricting Supply, Building Recovery: supporting people to live a drug free life (2010)*¹⁶ also signals a shift of responsibility from the centre to local areas. The breadth of the strategy includes alcohol, prescription, over-the-counter drugs as well as illegal substances. The strategy has two key aims:

- Reduce illicit and other harmful drug use, and
- Increase the numbers recovering from dependence.

Recovery is at the heart of the strategy which is based on a 'whole systems approach' to delivery and an integrated holistic approach to commissioning. The HARRS fully supports and embraces these approaches.

Local Drivers

2.2.6. The key driver for the HARRS is that it is being developed at a challenging time as Haringey prepares itself to manage significant cuts to the public purse in wake of the *Corporate Spending Review 2010*. This means that the HARRS must be implementable within current resources, or better still be able to achieve efficiencies for reinvestment.

2.2.7. The HARRS has been written in advance of the *CSP Strategy 2011/14* being finalised therefore to ensure a good fit, there has been full consultation with the CSP during the development of the HARRS. Reducing reoffending will be one of the key objectives of the CSP Strategy and the HARRS will be its Delivery Plan.

2.2.8. The HARRS wishes to learn from, and build upon, the approaches and interventions that are already working well in the borough in order to increase the positive outcomes and overall efficiency of reducing reoffending initiatives in Haringey. For example the *Haringey Strategic Assessment (2010)*, highlights the significant reduction in recorded crime over the last seven years;

"This remarkable decrease in crime is partly due to a combination of effective prevention and diversion (inc. drug treatment), better problem-solving, smart use of a range of data and intelligence, robust case work, neighbourhood policing and a focus on the most vulnerable locations and people.

¹⁶ <http://www.homeoffice.gov.uk/publications/drugs/drug-strategy/drug-strategy-2010?view=Binary>

Other Drivers

- 2.2.9.** *Mental Health: The Bradley Report (2009)*¹⁷: This report highlights the high rate of prisoners with mental health needs and the inappropriateness of prison for people with mental ill health in cases where custody was not necessary for public protection. The report refocused discourse in this area and recommended diversion wherever possible. The government is currently exploring effective robust community based treatment options for offenders with mental health needs. It is therefore essential that the HARRS is informed by good practice through liaison and engagement with Haringey Mental Health Trust and VCS partners.
- 2.2.10.** *Women offenders: The Corston Report (2007)*. The last few years have seen significant movement in this area including the development of the *National Framework for Female Offenders*, the closure of women's Approved Premises in London, the addition of two new Reducing Reoffending Pathways for women (see page 7), and the piloting of the women's Diversion Projects; including the London Project delivered by Women in Prison. The catalyst for the long awaited acknowledgment that the criminal justice system is not meeting the needs of women was the publication of Baroness Corston's report; *A review of women with particular vulnerabilities in the criminal justice system*. The report made forty-three recommendations for change and led to the formation of the All Party Parliamentary Group on Women in the Penal System and the subsequent follow-up report; *The Second Report: women in the penal system*. The HARRS will therefore be mindful of the specific needs of women offenders and in be guided by the *NOMS London Strategy on Women Offenders 2010/13*.
- 2.2.11.** *Young offenders*: whilst this strategy focuses on adult offenders it is essential that it works closely with Haringey Youth Offending Service (YOS) to ensure an effective transition from youth services to adult services. The *Haringey Strategic Assessment (2010)* identified a jump in offending rates at eighteen. This is consistent with national trends and something which Haringey wish to explore and understand more fully by working closely with the YOS.
- 2.2.12.** *Diversity*: the needs of the BME communities in Haringey will be reflected throughout the HARRS, and the mapping of offender services and activity will help to highlight any specific gaps in this area which may require further exploration. Some partners have suggested that they are not seeing the range of referrals to community based interventions that they would expect to see in relation to the current ethnic make-up of the borough; this is something we will be mindful of when conducting our analysis.
- 2.2.13.** *Victims of crime*: are central to the HARRS and the reducing reoffending agenda. We recognise that many offenders are themselves also victims of crime and that by reducing reoffending we can help to reduce the number of people who become victims of crime.

2.3. Haringey's offender population and needs profile: the headlines

- 2.3.1.** One of the key strategic priorities of the HARRS in the coming year is to conduct a profile of offending needs and activity in the borough. In lieu of this we have produced some headline data to illustrate the offender profile in Haringey. These

¹⁷ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_098694

headlines are based on a number of data sources including the; *Police Detainees and Offenders in London 2009/10*, London Probation Trust commencement and OASys data, *DIP Attrition and Needs Analysis 2009/10*, the *YOS Active Snapshot (December 2010)* and the *Haringey Community Safety Strategic Needs Assessment 2010*.

2.3.2. It is not possible to cross compare the various data sets due to the way in which data has been collected and codified. For instance the London Probation Trust data set for April 2009 – March 2010, states there were 1838 new commencements during that period, where as the *Police and Detainee and Offenders in London* report states 1725 commencements. Therefore the following headlines are simply by way of an illustration of the current needs.

2.3.3. London Probation Trust

We have looked at three data sets relating to different periods in 2009/10 based on either caseload or OASys (Offender Assessment System) data. Please note that as the data relates to different catchments periods and sample sizes the following headlines are intended to provide an indication of needs and demography only.

April 2009 – March 2010

1838 new commencements of which there were:

- 1137 (62%) community orders
- 287 (16%) offenders released on licence
- 414 (22%) offenders who started a custodial sentence

Demography

82% male
 78% aged 18-39
 40% self defined as white
 37% self defined as black

Employment, Training & Education (ETE)

Of those who had an ETE support need on average:
 46% had a mild or severe learning difficulty
 64% had mental health support needs
 48% had a drug problem
 38% were aged 18-24

Domestic Violence

29% had committed a DV related offence or were a known perpetrator

Support Needs

Of those who had completed this section:
 84% had a problem with 'thinking & behaviour'
 62% had a problem with 'lifestyles & associates'

Accommodation

On average 25% had an accommodation problem and of this group around 67% had a mental health support needs, 44% drugs misuse and 36% alcohol misuse.

Offence Type

Theft and handling = 407 (22%)

Violence against the person = 395 (21%)

2.3.4. Profile Report on Police Detainee and Offenders in London 2009/10¹⁸

Commencements: 1725

1137 (66%) in the community
239 (14%) released from custody
349 (20%) in custody

Support Needs: 151 requirements

13 mental health requirements
55 alcohol requirements
83 Drug Rehabilitation Requirements (DRR)

For the following support needs the sample group comprised of 738 respondents;

Accommodation Status Prior to Custody

Hostel = 18 (2%) Permanent = 433 (59%) Temporary = 169 (23%) NFA = 84 (11%)
Traveller = 2 (0.3%) Rough Sleeper = 6 (0.8%) Unknown = 26 (4%)

“Did you have a job before prison?”

Yes	269 (36%)
No	370 (50%)
Unknown	99 (13%)

“Do you use drugs?”

Yes	169 (23%)
No	467 (63%)
Refused	51 (7%)
Unknown	51 (7%)

“Do you have any debts / fines outstanding?”

Yes = 104 (14%) No = 530 (72%) Refused = 53 (7%) Unknown = 51 (7%)

“What was your main source of income prior to custody?”

Benefits = 218 (29%) Crime = 36 (5%) Employment = 225 (30%) Family = 67 (9%)
Pension = 1 (0%) Savings = 17 (2%) Refused/Unknown = 113 (15%) Other = 61 (8%)

2.3.5. Haringey Strategic Assessment 2010

This report provides a detailed assessment of crime and disorder within the borough. It finds that recorded crime has fallen year-on-year by six percent and by thirty-four percent over the last seven years.

Key areas of concern:

- Young male adults
- Repeat offenders
- Male on female violence and sexual crimes
- The N15 High Road corridor from Seven Sisters to Northumberland Park is a long term hotspot for robbery and violence

¹⁸ <http://lcjb.cjsonline.gov.uk/London/1233.html>

Key findings of the Strategic Assessment include:

- A clear trend for offending by younger people with 37% of accused aged 18-24
- In 2009/10 there were 25,735 recorded offences in Haringey
- The most common types of crimes by volume are; violence against the person, motor vehicle crime, burglary and criminal damage. However these large volume crimes showed significant reductions year-on-year
- The crime types that showed increases were; theft offences (particularly shoplifting and pedal cycle thefts), sexual offences and serious violence.

Key reoffending assumptions:

- Women are less likely than men to reoffend; 15% of women were charged for a 3rd or more time, compared with 25% of men
- Unemployed offenders more likely to reoffend; 29% charged for the 3rd time or more
- Particular crime types featured a lot of reoffending; robbery (33% charged for the 3rd or more time) and burglary (32% charged for the 3rd or more time)
- Gang, gun and knife crime all had higher than average proportions of reoffending; gang crime (56%), gun crime (40%), knife crime (38%) and MSV [Most Serious Violence] (26%)
- Reoffending appears to increase with age, where as criminality reduces with age; this suggests that older offenders are more likely to be serial offenders
- Looking at reoffending by location, there are two trends. Wards which have the highest volume of reoffending tended to be in the east (Noel Park 18%, Northumberland Park 12% and Tottenham Green 9%). But a higher proportion of the crime that was committed in the west tended to be by repeat offending (Crouch End 30%, Highgate 27% and Muswell Hill 22%). The reasons for this are unclear.

2.3.6. Youth Offending Service: snapshot on 31st December 2010

<p>Statutory Caseload 244 A decrease for the 3rd year running</p>	<p>12 young people in custody At its lowest level</p>
<p>36% first sentence 3% sentenced 10 times +</p>	<p>Ethnicity</p> <p>An increase in young black people from 49% to 54%</p> <p>The greatest increase has been amongst Turkish/Kurdish young people – an increase from 42% to 57%</p> <p>Asian clients more than halved since the last snapshot</p>
<p>16 known languages spoken by YOS clients Although in reality this is likely to be much higher</p>	

Offence Types

Robbery 26% (highest)

Violence 21%

Theft & Handling 15%

Drugs 8%

Location (of offenders not offences)

39% live in N17 postcode and the highest concentration of offenders (over 36%) reside in Northumberland Park (55), White Hart Lane (47) and Bruce Grove (38) wards

Support Needs

- 22% not in school or any form of ETE
- 35% reside with both parents
- 38% live with a single parent
- 9% are 'looked after' children
- 7% were assessed as presenting a high level of risk

Demographics

71% male
37% aged 16/17
9% aged 10 or under

2.3.7. Summary of the Headline Data

People who reoffend are more likely to be male, unemployed and unless they 'grow out of crime' more likely to sustain repeat offending as they grown older. People who reoffend are likely to commit robbery, burglary, gang crime, gun crime, knife crime or MSV (Most Serious Violence). Mental health noticeably features as a co-related criminogenic support need insofar as over sixty percent of those who identified an ETE need also identified a mental health need, and nearly two thirds of those who had an accommodation need also identified a mental health need - this suggests that mental ill health is likely to increase the risk of reoffending. Nearly sixty percent of offenders were housed in permanent accommodation prior to being taken into custody and over a third were employed which may suggest that greater use of out-of-court disposals and community penalties, could help to reduce the risk of homelessness, unemployment and subsequent reoffending. What does seem to be emerging from this initial data is that repeat offenders are more likely to have experienced social exclusion and have multiple support needs suggesting the need for an integrated holistic 'whole system approach' to using the Reducing Reoffending Pathways framework.

3. Integrated Offender Management (IOM)**3.1. What is IOM?**

IOM provides areas with the opportunity to focus resources in a structured and coordinated way to address the reoffending of local priority groups. IOM provides the framework to deliver mainstream services differently to achieve improved outcomes in a more efficient way.

3.2. What are the benefits of the IOM model?

IOM is not a new model as it builds upon proven and effective models such as; PPO, DIP, YOS and MAPPA. The evidence suggests that when these multi-agency models work well they can achieve improved outcomes and greater efficiencies.

Home Office/MOJ guidance suggests that an IOM approach should focus on:

- Reducing crime
- Addressing potential overlaps
- Aligning services and improving partnerships
- Simplifying and strengthening governance.

3.3. Developing an IOM approach for Haringey

The principles of IOM are:

- All partners tackle offenders together
- Delivering a local response to local problems
- Offenders facing their responsibility or facing the consequences
- Making better use of existing programmes and governance
- All offenders at high risk of causing harm and/or reoffending are 'in scope'.

Guidance for developing an IOM suggests that ideally it will include:

- Focusing mainstream delivery on locally agreed priority 'groups'
- Clear roles and responsibilities for all partners
- Effective case management.

Exploring the options for developing an IOM approach in Haringey is one of the key strategic objectives of the HARRS and will be informed by national guidance and good practice.

The next steps for developing an IOM in Haringey are to:

- Complete a profile of offender needs and activity for Haringey
- Map services and pathways
- Identify gaps and overlaps
- Agree priority group(s)
- Develop a range of locally shaped IOM options informed by the above and agree a way forward. Options may be as simple as developing a framework to increase the effectiveness of partnership working or as ambitious as the development of a specific autonomous IOM team for the borough.

4. What are we going to do to reduce reoffending in Haringey?

4.1. Our approach

- 4.1.1.** Whilst the delivery of services and interventions to reduce reoffending is not new this is the first time that local partners have been brought together to specifically focus on this area of work. Successful delivery of reducing reoffending will only be achieved through effective partnership working.

- 4.1.2. A gap analysis will assist in establishing where current services could be improved, recommissioned, or remodelled in order to make the most effective contribution to reducing reoffending.
- 4.1.3. The National Support Framework document; *Reducing Reoffending, Cutting Crime, Changing Lives (2010)*, suggests that in relation to reducing reoffending that local CSPs should focus their activity at three levels:

Strategic planning to identify the profile of offender activity and needs in the area

Operational activity informed by information shared among partners, and based on a problem-solving approach to target and reduce reoffending and protect the public

Case management to assess individual offender need, to plan interventions based on this need and to coordinate access to these interventions

Stage 1: Strategic Planning

- 4.1.4. One of the strategic priorities in 2011/12 will be to develop a local offender profile and a shared understanding of offender needs and activity in Haringey.
- 4.1.5. The aim is then to develop a shared understanding of the extent to which reducing reoffending can be achieved through existing services by;
- Identifying the gaps and exploring ways in which these can be met
 - Identifying duplication and exploring ways in which services can work together in a more streamlined way
 - Achieving a shared agreement of local priorities in reducing reoffending.
- 4.1.6. To ensure that the HARRS is responsive to local needs we will explore ways to improve involvement of the VCS, the private sector, service users and the wider community in both strategic development and operational delivery wherever possible.

Stage 2: Operation Activities

- 4.1.7. This stage will be informed by *Stage 1*, insofar as the offender profile and services map will help to focus the strategic priorities for the HARRS Delivery Plan and shape the proposals for an IOM model in Haringey.
- 4.1.8. We acknowledge that the development of the HARRS provides an ideal opportunity to review all existing arrangements to ensure that key partners are taking the most appropriate role and are able to contribute their skills and expertise effectively.

Stage 3: Case Management

- 4.1.9. We believe that by mapping offender services and pathways we will be able to identify duplication and / or poor connectivity between services; providing opportunities to improve current provision, remodel, recommission and achieve efficiencies for reinvestment.

4.1.10. Where appropriate we will work with our neighbouring boroughs to consider cross-borough commissioning where the economy of scale is poor or where a cross-borough service could add value for another reason.

4.1.11. Good practice requires that the case management approach for all offenders (statutory and non-statutory) should ideally be based on the model of the 'single lead professional' or case manager to ensure that the offender's needs are met and risk is managed effectively. We will explore ways to improve the consistency of case management and support delivery for all offenders based on the single lead professional approach.

4.1.12. The mapping of offender needs and services will also help to identify how the MAPPA (Multi Agency Public Protection Arrangements) and MARAC (Multi Agency Risk Assessment Conference) link-in with the HARRS and the role they might play in an IOM approach.

4.2. Our Vision

Working together to deliver jointly agreed services and interventions to effectively reduce reoffending and support people to live healthy, fulfilling crime-free lives. To contribute and build upon the ongoing crime reduction and prevention work to make Haringey one of the safest London Boroughs in which to live, work and visit.

This is the guiding vision that drives the HARRS. To achieve this vision we need to understand the profile of offending in Haringey, the current map of offender services and interventions and how they meet the needs of the borough. Then from this informed position we can jointly agree the key priorities for reducing reoffending in Haringey.

4.3. Our Strategic Objectives

There are three overarching strategic objectives:

Objective 1	To work together in an innovative solution focused and holistic way to reduce reoffending
Objective 2	To develop and implement an Integrated Offender Management (IOM) model to focus mainstream delivery on locally agreed priority 'groups'
Objective 3	To build on success and implement change to ensure improved delivery of services and interventions to reduce reoffending

5. **DRAFT** Haringey Adult Reducing Reoffending Delivery Plan 2011/12

No	Strategic Objectives and Strategic Priorities	Requirement	Lead	Timescale	Comments
1	To work together in an innovative solution focused and holistic way to reduce reoffending				
1a	Using available data identify the current offender activity and needs in the borough	Report produced providing a summary and analysis of findings	AT*	By June	Data to be provided by OMG and other stakeholders
1b	Map current offender services and interventions; identifying gaps and duplication	Report produced presenting findings	AT*	By June	Data to be provided by OMG and other stakeholders
1c	OMG to identify and jointly agree the priorities for reducing reoffending	Informed by the offender profile, service mapping, stakeholder intelligence	OMG Chair	By Sept	
1d	Explore ways to achieve optimum involvement and engagement with all partners in reducing reoffending including the VCS, service users, health, courts, CPS, prisons and the private sector	1. Responsible Lead Officer to be identified 2. OMG agenda in June for discussion and action planning		June OMG	Ongoing task
1e	Review the membership of the OMG to ensure that there is effective representation from all partners	OMG agenda item to be scheduled	OMG Chair	By Sept	
1f	Ensure that the diverse needs of the borough (including women and young offenders) are appropriately reflected in the needs profile, service mapping and service development	1. To be included in the mapping exercise and report 2. Lead Officer to be identified as Diversity Champion	1. AT* 2. OMG	1. By June 2. By Sept	Data to be provided by OMG and other stakeholders
1g	Explore and develop robust and systematic processes for collecting, sharing and using data / information to support the delivery of this strategy	Identify Lead Officer or small working group		March 2012	
1h	Identify ways to improve corporate, stakeholder and senior management buy-in to reducing reoffending to ensure that it is prioritised in partners business plans and dovetails with key strategies	All OMG members to ensure that reducing reoffending is embedded in the strategies and activities of their agencies	All OMG members	Ongoing	

No	Strategic Objectives and Strategic Priorities	Requirement	Lead	Timescale	Comments
2	To develop and implement an Integrated Offender Management (IOM) model to focus mainstream delivery on locally agreed priority 'groups'				
2a	Using the offender profile and service mapping explore IOM options for Haringey in consultation with stakeholders	IOM scoping report	AT*	June	
2b	Agree a locally shaped IOM model and develop an implementation plan	Focused discussed informed by scoping report. Lead Officer to be identified to oversee implementation			
2c	Explore opportunities to optimise resources through pooling and joint-working, without the limitations of perceived roles, responsibilities or cohorts	Identify Lead Officer and or small working group			
2d	Develop an effective IOM information sharing protocol based on good practice	Review current arrangements and develop a draft protocol for consultation			
2e	Set and agree performance targets for the IOM and a mechanism for measurement	Agenda OMG discussion			
2f	Consider ways to optimise the use of IT, and based on good practice consider how this may be achieved through the development of shared systems (for case management, assessments etc)	Identify Lead Officer or small working group			
2g	Ensure engagement and involvement from all partners to reflect the full spectrum of the 'Reducing Reoffending Pathways' in the IOM	Lead Officer to be identified			

No	Strategic Objectives and Strategic Priorities	Action Required	Lead	Timescale	Comments
3	To build on success and implement change to ensure improved delivery of services and interventions to reduce reoffending				
3a	Based on the offender profile and mapping exercise consider how – apart from the IOM – offender services and interventions can be improved to achieve more effective outcomes and greater efficiencies	Focused discussion to be diarised on the OMG forward plan and informed by scoping report. Action Plan to be agreed (separate to IOM)			All plans must be mindful of procurement and contract frameworks and where possible a joint commissioning approach should be considered.
3b	Where required; remodel, reshape and recommitment offender services and interventions to create a more streamlined and responsive approach to reducing reoffending	Based on the IOM implementation plan and Action Plan for strategic priority 3a, agree an overall improvement plan			
3c	Develop a joint commissioning approach and / or joint commissioning strategy for both IOM and other offender services and interventions	Focused discussion to be diarised on the OMG forward plan			
3d	Conduct a strategic review of offender services and interventions to identify 'what works' in Haringey and explore ways in which this may be replicated or built upon	Focused discussion to be diarised on the OMG forward plan			
4	Other Actions				
4a	Review progress of HARRS Delivery Plan 2011/12 and agree strategic priorities for HARRS Delivery Plan 2012/13	OMG agenda 4 th quarter 2011/12	OMG	By March 2012	
4b	Take the necessary action to ensure that Haringey is well positioned and prepared to respond quickly to new funding and development opportunities that may arise	Identify a Lead Officer	All OMG members	Ongoing	

* External consultant Amanda Tooth
To be agreed or confirmed

This page is intentionally left blank

APPENDIX 3

HARINGEY ANNUAL YOUTH JUSTICE PLAN

2011 - 2012

Introduction

Youth Offending Services were set up in 2000 as a result of the Crime and Disorder Act 1998. This Act commits local authorities to address youth crime by the establishment of youth justice services. The act also defines statutory partners with the local authority as being the police, probation and health services. The work of the Youth Offending Services is overseen by the Youth Justice Board (YJB) whose primary purpose is 'to work to prevent offending and re-offending by children and young people under the age of 18, and to ensure that custody for them is safe, secure and addresses the causes of their offending behaviour'. It is expected that the Youth Justice Board will cease to function as a non-departmental public body and its functions will be transferred to the Ministry of Justice (MoJ), in 2012. The YJB will continue to carry out its functions while transitional arrangements are being worked through. It is expected that there will be a distinct focus on young people within the MoJ.

In April 2011, the Haringey Youth Offending Service (YOS) moved into the Children and Young People's Directorate, within the Prevention and Early Intervention service. The YOS had previously been within the Safer, Stronger Communities division for a number of years

The Youth Justice Annual Plan is aligned with the 'Children and Young People's Plan 2009-2020' and the Community Safety Partnership Strategy. The YOS also contributes to other strategies and plans and is represented on a wide range of local, regional and national bodies.

Due to reductions in various budgets and the ending of some grants in March 2011, with no alternative funding available, the Haringey Youth Offending Service has undergone a restructure in order to ensure it remains within budget. Effectively, the service has reduced by about a third and the new structure has been designed to have the least negative effect possible on services to young offenders and their families.

The YOS will now consist of four teams – Haringey Youth on Track (Youth Crime Prevention Team), two casework teams and a court and pre-sentence team. The prevention team works with those at risk of offending and runs the Triage scheme. Triage involves workers going in to police stations to interview and assess those arrested on low level offences and divert them from the criminal justice system. This work is essential to achieve the YJB indicator of reducing the number of first time entrants into the youth justice system. The YOS police officers continue to issue final warnings and reprimands, although the number of reprimands has decreased since the introduction of Triage.

The two casework teams supervise young people between the age of 10-18 years who are subject to court orders – either community orders or custodial sentences. The introduction of the Youth Rehabilitation Order (YRO) in November 2009 changed the sentencing framework for young people who can now be sentenced to a YRO with up to 18 requirements depending on individual risks and needs – in particular the risks of re-offending and serious harm to others.

The court and pre-sentence team carries out all work in court, including the preparation of pre-sentence reports to assist magistrates in sentencing young people. The team also carries out bail and remand work and work with victims, with a particular focus on encouraging the use of restorative justice.

Local volunteers are also recruited to sit on Referral Order Panels or to supervise young people on reparation projects. Volunteers are all trained and have been checked by the Criminal Records Bureau (CRB).

Performance

The Youth Justice Board expects to YOS to perform against three indicators:

- Reduction in the number of first time entrants to the Youth Justice System.
- Reduction in re-offending (exact re-offending measure currently being finalised).
- Reduction in the use of custody.

Performance for the first three quarters of 2010-11, as confirmed by the YJB is as follows:

NI 19 – **Rate of Proven Re-Offending** is 0.70. This rate relates to 132 young people who committed 92 re-offences. This data is only two quarters as data is reported one quarter retrospectively. This is likely to be the YOS's highest re-offending rate which is a matter for concern. One reason for this is the implementation of the Triage Programme which has almost entirely replaced the Reprimands in Haringey. Reprimands are tracked as part of the re-offending cohort whereas Triage clients are not. Subsequently, the cohort no longer has approximately sixty young people with an historically very low re-offending rate (approx 10%) from our cohort. Analysis also proved that this cohort had a high offending profile in comparison to previous years' cohorts.

NI 43 – **Custodial Sentences** is 8.0%. The indicator is to reduce the percent of custodial sentences out of all sentences issued to young people in court from last year. Our figure is slightly higher than the London average (7.2%) but lower??? than the family average (7.1% family which are YOTs similar in composition to Haringey). Last years output at this point was 6.9%. The increase is due to a rise in serious offences where custody appeared to be the only option.

NI 44 – **Ethnicity**. This is an annual indicator. The direction of travel monitored is for the offending profile to be the same as the general population of the Borough. Indications are that Haringey should meet this target in 2010/11.

NI 45 – **Education, Training & Employment** is 73.8%. The indicator is to increase the percent of young people in full-time education, training or employment by the conclusion of their intervention. Last years output was 73.1% so Haringey YOS is on course to meet this target. Factors which affect this are the high numbers of Roma young people in Haringey for whom it is difficult to find placements, the current recession which reduces the number of placements, gangs issues – young people cannot attend? certain areas, the high percentage of young people who are transient/moving home frequently.

NI 111 – **First Time Entrants** is -36.3%. The indicator is to reduce the number of young people entering the youth justice system year upon year. Haringey has reduced the numbers by 36.3% since last year and is therefore well on course to achieve as reduction. Haringey previously had the 31st highest numbers of first time entrants in London (from 32) but now has the 19th highest which clearly demonstrates the degree of improvement.

Although previous indicators have now been removed, the YOS will continue to analyse ethnicity – young black men continue to be over-represented nationally in the Criminal

Justice System and this is also the case in Haringey. The Haringey YOS continues to address this through quality assurance and monitoring procedures as well as the work of the Diversity Forum. A caseload snapshot is drawn up twice yearly to monitor trends and to allow the YOS to adjust services accordingly and ethnicity is a crucial factor. The local Youth Court receives regular reports in relation to performance.

A major offending risk factor for young people is not being in education, training and employment (ETE). Current data indicates that the percentage of those in ETE at the end of their orders for 2010/11 will be marginally below that of 2009/10. A possible causal factor for this could be that 2 Connexion workers who had previously been based in the YOS are now based elsewhere and the YOS has reduced from 2 to 1 ETE mentors. The YOS will continue to monitor ETE levels quarterly, but on active cases rather than at order end, as previously, to try to gain a more accurate picture.

The third area of work which will be monitored quarterly relates to children in care/leaving care, as some of the most vulnerable and/or challenging young people known to the YOS are also in the care system. YOS data will be analysed so that information can be shared between the two services and resources used to maximise effectiveness. Formal meetings between the YOS and CIC management teams will be set up and joint data meetings held to address and identify common issues.

Safeguarding will continue to be a priority for the YOS, with staff accessing relevant training, ensuring that referrals are made in a timely fashion and are followed up appropriately. This will include young people at risk of, or actual, involvement in serious youth violence and gangs who can be both victims and perpetrators.

Local Demographics

There are 53,700 children and young people aged 0-19 years who live in Haringey, representing 23.8% of the total population. The population is diverse and 40.7% of children and young people are from minority ethnic groups compared with 24% in the capital as a whole. The proportion of children and young people whose first language is not English is 53.2% in primary schools and 46% in secondary schools. Both the minority ethnic and the English as an additional language groups are growing in proportion. Some 30 nationalities are represented in schools in the borough and over 123 languages are spoken by children and young people. Haringey is the fifth most deprived borough in London, with 39.2% of children classified as living in poverty. The proportion of children and young people entitled to free school meals is 28.9% in primary schools, 31.5% in secondary schools and 41.1% in special school schools. Infant mortality and teenage pregnancy rates have been high, but are now reducing.

In December 2010, there were 303 children and young people subject to a child protection plan and 600 looked after children and young people in Haringey. This includes 40 unaccompanied asylum-seeking minors and 12 young people aged 16-17 who were presenting as homeless. The council and its partners support 402 care leavers. There are dedicated teams working with care leavers and children with disabilities. In December 2010, there were 1,296 children and young people with a Statement of Special Education Need.

Some key factors about the youth offending population in Haringey from the YOS caseload snapshot January 2011 are:

- 24% of the entire YOS caseload of 459 active programmes is supervised by the prevention team.
- The ethnicity of clients (by census category) is 54% black (an increase from 49% in June 2010). 35% white, 7% mixed, 2% Asian and 2% other.
- Robbery constitutes 25.7% of the main offences committed, 20.8% violence, 14.8% theft and handling and drugs 8.3%.
- The majority of the young offenders live in the East of the Borough, with 39% living in N17.
- 71% of the caseload is male and the figure of 29% female is at the highest level ever.
- 37% of the caseload is 16/17 years old.
- 9% of the caseload is children in care (48 young people).
- 78% are in full time education, training or employment.
- 35% reside with both parents; 33% with mother in a single parent household.

Resources

Some of the previous grants available to the YOS ended in March 2011 and there was no alternative funding available. The grants from the Home Office, Ministry Of Justice and Department for Education have all been reduced and are now allocated by the Youth Justice Board as a single Youth Justice Grant. This grant is no longer ring fenced, but the clear expectation is that it should be spent on Youth Justice Services. Haringey YOS receives core council funding and previously named area based grant funding from Haringey Local Authority. The Youth Justice Grant has been reduced by 22.78% for 2011/12. The YOS also receives funding from other services as well as 'in kind' funding via the provision or secondment/attachment of staff and provision of services. The breakdown of the budget/resources for 2011/12 is expected to be as follows:

Agency

Local Authority	£1710k
CYPS	£87k plus seconded education officer
Youth Justice Grant (indicative amount)	£825k
Probation	Seconded probation officer
Safer Communities Grant	£47.5k
Health	Seconded mental health worker and part-time school nurse
Police	1 acting police sergeant: 2 police constables

Commissioned services are kept to a minimum and awarded on a value for money basis. Haringey YOS previously operated as a consortium with Barnet and Enfield to commission Intensive Supervision and Surveillance (an intensive programme for young offenders at risk of going into custody). However, the loss of £22k to operate as a consortium has resulted in the service being brought in-house from April 2011. A contract has just been awarded for the Appropriate Adult Service – a statutory service providing trained adults to accompany young people arrested if parents are unable or unwilling to attend the police station.

A video-link is available with a number of custodial institutions and parents/carers are encouraged to use it to maintain links with young people in custody who may be placed

some distance from Haringey. An SMS texting service has proved successful in reminding young people of appointments and thus increasing compliance. 'Viewpoint' is used with young people to gain feedback on the service they have received. Unfortunately, IT issues have limited the use of this application.

The YOS successfully recruits local volunteers for Referral Order Panels and to assist with reparation. Ways of extending the use of trained volunteers will be investigated in 2011.

The YOS is registered as a tier 3 substance misuse provision and the two substance misuse workers complete SASSI assessments – substance abuse subtle screening inventory - on relevant young people, as well as facilitating cannabis and alcohol awareness sessions. The Blenheim Project has recently been awarded the contract for young people's substance misuse provision and will work closely with the YOS – they are likely to be based with the YOS later this year.

Structure and Governance

The delivery of services by the YOS is overseen by the YOS Partnership Board which meets quarterly. Performance data and analysis and relevant issues affecting the YOS and partners are presented at each Board meeting. The membership of the Board is as follows:

- Deputy Borough Commander – chair
- Head of Strategic Commissioning, CYP NHS Haringey – vice chair
- Policy Officer – Safer Communities
- YOS Strategic Manager
- Assistant Director – CYPS
- Assistant Director – CAMHS
- Chair of Haringey Youth Bench
- Youth Court Legal Advisor
- Senior Probation Officer – London Probation Service
- Borough Prosecutor – Crown Prosecution Service

The YOS Partnership Board consists of members of such seniority that decisions can be made in relation to the effective delivery of Youth Justice Service and the resourcing of such services.

Members of the YOS Partnership Board sit on various other Boards including the Children's Trust, Local Safeguarding Children Board, Borough Criminal Justice Group and Safer Communities Executive Board. The YOS Management Team is also members of various boards and committees. However, the move to the Children and Young People's Service and reduction in management capacity, means that links with other Boards, particularly the Children's Trust, and membership of committees will be reviewed and rationalised in 2011/2012.

Partnership Arrangements

Nationally, it has been acknowledged that the success of Youth Offending Services has been largely attributed to their multi-agency make up. Having a range of professionals and resources within the YOS affords young people easier access to services, allows better sharing of information and avoids duplication of work. The Probation Service, Police, CYPS and Primary Care Trust provide staff and/or funding in order to fulfil their statutory responsibilities under the Crime and Disorder Act 1998.

The police staff within the YOS undertake Final Warnings, deal with Reprimands, oversee the Triage Project and play a crucial role in the work with victims, encouraging them to become involved in restorative justice approaches. The inspector responsible for the YOS is also responsible for community engagement and mental health thereby providing additional links between agencies.

The YOS has an information exchange agreement with all secondary schools; there is a designated teacher in all secondary schools and Sixth Form College and the Education Officer represents the YOS at various meetings, such as the In Fair Access Panel. The YOS manager sits on the Pupil Support Centre's Steering Group.

The Primary Care Trust provides a part-time school nurse who undertakes health assessments, carries out work in relation to specific area of health, such as sexual health and attends the monthly health forum. The Child and Adolescent Mental Health Service (CAMHS) will be providing a mental health worker to assess emotional and mental health and refer on as necessary. Close links have been established with the Adolescent Outreach Team (AOT) and work is taking place to access speech, language and communication services. Training in this area of work with selected staff is taking place in 2011 with the Communication Trust.

The YOS continues to work closely with different sections of the Children and Young People's Service to ensure both youth justice and social care needs are met. Integration into CYPS will take place in 2011/12 and should allow more smooth and streamlined processes to be developed. The protocol between the YOS and CYPS sections is reviewed annually and clearly defines respective services responsibilities.

The local Youth Court is another key partner in the Youth Justice System. The Chair of the Youth Bench and the Youth Court Legal Advisor both sit on the YOS Partnership Board. Major changes will be taking place both locally and London wide in the Youth Courts in 2011/12 which will affect liaison with local magistrates. It is anticipated that Haringey Youth Court will move to Highbury Corner by the summer of 2012. Enfield, Camden and Islington Youth Courts will also sit there and the magistrates will work collectively rather than being attached to specific Boroughs. The local Youth Court Panel meetings attended by magistrates and YOS staff are now ending. It will be necessary to look at how the positive relationships can be maintained and information and data shared as these changes progress.

The YOS also has effective partnerships with voluntary organisations such as Catch 22 (appropriate adult providers) and Bernie Grants Art Centre (BGAC) where both project and reparation work is undertaken. It is hoped that, the YOS, in conjunction with BGAC can develop links with Dance United, a very successful voluntary organisation, which works with young offenders in neighbouring boroughs.

Risks to Future Delivery

For many years, the YOS has been over-relevant on short term grants, many of which ended in March 2011. This, coupled with severe cuts in both the Local Authority and Youth Justice Board Grants, have led to a complete restructure of the YOS with the loss of a number of posts. The statutory work of the YOS has been prioritised, but a smaller core prevention team has also been retained to continue to reduce the number of first time entrants coming into the criminal justice system.

As a result of this reduction in resources, it will be necessary for the YOS to prioritise its work, so that the focus is clearly on reducing offending and re-offending. Services provided will be continually reviewed to ascertain whether different ways of working would be more productive and efficient for young people and their families.

In 2011/12 the Youth Justice Board will be revising the formula used for funding YOS's as the current formula is considered to be out of date. This could result in further reductions in the Youth Justice Grant for Haringey in 2012/13. The concept of payment by results is also being investigated and, again, is likely to have financial implications for the YOS.

As stated earlier, the previous performance framework has been reduced to three indicators – reduction in the number of first time entrants, re-offending and the use of custody. From April 2011 it is envisaged that the first two indicators will be calculated using data from the Police National Computer (PNC). However, the YOS will continue to track these indicators as YOS information tends to be more up to date. We will also monitor data locally relating to ethnicity, ETE and children in care.

It is not yet known how the re-offending indicator will be calculated from April 2011. In recent years a cohort of young people who committed offences between January to March has been tracked by measuring the number of offences they go on to commit over the following year.

Haringey YOS will undergo a core case inspection (CCI) by HMI Probation in October 2011. There are concerns that the reduction in staff and resources and uncertainty/late notification with regard to funding have had a significant effect upon staff morale which, in turn, may affect performance. The CCI will be concentrating on safeguarding, likelihood of re-offending and risk of harm under three section headings – assessment and sentence planning, delivery and review of interventions and outcomes.

Developments for 2011/2012

Change of Directorate and Office move

Due to the dis-establishment of the local authority Safer, Stronger Communities service, the YOS moved into the Children and Young People's Directorate in the Prevention and Early Intervention section in April 2011. However, given the overlap with young people in care, closer links will be formally established with the children and families service as well.

In order to reduce office rental costs, the YOS will be moving from its current offices during the summer of 2011. It is expected that the staff will be based in the Civic Centre with young people being seen at the adjacent office, which will be converted for the YOS's needs.

Youth Justice Pathfinders Initiative

Haringey YOS had investigated the possibility of working in conjunction with Barnet, Enfield and Waltham Forest to submit an expression of interest for this pathfinder. However, this consortium was unable to meet the minimum requirement in relation to the numbers in custody. The purpose of the pathfinder is to reduce the number of young people in custody and is a pilot under the Government's payment by results initiative. Hackney has submitted a bid and Haringey is one of the Boroughs included in this consortium. This bid has been successful with an anticipated start date of 1st October 2011.

Pathfinder for Children and Young People point of arrest diversion – development phase. Haringey, in conjunction with partners from the Health Authority has submitted a joint expression of interest to receive funding to further develop the Triage scheme. Pathfinders would be expected to provide 'easy identification of mental health, learning, communication difficulties or other vulnerabilities affecting the physical and emotional well-being of under 18 year olds, and to support these young people into appropriate evidence based interventions at the earliest stage possible'. This bid has been successful and it is expected the service will be operational from mid-July.

Prospectus: Delivering intensive interventions for looked after children and those on the edge of care or custody and their families.

The Local Authority, including the YOS, will be submitting an expression of interest for funding for the above development in conjunction with other partners.

Staff Training

Haringey YOS has invested in the Jigsaw programme which involves case managers being trained using manuals provided by Jigsaw. The programme is a cognitive behavioural one, using motivational techniques, which encourages young people to take responsibility for decisions about their lives. Jigsaw is endorsed by the Youth Justice Board and can be adapted to individual needs, learning styles and circumstances.

Re-Structure

The new YOS structure should be in place by May 2011 and it is to be hoped that future funding will allow the YOS to continue in its reduced form in the following years. 2011-2012 will, therefore, be a period when the YOS settles into its new structure and office and assess its priorities, reviewing, adapting and developing its services accordingly. The core case inspection should give the YOS the opportunity to learn from the inspectors findings and develop practice further.

**Appendix 1
Proposed Structure chart**

**YOS Proposed Structure Chart
2011**

	1 Strategic Manager
	1 Support Officer
	2 Operational Managers
	1 Education Officer
	1 ETE Mentor
	1 P/T Nurse
	2 ISS Workers
	4 ISS Sessional workers
Finance and Performance Team	1 Finance and Performance Manager – under review 1 Finance Officer – YOS/SSC – under review 1 Office Manager 1 Data Analyst 1 P/T Data Officer 1 P/T Receptionist 3 Administrators
Casework 1 Team	1 Team Manager 2 Social Workers 1 P/T Social Worker 1 P/T Parenting Worker 2 Probation Officers 3 Support Workers
Casework 2 Team	1 Team Manager 5 Social Workers 1 P/T Social Worker 1 Support Worker 1 P/T Support Worker 1 Mental Health Social Worker
Pre-Sentence/Court Team	1 Team Manager 3 Social Workers 2 Substance Misuse Workers 2 Support Workers 1 Volunteer and Reparation Coordinator 3 Police Staff 1 Administrator
Prevention Team	1 Team Manager 1 Senior Outreach Worker 2 Triage Workers 6 Outreach Workers

TOTAL:

1 Strategic Manager 2 Operational Managers	4 Team Managers 10 Social Workers
---	--------------------------------------

<p>1 Support Officer 1 Education Officer 1 ETE Mentor 1 P/T Nurse 2 ISS Workers 4 ISS sessional workers 1 Finance and Performance Manager 1 Finance Officer 1 Officer Manager 1 Data Analyst 1 P/T Data Officer 1 P/T Receptionist 4 Administrators</p>	<p>2 P/T Social Workers 1 P/T Parenting Worker 2 Probation Officers 6 Support Workers 1 part time Support Worker 1 Mental Health Social Worker 1 Volunteer and Reparation Coordinator 3 Police Staff 1 Senior Outreach Worker 2 Triage Workers 6 Outreach Workers</p>
---	---

Appendix 2

Glossary

AOT	Adolescent Outreach Team
BGAC	Bernie Grants Art Centre
CAMHS	Child and Adolescent Mental Health Service
CCI	Core Case Inspection
CRB	Criminal Records Bureau
CYPS	Children and Young People's Service
ETE	Education, Training and Employment
ISS	Intensive Supervision and Surveillance
MoJ	Ministry of Justice
PNC	Police National Computer
SASSI	Substance Abuse Subtle Screening Inventory
SSC	Safer, Stronger Communities
YJB	Youth Justice Board
YOS	Youth Offending Service
YRO	Youth Rehabilitation Order

HARINGEY COUNCIL**EQUALITY IMPACT ASSESSMENT FORM**

Service: Youth Offending Service (YOS)

Directorate: Children and Young People's Service

Title of Proposal: Haringey Annual Youth Justice Plan

Lead Officer (author of the proposal): Linda James

Names of other Officers involved: N/A

Step 1 - Identify the aims of the policy, service or function

Youth Offending Services were set up in 2000 as a result of the Crime and Disorder Act 1998. This Act commits local authorities to address youth crime by the establishment of youth justice services. The act also defines statutory partners with the local authority as being the police, probation and health services. The work of the Youth Offending Services is overseen by the Youth Justice Board (YJB) whose primary purpose is 'to work to prevent offending and re-offending by children and young people under the age of 18, and to ensure that custody for them is safe, secure and addresses the causes of their offending behaviour'. The Crime and Disorder Act 1998 requires the Youth Offending Service to draw up an Annual Youth Justice Plan which addresses national and local priorities and includes details of resources and partnership arrangements.

Step 2 - Consideration of available data, research and information

You should gather all relevant quantitative and qualitative data that will help you assess whether at presently, there are differential outcomes for the different equalities target groups – diverse ethnic groups, women, men, older people, young people, disabled people, gay men, lesbians and transgender people and faith groups. Identify where there are gaps in data and say how you plug these gaps.

In order to establish whether a group is experiencing disproportionate effects, you should relate the data for each group to its population size. The 2001 Haringey Census data has an equalities profile of the borough and will help you to make comparisons against population sizes.

http://harinet.haringey.gov.uk/index/news_and_events/fact_file/statistics/census_statistics.htm

2 a) Using data from equalities monitoring, recent surveys, research, consultation etc. are there group(s) in the community who:

- **are significantly under/over represented in the use of the service, when compared to their population size?**

- ***have raised concerns about access to services or quality of services?***
- ***appear to be receiving differential outcomes in comparison to other groups?***
- Nationally, young black men and those of mixed heritage have long been over-represented within the criminal justice system.
- There has been an increase in serious youth violence over the years in Haringey and young black men continue to be over-represented in the youth justice system. In Haringey 47.4% of the offending population are African/Caribbean compared to 26.9% estimated population 09/10,
- There has been an increase in involvement of young people in gangs/post code tensions- again young black men are overrepresented in relation to street crimes. 70% of Robberies during 2010 were committed by male black youths.
- Haringey YOS monitors ethnicity regularly in order to respond to the changing make-up of the local population. In relation to BME – this group represents 89% of the Haringey YOS caseload (Jun 10). Particularly prevalent are young people from Somalia, Congo, the Caribbean, Romania, Turkey & Bulgaria.
- Due to budget reductions and a consequent re-structure, some group work directed at the BME community has ceased, but negotiations with partner agencies are underway to combat this.
- The last YOS caseload “snapshot” in December indicated a rise in the number of young women coming to the attention of the YOS. This may be due to the increase in the number of Roma young women committing theft offences, but further detailed analysis is required.
- It has been possible to retain the Turkish speaking worker for another year.

2 b) What factors (barriers) might account for this under/over representation?

The over-representation of BME young men within the criminal justice system is a national issue which the youth justice services and partner agencies have been seeking to redress for a number of years but with little success. Factors which contribute to this range from institutional racism, poverty, lack of educational and other opportunities to poor self-esteem and peer group pressures. The increase in young women is considered to be largely due to the number of Roma young women involved in thefts.

Step 3 - Assessment of Impact

Using the information you have gathered and analysed in step 2, you should assess whether and how the proposal you are putting forward will affect existing barriers and what actions you will take to address any potential negative effects.

3 a) How will your proposal affect existing barriers? (Please tick below as appropriate)

Increase barriers?	Reduce barriers?	No change X
---------------------------	-------------------------	--------------------

Comment

3 b) What specific actions are you proposing in order to respond to the existing barriers and imbalances you have identified in Step 2?

The issue of over-representation is wider than just the YOS and is the responsibility of every agency within the criminal justice system. Locally, the YOS will continue to monitor ethnicity, even though this is no longer a national indicator. Negotiations are taking place with the Met. Police black police officers association to run the Voyage group work programme in Haringey for young black men; the YOS is the single point of contact for the Mayor's black boys mentoring project in Haringey.

Within the YOS, quality assurance procedures are used to ensure discrimination does not take place in our work.

The number of young women coming to the attention of the YOS will continue to be monitored and further analysis carried out in relation to ethnicity and offences. Currently, the YOS is not in a position to re-start the young women's group which ended when the group worker post was deleted. The possibility of linking with a Romanian speaking worker within CYPS is being investigated.

3 c) If there are barriers that cannot be removed, what groups will be most affected and what Positive Actions are you proposing in order to reduce the adverse impact on those groups?

See 3b

Step 4 - Consult on the proposal

Consultation is an essential part of impact assessment. If there has been recent consultation which has highlighted the issues you have identified in Steps 2 and 3, use it to inform your assessment. If there has been no consultation relating to the issues, then you may have to carry out consultation to assist your assessment.

Make sure you reach all those who are likely to be affected by the proposal, ensuring that you cover all the equalities strands. Do not forget to give feedback to the people you have consulted, stating how you have responded to the issues and concerns they have raised.

4 a) Who have you consulted on your proposal and what were the main issues and concerns from the consultation?

YOS staff and members of the YOS Partnership Board have been consulted as they represent the partner agencies. The issue of the increase in numbers of young women coming to the attention of the YOS was raised and has been included in the EIA as a result

There has been insufficient time to consult young people on the plan but they were consulted recently in relation to the YOS re-structure and expressed concerns about the lack of group work for specific groups – particularly BME groups - and the possibility of losing the Turkish speaking worker.

4 b) How, in your proposal have you responded to the issues and concerns from consultation?

Responses include in proposal

4 c) How have you informed the public and the people you consulted about the results of the consultation and what actions you are proposing in order to address the concerns raised?

Youth Justice Annual Plan and EIA will be available on Haringey website once approved by the Youth Justice Board.

Step 5 - Addressing Training

The issues you have identified during the assessment and consultation may be new to you or your staff, which means you will need to raise awareness of them among your staff, which may even training. You should identify those issues and plan how and when you will raise them with your staff.

Do you envisage the need to train staff or raise awareness of the issues arising from any aspects of your proposal and as a result of the impact assessment, and if so, what plans have you made?

Staff have already received diversity training and are encouraged to access any further in-house training available within Haringey. The YOS is also fortunate to have 59% BME staff and a Turkish speaking worker within its structure. Finally, the YOS also runs a Diversity Forum which addresses provision/services for BME groups within Haringey.

Step 6 - Monitoring Arrangements

If the proposal is adopted there is a legal duty to monitor and publish its actual effects on people. Monitoring should cover all the six equality strands. The purpose of equalities monitoring is to see how the policy is working in practice and to identify if and where it is producing disproportionate adverse effects and to take steps to address the effects. You should use the Council's equal opportunities monitoring form which can be downloaded from Harinet. Generally, equalities monitoring data should be gathered, analysed and report quarterly, in the first instance to your DMT and then to the Equalities Team.

What arrangements do you have or will put in place to monitor, report, publish and disseminate information on how your proposal is working and whether or not it is producing the intended equalities outcomes?

- ***Who will be responsible for monitoring?***
- ***What indicators and targets will be used to monitor and evaluate the effectiveness of the policy/service/function and its equalities impact?***
- ***Are there monitoring procedures already in place which will generate this information?***
- ***Where will this information be reported and how often?***

As outlined in the Youth Justice Plan 2011-2012, the YOS will continue to monitor ethnicity quarterly, although this is no longer a requirement from the Youth Justice Board. This work is undertaken by the YOS data analyst. This will allow us to monitor trends and changes and to undertake additional analysis as necessary – this has been done in the past with particular reference to Turkish/Kurdish, Somali, Congolese and Romanian groups. This information is fed back to the YOS Partnership Board which meets quarterly. The Board is made up of senior representatives of the statutory partner agencies.

The YOS produces a caseload “snapshot” twice a year which also includes ethnicity and once a year an offence analysis, including ethnicity, takes place. This information is used by the YOS Diversity Forum to identify areas of work to prioritise and fed back to partner agencies at the YOS Partnership Board.

Step 7 - Summarise impacts identified

In the table below, summarise for each diversity strand the impacts you have identified in your assessment

Age	Disability	Race	Sex	Religion or Belief	Sexual Orientation	Gender Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity
None – YOS deals with 10 to 18 year olds.	None – physically the office is disability compliant	Need to monitor BME groups as outlined above	Gender is monitored as part of caseload snapshot, as only 29% caseload are female but this is rising	None – recorded on database	None – not recorded	None – not recorded	None	None

Step 8 - Summarise the actions to be implemented

Please list below any recommendations for action that you plan to take as a result of this impact assessment.

Issue	Action required	Lead person	Timescale	Resource implications
Over- representation BME groups	<ol style="list-style-type: none"> 1. Quarterly monitoring 2. 6 monthly caseload snapshot 3. Introduction of Voyage programme 4. Introduction of black boys mentoring scheme. 	<ol style="list-style-type: none"> 1. Data analyst 2. Data analyst 3. Senior Outreach officer 4. Senior Outreach officer 	<ol style="list-style-type: none"> 1. Quarterly 2. 6 monthly 3. End March 2012 4. End March 2012 	<ol style="list-style-type: none"> 1. Within YOS resources 2. Within YOS resources 3. YOS to provide premises 4. Unknown but scheme being contracted to

	<p>5. Continuation of Diversity Forum</p> <p>6. Investigate possibility of Romanian worker assisting in YOS</p>	<p>5. Team Manager</p> <p>6. YOS strategic manager</p>	<p>5. End March 2012</p> <p>6. End June 2011</p>	<p>voluntary sector</p> <p>5. Some running costs depending on activities identified</p> <p>6. Within YOS resources</p>
Increase in numbers of young women known to YOS	Additional analysis of this group to identify their needs are being met.	Data analyst	End June 2011	Within YOS resources.

Step 9 - Publication and sign off

There is a legal duty to publish the results of impact assessments. The reason is not simply to comply with the law but also to make the whole process and its outcome transparent and have a wider community ownership. You should summarise the results of the assessment and intended actions and publish them. You should consider in what formats you will publish in order to ensure that you reach all sections of the community.

When and where do you intend to publish the results of your assessment, and in what formats?

The Haringey Annual Youth Justice Plan 2011-2012 will be presented to the Children's Trust and SCEB and put on the Haringey website with the EI Assessment. The Plan will be submitted to the Youth Justice Board as required.

Assessed by (Author of the proposal):

Name: Linda James

Designation: YOS strategic Manager

Signature: L M James

Date: 05/05/2011

Quality checked by (Equality Team):

Name: Inno Amadi

Designation: Senior Policy Officer

Signature:

Date:

Sign off by Directorate Management Team:

Name: Ian Bailey

Designation: Deputy Director CYPS

Signature:

Date:

**The Clustering of Betting Shops in Haringey
Scrutiny Panel
Wednesday 29th November 2011**

Report Title: The Clustering of Betting Shops in Haringey

Report authorised by: Cllr David Winskill, Chair of the Scrutiny Review of Clustering of Betting Shops

Contact Officers: Martin Bradford, Overview & Scrutiny, 0208 489 6950

Wards(s) affected: **ALL**

Report for: **Non Key**

1. Purpose of the report (that is, the decision required)

That Members approve the report and recommendations of the review, as outlined in the attached report.

2. State link(s) with Council Plan Priorities and actions and /or other Strategies:

2.1 *Priorities:* to create a *Better Haringey*: cleaner, greener and safer

2.2 Sustainable Community Strategy 2007 – 2016 with *People at the heart of change* where Haringey will:

- have an environmentally sustainable future
- have economic vitality and prosperity shared by all
- be safer for all

3. Recommendations

3.1 That the report and its recommendations be approved and referred to Cabinet for a response.

4. Reason for recommendation(s)

4.1 Please refer to the scrutiny review report (attached)

5. Other options considered

5.1 Please refer to the scrutiny review report (attached)

6. Chief Financial Officer Comments

6.1	To follow.
7. Head of Legal Services Comments	
7.1	The report has been considered and the legal aspects appear comprehensively outlined in the body of the report.
8. Head of Procurement Comments	N/A
9. Consultation	
9.1	As part of the scrutiny review process key stakeholders were invited to an evidence gathering session (held in November 2010). Contributors at this session included include local licensing and planning officers, the Gambling Commission, betting shop operators, the Metropolitan Police and GamCare.
9.2	Local residents, community groups, residents associations and local businesses were also invited to attend a separate evidence gathering session (also held in November 2010) which provided an opportunity to describe how the clustering of betting shops impacts on local areas and on local communities.
9.3	The panel also undertook a site visit to where betting shops clustered. The visit offered the opportunity experiences gambling premises first hand, the opportunity to talk to staff and users of local betting shops. A focus group was held with betting shop staff.
10. Service Financial Comments	
10.1	The establishment of a Responsible Gambling Premises Scheme is not a statutory function and therefore is not a current service priority. Although elements of such a scheme may be deliverable within existing budgets, additional resources would be required if this to be prioritised within the current work programme.
10.2	There would be significant resource implications of an Article 4 Direction if this process was to be pursued locally (£10-20K). In respect of planning policy developments recommended within the review, these would require additional officer time and resources to implement within the current work programme.
10.3	With the exception of the above, it is anticipated that the recommendations contained within this report can be met within existing budgets and resources.
11. Use of appendices /Tables and photographs	
11.1	All appendices, tables and references are listed in the main body of the report.
12. Equalities and community cohesion	
12.1	Equalities and community cohesion issues have been discussed throughout the (attached) report.

13. Local Government (Access to Information) Act 1985

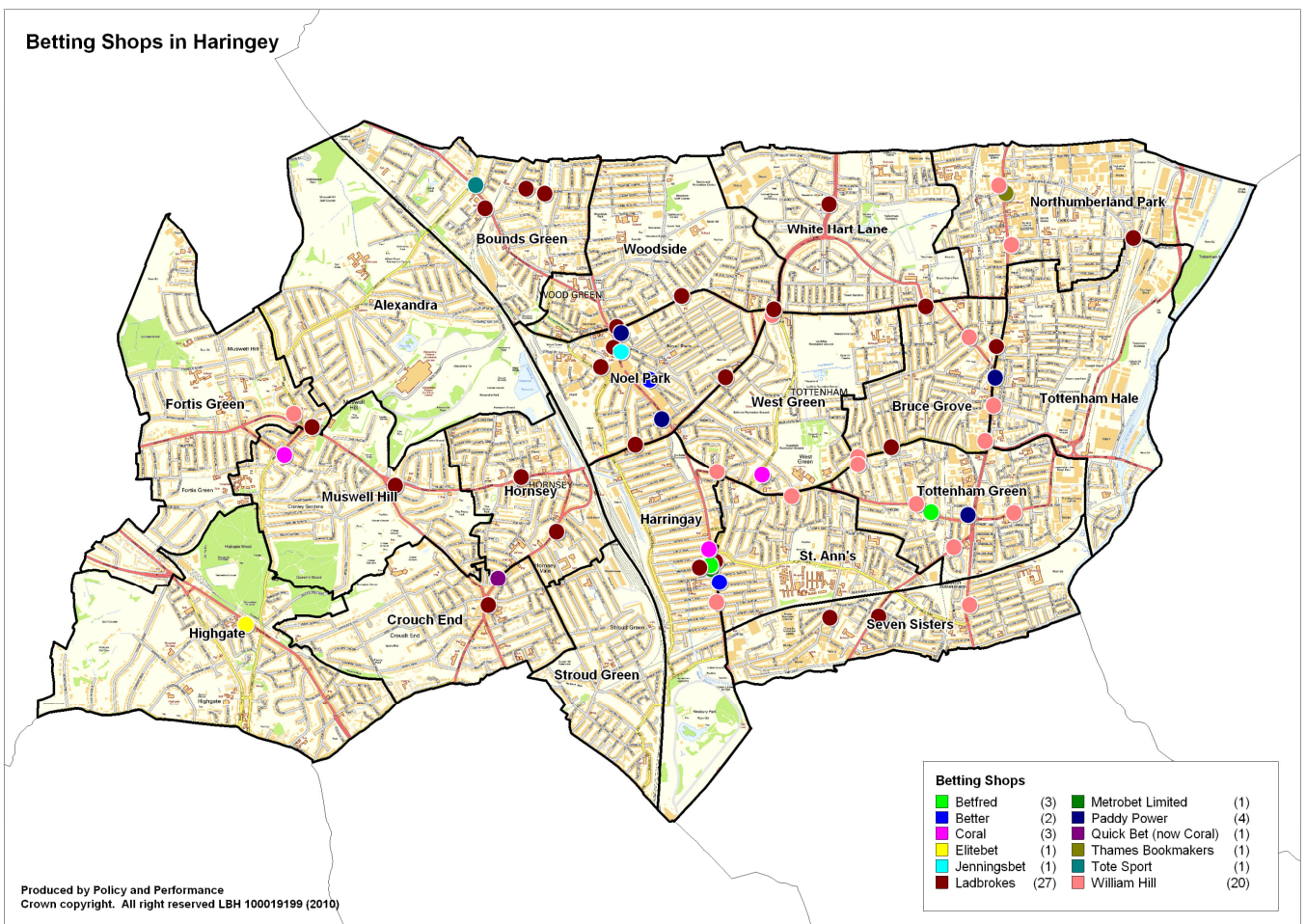
- References to sourced information are included within the body of the report.

This page is intentionally left blank



Haringey Council

Scrutiny Review of the Clustering of Betting Shops in Haringey



A REVIEW BY THE OVERVIEW AND SCRUTINY COMMITTEE

April 2011

www.haringey.gov.uk

For further information:

Martin Bradford
Research Officer
Overview & Scrutiny
7th Floor River Park House
High Road
Wood Green N22 4HQ
Tel: 020 8489 6950
Email: martin.bradford@haringey.gov.uk

Foreword

Localism is alive and well in Haringey!

Following a council debate in July 2010, Scrutiny decided to give the community a voice and examine the emerging question of clusters of betting shops that have taken root in several of our town centres.

Many local people are worried that this clustering is changing the character and appeal of these traditional retail centres. The industry states that they are well used by local people and employ many hundreds of Haringey residents.

The distillation of all of the evidence we received is contained in this document with recommendations that, if adopted by Government and Haringey, could strengthen the influence local people have over their shopping centres.

Over seventy individuals turned up for our listening session with many more emailed contributions. The gambling industry was an active and open-handed contributor and the committee was impressed at their willingness to listen and engage with their host communities.

The Committee's thanks go to all those who came to talk to us, managers and staff of the betting shops we visited and the support and advice of Haringey officers.

This debate will not finish with the publication of this report; we will still pass on feedback from all sectors, so please email me with any comments or suggestions you would like to make.



Cllr Winskill (Chair of the Scrutiny Review Panel)

Other members of the review panel:

Cllr Browne, Cllr Diakides, Cllr Ejiofor and Cllr Newton

CONTENTS

- 1. Executive Summary**
- 2. Recommendations**
- 3. Introduction**
- 4 Aims and Methods**
 - Aims of the review
 - Panel meeting
 - Panel visit
- 5. Background**
 - The Gambling Act (2005)
 - Role of the Gambling Commission
 - Role of the Licensing Authority
 - Premises Licenses
 - Aim to permit
 - Enforcement of Gambling Act
 - Local participation in gambling licenses decisions
 - Planning and use class orders
 - Article 4 Direction
 - Sui Generis
 - Gambling and betting shops
 - Betting shops in Haringey
 - Distribution of betting shops in Haringey
- 6. Prior action taken by the Council**
 - Licensing appeals
 - Lobbying central government
 - Problem solving group
- 7. Factors in the location and clustering of betting shops**
 - Profile of betting shops
 - Defining clustering
 - Gambling Act (2005)
 - Prevalence of shops in the east of the borough
 - Fixed Odds Betting Terminals
 - Clustering, profitability and market adjustment
- 8. How do betting shops contribute to Haringey**
 - Key industry features
 - Employment opportunities
 - Social responsibility
- 9. Impact of the clustering of betting shops**
 - Sustainability of local shopping centres

Crime, antisocial behaviour and disorder
Fixed Odds Betting Terminals
Children, young people and vulnerable adults
Problem gambling
Social deprivation
Local environment

10. How have other authorities dealt with this issue?

11. Possible approaches to the prevention of clustering

Gambling Act (2005)
Article 4 Direction
Sui Generis
Other planning developments

12. Summary and conclusions

Appendices A-K

1. Executive Summary

Background

- 1.1 The clustering of betting shops in Haringey attracted considerable community concern in 2009 and 2010 and prompted substantial coverage in local media. The clustering of betting shops was discussed by local Councillors at Full Council in July 2010 and was subsequently picked up by Overview & Scrutiny for further examination. This report details the work of this scrutiny panel and the conclusions and recommendations reached from the submissions it received. It is hoped that this report, if adopted, will guide and inform the Council's approach to this issue.
- 1.2 It is important to state at the outset that this was not an examination of the desirability or moral acceptability of gambling in the community. The panel accepts that betting shops have been part of the community for a number of years and provide a desired leisure service among local residents. The focus of this review however was to examine the propensity of betting shops to cluster together and to record what impact this has had on local communities.
- 1.3 The review had a number of objectives:
- to raise awareness of the licensing and planning framework for gambling premises
 - to establish whether the Gambling Act (2005) has precipitated a rise in gambling premises licensed in Haringey
 - to assess the distribution of betting shops and the degree to which these are clustered
 - to assess the impact of the clustering of betting shops within local communities
 - identify possible approaches to control future clustering of betting shops in the community
 - identify local solutions to problems associated with the clustering of betting shops.
- 1.4 There was considerable support for the review among local residents, community groups and business and community representatives. Over 70 people attended the review panel meeting and numerous written submissions were received. Betting shop industry representatives were also fully supportive of the review process, and provided helpful input in to the review and made themselves freely available for questioning by both the panel and broader public.

How and why do betting shops cluster?

- 1.5 Whilst the Gambling Act (2005) has brought some liberalisation to the gambling license process, the panel found no evidence that this had contributed to an increase in the number of betting shops in Haringey. The panel noted that total betting shop estate in the borough has remained largely the same since the Act came in to force.
- 1.6 The panel noted however, that some betting shops had moved from local shopping parades to more prominent positions within local shopping centres. Analysis of the current distribution of betting shops would appear to demonstrate that these had clustered in a number of areas throughout Haringey: Harringay Green Lanes,

Wood Green, Bruce Grove and Tottenham Green. In this context, given that there has been no increase in the betting shop estate, it is suggested that some process of market adjustment has taken place, with less profitable betting shops being replaced by those in more commercially viable areas.

- 1.7 The panel noted that there were a number of possible factors which may have contributed to the clustering of betting shops in these localities:
- the removal of a demand test within the Gambling Act (2005) to ensure provision was proportionate to need
 - the availability of suitable premises following the closure of banks and other financial services
 - migration of betting shops to areas of higher footfall
 - extend opportunities to locate Fixed Odds Betting Terminals which contribute a significant proportion (up to 50%) of betting shop profitability.

Impact of the clustering of betting shops

- 1.8 The panel received submissions from local residents, community groups, residents associations and local businesses on the impact that the clustering of local betting shops had within their community. From this evidence, the panel noted that clustering had:
- impacted on the retail appeal and character of areas in which local people live
 - contributed to incidents of low-level crime and ASB (anti-social behaviour)
 - contributed to increase levels of street litter and other related shop generated debris
 - contributed to concerns about the longer term sustainability of local shopping centres.

- 1.9 The panel received many submissions from local residents concerning the impact that the clustering of betting shops may be having in local communities, in particular the way that this restricted the choice of retail outlets available and affected the appeal of local shopping centres. Similarly, the panel noted that the clustering of any retail use may also impact on the future sustainability of local shopping centres. Aside from the clustering of retail uses, the panel were aware that local shopping centres faced other significant challenges from on-line retail and out of town retail parks.

- 1.10 In this context, the panel were of the opinion that the clustering of any retail/service use, not just betting shops, may not be beneficial to local communities and that approaches to maintain the diversity and retail appeal of local shopping centres should reflect this approach. The panel was aware that the clustering of any retail use was likely to impact on the retail appeal and sustainability of local areas. Therefore, the panel were keen to ensure that a clustering policy is developed and integrated in local planning policies.

- 1.11 In the course of the review, the panel received submissions from the local community regarding concerns over the operation of Fixed Odds Betting Terminals. It was perceived that, aside from having a possible role in the clustering of betting shops, FOBTs were also associated with low level crime and disorder in betting shops, mostly relating to criminal damage of the machines

themselves. The panel also noted community concerns regarding the contribution that FOBTs make to betting shop turnover and profitability and the impact that they may have on financially challenged communities. The panel have made a number of recommendations to support further research into their use.

- 1.12 Whilst there was some evidence to suggest that there was an association between betting shops and low level crime (mainly criminal damage to Fixed Odds Betting Terminals) and disorder (occurring outside the betting shop premises), it was the view of local police that betting shops were not significant contributors to local crime figures. Furthermore, no evidence was received in this review to link the clustering of betting shops to crime and disorder. Local police did conclude however, that betting shops had become a focal point for crime and ASB in areas where this was already known to be a problem.
- 1.13 The review found no evidence that the clustering of betting shops generated any significant footfall or trade for local retailers, nor added to the diversity or vibrancy of the host areas; however the panel acknowledged that as many as 500 local jobs might derive from the betting shop industry.
- 1.14 The panel noted submissions from the Gambling Commission and GamCare which suggested that there was no evidence to support an association between the clustering of betting shops and problem gambling. The panel also noted that any moves to restrict clustering would have little impact on problem gambling, given the availability of other betting mediums.

Contribution of betting shops to Haringey

- 1.15 The panel acknowledged that betting shops have had an established presence in the Haringey, with the major gambling operators having had shops in the borough for nearly 40 years. The panel also received submissions from betting shop users and noted that betting shops provide a desired leisure service to some local residents.
- 1.16 As noted earlier, betting shop operators contribute to the local economy through the opportunities for employment generated by betting shops. Betting shop staff indicated that they were well trained and had access to company pension scheme through their employment. The panel also received submissions from operators which noted their contribution to the national economy through general taxation.
- 1.17 The Gambling Commission and GamCare noted that regulation of the gambling industry was high in comparison to other countries, which had contributed to lower levels of problem gambling in the UK. The panel noted that betting shop operators were voluntary contributors to projects that support research, education and treatment for people with a gambling problem. In 2010-11, the industry contribution was approximately £6million. The panel noted the views of the Gambling Commission and GamCare that they found operators to be responsive to social responsibility issues when these arose.

The licensing and planning framework for betting shops

- 1.18 The panel firmly believed that the current gambling license framework in which the Licensing Authority must 'aim to permit' restricts the power of the authority to act to

prevent the clustering of betting shops. Nor did the panel feel that this framework allows for the consideration of genuine local concerns to be adequately represented or considered in gambling license decisions. (A depiction of the representations which can be made within the Gambling Act is contained in 5.15).

- 1.19 It was apparent to the panel, that the Gambling Act (2005) offers no remedy for the clustering of betting shops, or any solution to other amenity issues associated with the clustering of betting shops. Cabinet members should note that there is clear community concern that the Act is incompatible with proposed and new legislation to promote localism.

The way forward

- 1.20 The suggested way forward from Ministers is an Article 4 Direction, a planning regulation to restrict planning rights granted under General Permitted Development Rights. The panel heard evidence however to suggest that there may be legal and financial challenges should the Council adopt this approach:

- cost of consultations among local businesses and communities affected
- its ability to include all betting shops within a particular cluster
- the ability to use an Article 4 Direction to control a business operation (i.e. betting shop) as opposed to a Use of Class (i.e. A2 retail financial and other professional services)
- the evidence threshold at which an Article 4 Direction is approved or accepted or subject to legal challenge
- resource implications for compensating those businesses or buildings that have General Permitted Development Rights removed through the application of the Article 4 Direction.

- 1.21 Nonetheless, the use of an Article 4 Direction continues to be the recommended approach suggested by Ministers to control the clustering of betting shops. In this context, the panel suggest that further work is undertaken locally to demonstrate the viability (or otherwise) of such an approach if adopted by the Council.

- 1.22 Members of the panel were of the view that existing planning documents could be strengthened to include a clustering policy and which sought to control the clustering of any retail, business or service use. The panel have also noted that a policy has been drafted to sit within the Councils Local Development Framework: *The Provision of Parades to Support Sustainable Communities* which seeks to ensure that all shopping parades provide a range of services to meet the needs of the local area and provide a varied range of goods and services to the local community. This policy will link to *Protection of Shops in Designated Shopping Areas* which will seek to limit frontage to no more than three non retail uses in a row. Both of these policies will be consulted upon in 2012 when the DM DPD¹ within which they will sit goes out for a second round of public consultation.

- 1.23 In the short term, there would appear to be no immediate solution to the issue of clustering of betting shops or other retail uses that cluster. The panel does recommend therefore that there must be continued efforts to lobby for change to gambling license legislation or to planning control regulations to enable local

¹ DM DPD – the Development Management Development Plan Document

Councils and local residents to have greater influence on decisions which affect local communities.

2. Recommendations

During this review, many submissions were made which were considered as evidence whether empirical or anecdotal at each end of the spectrum. All evidence was, however, given due weight and considered as a whole. This means that the nature of its source was taken into account when assessing its contribution to the report and in making the recommendations.

- 2.1 The clustering of *any* retail, business or service use (including betting shops) may limit the retail appeal and affect the vitality and viability of shopping areas in which these clusters occur. The panel recommended that the concept of ‘clustering’ should be clearly defined and appropriately reflected in relevant planning policy documents. The panel also recommended that the planning service should consider the development of a ‘**clustering**’ policy’.
- 2.2 The panel recommend that the Licensing Team establish a **Responsible Gambling Premises Scheme**, similar to the Responsible Licensee Scheme already in operation in Haringey. Local gambling operators should be encouraged to sign up to this voluntary agreement which sets clear standards and procedures that:
- ensure that clean and presentable shop frontages are maintained
 - discourage customers from gathering outside betting shop premises
 - reports crime and anti-social behaviour both on and outside betting shop premises to appropriate authorities
 - ensure details of where people with gambling problems can obtain help and advice are prominently displayed
 - signage regarding ASB, criminal damage and underage usage of FOBTs is prominently displayed
 - ID checks are systematically employed to prevent under age gambling.
- 2.3 In order to inform the effectiveness and viability of local approaches to controlling the use of the clustering of betting shops, the panel recommend that the Council should develop a full appraisal of the costs and benefits of adopting an **Article 4 Direction**.
- 2.4 The panel recommend that the Council should continue to lobby central government for amendments to the **Gambling Act (2005)**. In doing this, it should also seek to develop alliances with other local authorities in which the clustering of betting shops is known to be of local concern. Explicitly, the Council should lobby central government to:
- reintroduce a local ‘demand test’ for gambling premises licenses, where the local authority may assess the need for such use in a local area
 - remove betting shops from A2 Use Class and be considered ‘sui generis’ and defined in their own Use Class
 - ensure that local concerns and interests are fully represented and considered and prioritised in the decision to license gambling premises
 - ensure that crime and ASB are defined and recognised within the Gambling Act licensing procedures.

- 2.5 The panel recommend that the Council should write to the Department of Culture, Media and Sport and the Gambling Commission about the concerns associated with the **Fixed Odds Betting Terminals**. In particular the panel recommended that the Council should:
- a) argue for a change in the licensing conditions of FOBTs so that:
 - licenses for FOBTs are considered separately from those of premises licenses and not allowed as part of the wider license
 - the retention rates of FOBTs are prominently displayed on each machine
 - b) suggest that independent research is commissioned to investigate:
 - the association of FOBTs with crime and disorder
 - the role of FOBTs on those with problem gambling
 - the contribution of FOBTs to the profitability of betting shops, and the propensity of betting shops to cluster.
- 2.6 The panel recommend that there should be **improved liaison** between betting operators and Safer Neighbourhood Teams and borough intelligence in helping to reduce low level crime and ASB in relation to the local betting shop estate. This should include:
- consistent standards and process for reporting crime and ASB across all operators
 - improved consultation in relation to prospective location of betting shops
 - improved consultation to ensure that betting shops are planned and designed to improve security and prevent crime and ASB (i.e. shop lay out, location of CCTV, location of FOBTs and positioning of cash desks).
- 2.7 The panel recommend that the Council should undertake further work to investigate whether the clustering of betting shops has precipitated an increase in **rental values** in the areas in which these have occurred.
- 2.8 That panel recommend that the Council should consider if there is a role for **Area Committees** in monitoring the clustering of retail uses and the impact that this may have on the communities for which they are responsible.
- 2.9 Given the associated risk factors and co-behaviours associated with problem gambling (smoking, alcohol usage), a copy of the report is made available to **Public Health Directorate** for dissemination among local health and associated professionals to improve awareness and possible treatment options.

3. Introduction

- 3.1 There has been widespread concern among both councillors and local residents about the clustering of betting shops in Haringey. It is perceived that the liberalisation of gambling laws, as enacted through the Gambling Act 2005, has allowed for the clustering of betting shops which may have an adverse impact on the communities and areas in which they are clustered.
- 3.2 This issue was discussed at Full Council on 19th July 2010. Whilst councillors did not have any moral objections to gambling per se, concerns were raised that the character and amenity of an area may be affected where betting shops clustered.

Specifically, councillors were concerned that the concentration of betting shops in a local area may:

- not reflect the needs or expectations of local people
- limit the choice and retail appeal of a local area to local residents
- impact on the future sustainability of local communities.

3.3 In light of these concerns, members of the Overview & Scrutiny Committee agreed to conduct an investigation in to the clustering of betting shops in Haringey. This report details the work of the scrutiny review panel in conducting this review and highlights the conclusions and recommendations of the panel.

3.4 The panel hopes that the conclusions and recommendations contained within this report will guide and inform the Council's approach to this issue, help raise awareness of the licensing framework for betting shops and offer solutions to locally identified problems.

4. Aims and methods

Aims of the review

4.1 The Overview & Scrutiny Committee commissioned a panel of local Councillors to conduct an in depth review in to the clustering of betting shops. This scrutiny review sought to address the following overarching questions:

- Has the concentration of betting shops increased in the borough since the Gambling Act (2005) came in to force, and if so, has this adversely affected local communities?
- If communities are adversely affected, are there any local solutions to these problems?

4.2 The scrutiny review focused exclusively on betting shops and did not concern itself with other gambling mediums (i.e. on-line) or other forms of gambling (such as bingo or gaming centres).

4.3 Within the overarching aims set out above, the review sought to address the following objectives:

- to raise awareness of the licensing and planning framework surrounding the regulation of betting shop premises in Haringey
- to establish whether the Gambling Act (2005) has precipitated a rise in gambling premises licensed in Haringey
- to assess the spatial distribution of licensed gambling premises across Haringey and the degree to which these are clustered
- to collect and collate evidence from local stakeholders on the impact of the clustering of betting shops within local communities
- to assess how other Local Authorities are dealing with this issue
- should any adverse affects/impacts of the clustering of betting shops be identified within the review, to assess ways in which these could be addressed
- to identify ways in which the findings and conclusions of this review should be communicated and disseminated to a) local communities b) national and local decision makers.

Panel meeting

- 4.4 The panel decided that an extended panel meeting would be the most appropriate mechanism through which to receive evidence to support this review. It was felt this process would enable a focused investigation of the issues relating to the clustering of betting shops in Haringey. Holding an extended panel meeting instead of a series of panel meetings enabled participants to hear and respond to evidence presented and so allow for more informed discussion of the issues raised.
- 4.5 The panel meeting was split in to two sessions: session one to hear submissions from key stakeholders and session two from local residents, community groups and other local businesses. Sessions were run consecutively on the same day.
- 4.6 In the first session, key stakeholders were invited to attend and give evidence to the panel at this meeting, these included:
- Council officers from the Licensing, Planning Policy and Legal Services departments who provided information on the framework for licensing gambling premises (betting shops).
 - The Gambling Commission (the gambling regulator)
 - The Association of British Bookmakers (the trade association for betting shop operators) and individual betting shop operators were also invited to attend to provide an industry perspective to the panel
 - Representatives from the police and GamCare (a support service for those with problem gambling) also attended this session to provide evidence to the panel on the impact of the clustering of betting shops.
- 4.7 The second session was dedicated to the participation and involvement of local residents, community groups and residents associations. The focus of this session was to allow local people to provide evidence to the panel on the impact that the clustering of betting shops had within their communities. Approximately 70 people attended one or both of these evidence gathering sessions.
- 4.8 The full agenda for the panel meeting together with a list of all stakeholder participants is contained in Appendix J.

Assessment of internal and external data sources

- 4.9 The panel commissioned reports from Council officers to provide background information to support the scrutiny review process. In addition the panel also assessed external data (research, policies and practice) from the Gambling Regulator, research organisations and other local authorities.
- 4.10 The panel also invited written evidence to be submitted from local residents, businesses community groups and residents associations. In total 14 written representations were received by the panel.

Panel visit

- 4.11 Members of the panel undertook a site visit to an area in which betting shops clustered (Wood Green). This visit, which was facilitated by betting shop operators, enabled panel members to visit three betting shops in the Wood Green

'cluster'. The panel was given the opportunity to speak to staff, betting shop users and representatives of the operators who accompanied members on the visits.

- 4.12 A focus group was also organised by gambling operators for panel members to meet with betting shop staff and to discuss with them issues around the clustering of betting shops. The group provided an opportunity to hear from a wide range of staff who worked for different operators across the borough. The focus group looked at how and why betting shops clustered together and whether clustering affected the use or profitability of individual shops. The meeting also allowed panel members to discuss other betting shop issues such as ASB, efforts to prevent under age gambling and support provided to those with a gambling problem.

5. Background

The Gambling Act 2005

- 5.1 The Gambling Act (2005) was introduced to reflect widespread changes that have occurred throughout the gambling industry and in recognition of the need to modernise and update a regulatory framework which had been in force for nearly 40 years. The centrepiece of this legislation was the creation of the Gambling Commission, a new independent regulator for all gambling activities in the UK.
- 5.2 The Gambling Commission is required to regulate gambling in the interests of the public and is responsible for the regulation of bookmakers, casinos, bingo clubs, lottery operators, arcade operators and remote gambling operators. In regulating all gambling operators, the Commission is required to adhere to the three key gambling objectives:
- to keep crime out of gambling
 - ensure that gambling is conducted fairly and openly
 - to protect children and vulnerable people from being harmed or exploited.
- 5.3 The Gambling Act (2005) established a tripartite system of regulation involving the government, the Gambling Commission and the Licensing Authority (the Local Authority). The regulatory framework for the gambling industry is underpinned by the issuing of three types of license; operating licenses, personal licenses and premises licenses. The type of license, purpose and the issuing authority are described in the table below:

License Type	Issuer	Purpose
Operating License	Gambling Commission	That operators comply with principle gambling objectives
Personal License	Gambling Commission	Certain senior individuals to require a license within some operators
Premises License	Licensing Authority	Applications considered where gambling premises are located

The role of the Gambling Commission

- 5.4 The Gambling Commission issues operating licenses to prospective gambling providers. A gambling operator wishing to open a gambling establishment in any locality will first need to obtain an operating license. The Gambling Commission will assess prospective operators to ensure that it has appropriate governance

procedures and is compliant with the overriding aims of the legislation (as in 4.2). Successful applicants may then apply for a premises license from the Licensing Authority where it wishes to conduct its gambling activities.

- 5.5 Through providing information, guidance and support to Licensing Authorities the Gambling Commission aims to ensure that there is a consistent national standard of licensing. The Gambling Commission has extensive powers and may impose a range of restrictions on individual licensees. The Commission can enter premises, impose unlimited fines and ultimately withdraw licenses. The Commission also has powers to investigate and prosecute illegal gambling.

The role of the Licensing Authority (Local Authority)

- 5.6 The Gambling Act (2005) requires each Licensing Authority to produce a Statement of Gambling Policy for its locality. This policy is underpinned by the three gambling principles (as set out in 4.2) and is intended to show how the Licensing Authority will exercise its functions and the principles it intends to apply. The Licensing Authority must demonstrate that it has consulted local stakeholders in the development of the local gambling policy.
- 5.7 Whilst all Licensing Authorities are required to produce a local gambling policy, there is in effect little local variation, as the content of such policies are tightly prescribed by the regulations issued with the Act.

Premises License

- 5.8 The main role of the Licensing Authority is to consider applications for premises licenses from gambling operators intending to conduct gambling activities in the locality. The Licensing Authority is required to approve premises licences for all gambling activities in the locality including:
- bingo
 - betting shops
 - adult gaming centres (high stakes electronic gaming)
 - family gaming centres (lower stakes electronic gaming)
 - casinos
 - racecourses and dog tracks.
- 5.9 In considering an application for a premises license, there are a number of license conditions which the Local Authority can consider, these are known as mandatory, default and discretionary conditions of the license. Mandatory and default conditions are prescribed by the Gambling Act.² Mandatory conditions cannot be varied by the Licensing Authority but default conditions can be altered or removed by the Licensing Authority.
- 5.10 The Licensing Authority does have limited powers to vary the conditions of the premises license under the discretionary guidance. Such variations may include the opening hours or security arrangements for the proposed gambling establishment. Once again, the conditions that the Licensing Authority can set within individual licenses are tightly prescribed by the Gambling Commission and

² An example of mandatory conditions might be: a Prominent Notice prohibiting under 19's at every entrance, Summary of license to be displayed in a prominent place. Default conditions relate to times for gambling i.e. for betting shops 7a.m.-10p.m.

cannot contravene guidance issued through the regulator. In summary, the Licensing Authority can only set conditions for a premises license where:

- they are relevant to make the building safe
- are directly related to the premises
- are fair and reasonable and relate to the scale of the premises
- reasonable in all other aspects.

Aim to permit

5.11 It is of critical importance to note that the Gambling Act clearly specifies that the Licensing Authority shall aim to permit applications for a premises license so long as this conforms to relevant Codes of Practice, in accordance with any relevant guidance issued by the Gambling Commission, reasonably consistent with the licensing objectives and lastly in accordance with the policy statement published by the Licensing Authority. In this context, so long as the applicant can demonstrate that the license does not contravene the codes of practice and is reasonably consistent with the 3 gambling objectives (crime and disorder, fair and open gambling & protection of children and vulnerable adults) there is limited scope for the Licensing Authority to reject the application.

5.12 Prior to the Gambling Act (2005), the approval of local gambling licences was exercised by the Local Magistrates Court. Within this previous system there was more local discretion in considering license applications, in particular, Magistrates could apply a 'demand test', where licenses could be withheld if it was considered that there were too many gambling premises to meet anticipated demand in a particular area. There is no such provision in the Gambling Act 2005.

Enforcement of Gambling Act

5.13 Enforcement of the Gambling Act (2005) and associated regulations and licenses is shared between the Gambling Commission, the Licensing Authority and the police. The Licensing Authority is specifically expected to monitor and enforce the conditions of premises licences. To this end, an annual inspection of gambling operators in the area is undertaken to ensure that they are compliant with the terms of their premises licences. The inspection may assess a range of factors including:

- Ensuring that there is no change to the specified floor plan
- Is compliant in terms of the number and location of gaming machines
- Ensuring that self exclusion forms barring problem gamblers are prominently displayed
- Contact information from agencies providing support for problem gamblers is also prominently displayed.

Greater local participation in licensing decisions

5.14 By making the Local Authority the Licensing Authority instead of the Magistrates Court, the Gambling Act (2005) intended to give local people a greater say in local licensing decisions. As the business of the Licensing Authority is managed through the existing Licensing structures of the Local Authority, it was anticipated that greater local participation and greater local scrutiny of gambling license applications would be achieved through:

- Licensing and Planning Committee meetings being held in public
- elected representatives being able to sit on Licensing Committee

- elected representatives being able to make representations about a license without being asked by a resident to do so.

- 5.15 When the Licensing Authority is considering a premises license from a gambling operator, the Gambling Act specifies that representations may be made from a variety of local stakeholders including responsible authorities (e.g. Local Authority, police, planning, fire authorities), a person resident close to the prospective gambling premises, local business interests or representatives of any of the preceding groups (such as lawyers, Councillors or other community representatives). However, representations from any of the above parties can only be made if they are relevant to the three overarching gambling objectives; that it is fair and open, does not generate crime & disorder and ensures the protection of vulnerable adults and children (as specified in 3.2.).
- 5.16 In order to influence gambling license decisions, local representations must produce sufficient evidence to be able to demonstrate how the granting of a specific premises license will affect the overarching gambling principles. That is, how will the granting of one specific license impact, for example, on crime and disorder in that locality?
- 5.17 All appeals against decisions made by the Licensing Authorities in England and Wales are made to the Magistrates Court.

The role of planning and Use Class Orders in relation to betting shops

- 5.18 While there are no specific planning regulations which may determine the number or spatial location of betting shops in any location, such premises, like all other retail outlets are subject to national and local planning guidelines which guide and inform planning decisions.
- 5.19 National and regional planning policy and guidelines do not have specific guidelines relating to betting shops or clusters of betting shops, but the specific role of planning departments in relation to maintaining diverse uses which appeal to local communities can be summarised as thus:
- Planning Policy Statement 4: planning should “support a diverse range of uses which appeal to a wide range of age and social groups” Policy EC
 - London Plan (Policy 3D.3): boroughs should provide a policy framework for maintaining, managing and enhancing local and neighbourhood shopping facilities.
- 5.20 The Use Classes Order³ (with amendments) were introduced to remove unnecessary planning applications from the planning process and to help speed up this system. The Use Classes Order dates, in some form, from as early as 1972. It groups together uses that have similar land-use impacts and characteristics. There are 5 main classes within the retail section of the Order: A1 for shops, A2 for financial and professional services, A3-A5 food and drink outlets.

³ The Town and Country Planning Act (Use Classes) Order 1987 with amendments

- 5.21 Betting shops fall within Use Class A2 (Financial and Professional Services)⁴ of the Town and Country Planning (Use Classes) Order 1987 (as amended). Planning permission is required to turn any retail or other unit into a betting shop, but planning permission is not required for any change in use within Class A2 (e.g. for an estate agent or a bank to become a betting shop). Neither is planning permission required to turn any unit into a betting shop (or other A2 use) from Classes A3, A4 and A5. The table below summarises this position.

From	To
A2 (professional and financial services) when premises have a display window at ground level	A1 (shop)
A3 (restaurants and cafes)	A1 or A2
A4 (drinking establishments)	A1 or A2 or A3
A5 (hot food takeaways)	A1 or A2 or A3

Table 1: permitted development rights within the Use Class Order

- 5.22 The Unitary Development Plan (2006) is the statutory plan relating to the development of land use and buildings in the borough. This will be replaced by the Local Development Framework, a folder of planning policy documents which will guide future growth and development in the borough. The UDP, the current land use plan for the borough covers areas such as town centres and retailing. This will provide guidance on such issues as protection of shops in town local town centres (TCR3).
- 5.23 The current statutory plan, the Unitary Development Plan, (UDP) states that change from A1 retail will be permitted where (TCR3):
- 1 - resulting proportion of A1 does not fall below 65% in a primary frontage and 50% in a secondary frontage
 - 2 - the change of use does not result in a significant break – normally three units – in the continuity of the retail frontage
 - 3 - individually or cumulatively the proposed use does not have a detrimental effect on the vitality, viability or predominantly retail function of the centre.
- 5.24 Since 2000, 17 planning applications for betting shops have been received by Development Management; 11 of which have been granted planning permission, 5 have been refused and 1 withdrawn. Three applications have been the subject of appeals, of which one appeal was upheld. It must be borne in mind that Development Management will not receive a planning application for any proposed betting shops where a change of use requiring planning permission is not involved (see 4.21).

Article 4 Direction

- 5.25 It has been suggested that an Article 4 Direction could be used to control the clustering of betting shops. This is a power available under the 1995 General Development Order allowing the Council, in certain instances, to restrict permitted development rights. Article 4 Directions are area based and the purpose of the Direction is to remove the 'permitted development rights' of a property and bring it under planning control. Following the implementation of an Article 4 Direction

⁴ Financial Services – Banks, Building Societies and Bureau de Change. Professional Services (not Health or Medical Services) – Estate Agents & Employment Agencies, Other Services – Betting Shops.

area, development that had been permitted would now require planning permission.

- 5.26 There are however, strict guidelines on the application of an Article 4 direction. Government guidance on Article 4 Direction is set out in circular 9/95 'General Development Order Consolidation 1995' and states that:

“permitted development rights have been endorsed by Parliament and consequently should not be withdrawn locally without compelling reasons. Generally...permitted development rights should be withdrawn only in exceptional circumstances”.

- 5.27 Applications for an Article 4 Direction to remove statutory planning rights and bring development in to planning control are made to the Secretary of State. Such an application to reduce the clustering of betting shops would need to demonstrate the specific area(s) in which this is to be applied and must be supported by substantive body of local evidence which demonstrates local need and the harmful effects of clustering.

Sui Generis

- 5.28 An alternative approach to limit the clustering effect of betting shops could be to make them 'sui generis'⁵, that is, sitting in a use class of their own. If betting shops were identified as thus, planning permission would always be required for a change of use unless the shop unit was already a betting shop and the change is just to the provider of the service. Such a change would require extensive political lobbying, as this could only be enacted through a change in national planning policy and regulations.

Gambling and betting shops – a national perspective

- 5.29 Gambling can be defined as *‘the wagering of money or something of material value on an event with an uncertain outcome with the primary intent of winning additional money and/or material goods’*. Gambling can take many forms and operate through a variety of mediums. The following table outlines the main forms of gambling and the nature of the activities involved.

	Definition	Example	Medium
Gaming	Stakes on a game of chance	Casino games	Casinos, internet.
Betting	Stakes on a race, outcome or event	Sports results	On course, bookmakers, internet, telephone,
Lottery	Allocation of prizes on basis of chance	National Lottery Local Lotteries	Retail outlets, internet, tele. & other venues.

- 5.30 The British Gambling Prevalence Survey is conducted every three years the most recent survey was published in 2011. Gambling prevalence data from this survey indicated that 73% of the adult population undertook some form of gambling activity in the previous 12 months.⁶ This is an increase on rates observed in the previous survey in 2007 (68%).

⁵ A use which does not fall into any of the categories defined within the Town and Country Planning (Use Classes) Order 1987.

⁶ Gambling Prevalence Survey 2011

- 5.31 The most popular form of gambling in the UK is the National Lottery in which 59% of the adult population participate.⁷ Other lotteries (25%), scratchcards (24%), horseracing (16%) and slot machines (13%) were the other most popular forms of gambling activity.
- 5.32 If those who solely gamble on the National Lottery are excluded, 56% of adults participated in some form of gambling activity. This represents a significant increase from previous surveys in 1999 (46%) and 2007 (48%). This highlights the significant increase in other gambling activities such as buying scratchcards (20% in 2007 24% in 2010), betting on sporting events (other than horse racing or grey hounds) at bookmakers (3% in 1999, 9% in 2010) and gambling on Fixed Odds Betting Terminals (3% in 2007, 4% in 2010).⁸
- 5.33 Among those who have gambled in the past year, the overwhelming majority (81%) continue to do so 'in person', that is through placing a bet in a betting shop, buying a scratch card in a shop or visiting a casino or bingo hall. 17% of past year gamblers do so both 'in person' and 'on-line' via the internet. Just 2% of gamblers solely used 'on-line' methods to gamble.⁹
- 5.34 The use of betting shops as a gambling medium continues to dominate some gambling activities. Betting in person at a bookmaker's was the most common option for horse races (72%), sports events (76%) and non-sports events (76%).¹⁰
- 5.35 Total UK gambling stakes have risen from £53billion in 2001-2 to £91 billion in 2005-6.⁵ In this context, the gambling industry is a significant contributor to the UK economy employing over 120,000 people and contributing £1.4 billion to the exchequer each year¹¹; equivalent to 1% of all government revenues.¹²

UK Gambling Stake 2001/02-2005/06 (£ million)¹³	
Financial Year	Total Stake
2001-02	52,561
2002-03	63,394
2003-04	77,916
2004-05	92,496
2005-06	91,516

Betting shops in Haringey

- 5.36 Betting shops were first legalised in the UK in 1961. Historically, there were many more betting shops in the UK than there are at present; in the early 1980s there were estimated to be approximately 15,000 betting shops. With consolidation among gambling operators however, it is estimated that there are approximately 8,800 betting shops currently in operation in the UK.

⁷ Gambling Prevalence Survey 2011

⁸ Gambling Prevalence Survey 2011

⁹ Gambling Prevalence Survey 2011

¹⁰ Gambling Prevalence Survey 2011

¹¹ Preventing UK Gambling Harm, Responsibility in Gambling Trust, 2007

¹² Department of Culture Media & Sport, Gambling Data 2008

¹³ HMRC bulletins, Gaming Board, Gambling Commission Annual Reports, DCMS estimates.

- 5.37 Local data indicates that as of August 2010, there were 66 betting shops in Haringey. Licensing data would appear to indicate that the majority (70%) of these betting shops were operated by two major gambling operators.

Operator	Units	Operator	Units
Ladbrokes	27	Elite	1
William Hill	20	Jennings	1
Betfred	4	Metrobet	1
Coral	4	Thames	1
PaddyPower	4	Totesport	1
Betterbet	2	Total	66
Jennings	1		

- 5.38 There has been some speculation that since the Gambling Act (2005) came into force, there has been an increase in the number of betting shops locally. Local licensing data however would suggest that there has not been an increase in the number of betting shops in Haringey since the Gambling Act (2005) came into force: whilst 10 new betting shop licenses have been granted 12 have been surrendered. This could indicate that some market adjustment has been taking place since the Act has come into force.

The distribution of betting shops in Haringey

- 5.39 Appendix A demonstrates the distribution of betting shops across Haringey. This would appear to indicate that the location of betting shops is not evenly distributed:
- a majority (85%) are located in the east of the borough
 - major betting operators have a majority of units located in the east of the borough:
 - Ladbrokes 22 of 27 units in the east of the borough
 - William Hill 19 of 20 units in the east of the borough
- 5.40 Closer analysis of the location of betting shops (Appendix A) would appear to suggest that there are number of localities where these are clustered in the borough, these include:
- Harringay (Green Lanes/ St Ann's Road)
 - Wood Green (High Road/ Lordship Lane)
 - Tottenham Green (West Green Road/High Road)
 - Bruce Grove (High Road).
- 5.41 There are wide variations in the number of betting shops located in each local authority ward in Haringey (Appendix B). This data is summarised below:
- the average number of betting shops per LA ward in Haringey is 3.4
 - Noel Park ward has the highest number of betting shops (n=11)
 - two wards (Alexandra and Stroud Green) do not have any betting shops.
- 5.42 Analysis of the location of betting shops in Haringey by social deprivation has been undertaken (Appendix C). This demonstrates that 28 out of 66 (42%) of betting shops in Haringey are located in super output areas which are among most socially deprived (top 10%) in England.

- 5.43 Using licensing data collected from eight neighbouring local authorities comparisons have been made in terms of the number of licensed betting shops in operation (Appendix D) and the adult population per betting shop (Appendix E). Analysis of this data demonstrates that:
- Islington (n=80) and Newham (n=80) have the highest number of betting shops whilst Waltham Forest (n=61) has the lowest
 - The highest concentration of betting shops per adult population is in Islington (2,020 adults per betting office) and the lowest being in Enfield (with 3,210 adults per betting office).
 - Haringey is in the mid range in both these assessments: there being 66 betting offices in the borough, and, 2,740 adults per betting office.

6.0 Action taken by the Council prior to the review

Licensing Appeals

- 6.1 Haringey received applications for three new gambling premises in Harringay Green Lanes in the early stages of the Gambling Act (2005) coming into force (two applications for betting shops and one application for an Adult Gaming Centre). These applications received a number of representations from local residents, police and ward councillors. The applications were subsequently refused by the Licensing Committee.
- 6.2 Based on the weight of evidence received, the Licensing Committee rejected the applications for not being in accordance with licensing objectives and could not see how any conditions that could be imposed would overcome these objections. The Committee rejected the applications in respect of:
- keeping gambling free of crime and disorder (e.g. the association of gambling in this locality with crime and disorder)
 - Protecting children, young people and vulnerable adults (e.g. the concentration of houses of multiple occupation in the area would place vulnerable residents at risk of exposure to gambling).
- 6.3 All three operators appealed the decision to the Magistrates Court. The Licensing Authority defended its decision and provided further evidence from local residents, a local GP, the Director of Public Health and local police officers. The magistrates upheld the appeal and ruled that the Licensing Authority had acted unreasonably. The Magistrates cited that in reaching their decision they had regard to section 153 of the Act, which stated that the Licensing Authority should “aim to permit”.

Lobbying Central Government

- 6.4 The Cabinet Member for Neighbourhoods has lobbied both the Government and the Local Government Association for a change to the Gambling Act (2005) and associated guidance.
- 6.5 On the 19th August 2008 the Cabinet Member wrote to the then Secretary of State for Culture Media and Sport, the Rt., Hon., Andy Burnham MP, expressing concern that local authorities have no effective controls to limit the number of gambling premises opening in their boroughs. In the letter (Appendix F), the Cabinet

member reflected on the experiences of Haringey and a Counsel opinion that in effect, no new application could be refused.

- 6.6 Initially the response from the Department of Culture Media and Sport (DCMS) was that it was too early to make changes, but further lobbying through the Local Government Association resulted in an announcement on the 2 December 2008 by the then Prime Minister that he would ensure that “local communities and their authorities have sufficient **powers to prevent the clustering of betting shops** in areas where this is a problem.” This commitment was subsequently confirmed as a Government priority in the Queen’s Speech. It was understood that there would be an early review of the powers available to local authorities and a published report of the findings and proposals. To date no report has been published.
- 6.7 In February 2010, the Cabinet Member wrote again, this time to Rt., Hon., Ben Bradshaw MP the then Secretary of State for Culture Media and Sport, seeking confirmation of whether the review of powers to deal with the clustering of betting shops had been undertaken, and the date by which the findings would be published (Appendix G). Officers also supplied submissions to the Head of Regulation at DCMS to support the need for change in the legislation and guidance, and for DCMS to sponsor a study into the impact of betting shops. Although DCMS accepted no guidance had been issued they did identify that they believed Local Planning Authorities could effectively use Article 4 Directions to control problems.
- 6.8 In July 2010 the Leader of the Council and the Cabinet Member wrote again, this time to the Rt., Hon., Jeremy Hunt MP, Secretary of State at DCMS. In this letter (Appendix H) an explanation was sought of the Government’s position, provided an explanation for why Article 4 Directions are an inappropriate power for dealing with the clustering of betting shops, and highlighted the increasing concern that betting shops are linked to crime and low-level disorder.
- 6.9 In response (Appendix I), the John Penrose MP, Minister for Tourism and Heritage wrote to confirm that he believed that Article 4 Directions under the Town and Country Planning Act are appropriate where there is a “real or specific threat”. He further confirmed that there was a discussion being undertaken on how guidance could be improved so that where there is a link between crime and disorder and specific premises, action could be taken.

Problem Solving Group

- 6.10 A problem solving group involving the police, Community Safety, Licensing Department and Director of Public Health was established which looked specifically at the evidence of impact from betting shops. This group concluded that although there was evidence that betting shops in Haringey were associated with reported crime (i.e. FOBTs criminal damage criminal damage and some evidence of under age usage) this was low compared to other uses: disorder recorded across the whole betting shop estate was less than that recorded at a single popular takeaway.
- 6.11 The local problem solving group agreed to undertake a number of tasks:
- complete further study on underage sales – Trading Standards/Licensing

- task truancy patrols on potential locations
- lobby for improved powers to control location/numbers of FOBTs
- maintain CCTV tasking of hot spot locations.

7. Factors in the location and clustering of betting shops in Haringey

7.1 Licensing data has already established that there has been no growth in the betting shop estate in Haringey: as of July 2010, there were 66 betting shops in which are an equivalent number prior to the Gambling Act (2005) coming in to force. Whilst there has been little change in the absolute numbers of betting shops, there is evidence to suggest that a number of trends have affected the distribution and profile of betting shops in the borough, and ultimately contributed to perceptions of clustering.

Higher profile within local shopping centres

7.2 Whilst the volume of betting shops may not have increased, evidence presented to the panel would appear to indicate that there has been a distinct trend in which some betting shops have migrated from smaller neighbourhood shopping parades to more prominent positions within local shopping centres. This trend was reported in both Haringey and other London boroughs. In part, this has been a result of the departure of banks and building societies from local shopping centres (who have centralised customer service operations), which given that these are of the same use class (A2) have presented new opportunities for betting shops to relocate.¹⁴

7.3 It was also suggested to the panel that a significant number of smaller independent betting shop operators have been taken over by some of the larger and better established corporate gambling operators. Similarly, it was noted that a number of new corporate gambling operators betting have made an entry in to the local shopping centres. The cumulative effect of both these trends is that through standardises corporate livery, betting shops are more recognisable and visible within local shopping centres and to local residents.

7.4 In addition, residents from a number of local areas also indicated that the profile of betting shops within local shopping centres was all the greater because many had double frontages or a had dual aspect (where these were situated on a road junction). To this extent, many residents felt that the actual presence or profile of betting shop premises was underplayed in local shopping centres, as the visible frontage far exceeded the actual number of shops.

Defining clustering

7.5 As has been previously discussed, the mapping of betting shops in Haringey (Appendix A), would appear to demonstrate a number of features; that there are four areas in which shops appear to cluster (Harringay Green Lanes/ Wood Green, Tottenham Green and Bruce Grove) and that a majority of (85%) are situated in the east of the borough. This raised two issues for the panel and for other local stakeholders.

¹⁴ Cornered shops London's small shops and the planning system Planning and Housing Committee, Greater London Assembly, July 2010

7.6 Firstly and most importantly, this raised the issue of cluster definition: what is a 'cluster' and at what level or number does this become problematic for the community. This situation was exemplified in submissions given by residents of the Green Lanes area, which noted that five betting shops had existed in the area for a long time, and did not precipitate substantive concerns among the community at that time. However, the addition of four new betting shops in a small geographical area (the intersection of Green Lanes/ St Ann's Road) had now given rise the perception that this was now a problem for the community.

7.7 In this context, the panel felt that there was an explicit need to define 'clustering' and attempt to define at what level the congregation of betting shops (or indeed any other retail uses) may become problematic for the community. It was felt that where appropriate, these should be reflected in local policy and planning documents to guide and inform future development and planning decisions.

Gambling Act (2005)

7.8 The panel heard evidence which suggested that the introduction of the Gambling Act, in effect, limited the power of the Licensing Authority (the Council) to influence the number and distribution of gambling premises (including betting shops) within that authority area. The panel noted that there were three specific provisions within the Gambling Act (2005) which limited the power of local authority to influence the spatial distribution of gambling premises:

- the removal of the 'demand test' which was present in previous legislation
- the requirement of the Licensing Authority to 'aim to permit' applications
- the narrowing of the scope for permissible local objections to gambling premises (i.e. to those that relate to the 3 gambling objectives fair, crime free and not affect children or vulnerable adults).

7.9 As has already been described in this report, prior to the Gambling Act (2005) coming in to force, licensing arrangements for gambling premises were conducted through the Magistrates Court. This process also required Magistrates to carry out a demand test which assessed existing gambling provision and the need for additional gambling premises in that locality. The Gambling Act (2005) whilst transferring the application process to the Local Authority, removed the power of that authority to conduct a '**demand test**' to assess local need for gambling premises.

7.10 Whilst it was suggested that the removal of the 'demand test' would precipitate a rise in the number of gambling premises within local authority areas, there was no evidence presented to the panel to suggest that this was the case in Haringey. Indeed, the number of betting shops in the borough has remained largely the same. It was the view of the gambling industry that the removal of the 'demand test' helped to remove anti-competitive aspects to the licensing process. It was suggested however, that greater 'marketisation' of the betting shop industry has been offset by an increased regulation of the industry as a whole.

7.11 The panel noted evidence concerning the addition of a provision within the Gambling Act (2005) which specifically identified that the Licensing Authority must '**aim to permit**' a gambling license application so long as evidence was not presented to suggest that any of the three governing principles of gambling (fair

and open, crime free and did not affect children or vulnerable adults) were contravened. It was noted that the inclusion of the 'aim to permit' clause together with a reduced scope in which local objections could be heard, limited the power of the Licensing Authority to withhold premises licenses.

- 7.12 The panel heard that the 'aim to permit' clause had been crucial in the overturning of decisions made by the Licensing Authority to refuse premises license for betting shops in Haringey. In contesting betting shop operators appeals to the magistrate Court, the Council was supported by evidence from the police and health authority and local residents. In approving the appeal, the court ruled that there was insufficient evidence to demonstrate how the granting of one additional betting shop license to existing estate of over 60 betting shops would impact on the three gambling objectives (i.e. keeping it crime free, fair and open or affect children or vulnerable people). In this context, the Licensing Authority (Council) should 'aim to permit' the license and therefore all appeals were upheld.
- 7.13 The panel also noted from officers, that the weight evidence required to influence gambling license conditions was such that the process of evidence gathering that would be needed to challenge individual gambling license applications would put this beyond the means or resources of Local Authorities or other interested parties. It panel also noted that there is there is a dearth of national research to demonstrate the impact of gambling, particularly relating to the use of betting shops which could be used to support any challenge within the licensing process.
- 7.14 Although the intention of the new licensing framework as set out in the Gambling Act (2005) was intended to improve local accountability, the panel heard submissions from a number of local residents to the effect that they felt excluded from the licensing process, because there were few if any opportunities in which local people could influence licensing decisions. In this context, it was suggested to the panel that there was a democratic deficit in the operation of the licensing process, where the 'aim to permit' provision within the Gambling Act (2005) overrode the interests of local residents.
- 7.15 In the context of the above, it was concludes that the Local Authority and other local stakeholders within the community were able to exert little influence on the number or spatial distribution of betting shops in the Haringey.

Prevalence of betting shops in the east of the borough

- 7.15 In terms of the distribution of betting shops, there was widespread concern among community representatives, that the majority of these were located in the east of the borough, given the higher levels of socio-economic deprivation experienced by residents here than other parts Haringey. The location of betting shops disproportionately within the east of the borough (85%), led many community representatives to speculate that gambling operators had actively targeted areas of social deprivation in which to locate betting shops.
- 7.16 The correlation between the location of betting shops and social deprivation has already been mapped in this report (Appendix C). This highlighted that 43% of betting shops are located in the most deprived super output areas (10%).

- 7.17 The Gambling Regulator highlighted evidence from the Gambling Prevalence Study, from which it was noted that the prevalence of gambling was associated with personal income where those on the lowest income were least likely to gamble. Both the gambling regulator and gambling operators suggested that in this context, it would not make commercial sense for areas of social deprivation to be targeted in this way. This would appear to be supported by the 2010 prevalence survey (published since this evidence was received) which concluded that area deprivation was not associated with the overall prevalence of gambling.¹⁵
- 7.18 In their submissions to the panel, betting shop operators were keen to dispel any notion that there was any policy which targeted betting shops in areas of social deprivation. In seeking to explain why most of the betting shops were located in the east of the borough, betting shop operators cited a number of factors which may have influenced this distribution across the borough:
- a higher population density and greater footfall in the east of the borough offered greater business opportunities
 - existing betting shops can be an indicator of successful businesses, which may be a guide for further business opportunities for additional shops in that area.
 - more protected frontage in the west of the borough limited possible sites for betting shops.
- 7.19 Further evidence received by the panel appeared to reiterate the importance of **passing footfall** in the location of betting shops:
- licensing authorities noted the migration of a number of betting shops to more prominent positions within local shopping centres, which suggested that footfall was an important factor in their location
 - evidence obtained through the focus group held among betting shop staff, indicated that a shops overall customer base consisted of equal proportions of core regular clients and passing trade opportunities (footfall)
 - submissions from betting shop operators suggested that there is a correlation between betting shop clusters and high footfall areas in the borough (e.g. Wood Green High Road, Green Lanes and Tottenham High Road).

Fixed Odds Betting Terminals

- 7.20 Fixed Odds Betting Terminals (FOBTs) use touch screen technology and offer more frequent play and higher pay outs than traditional gaming machines. FOBTs are an ancillary entitlement under the under the Gambling Premises License process, and operators are allowed a maximum of four in each betting shop. These were introduced to betting shops in 2001 and were estimated to be 27,500 FOBTs in the UK at the end of 2008.¹⁶
- 7.21 There has been media speculation that the development of FOBTs have helped to arrest the decline in the overall betting shop estate given the significant contribution these have in individual betting shops profitability and of operators themselves.^{17, 18} In the context of this review, the panel received further

¹⁵ British Gambling Prevalence Study 2010

¹⁶ Gambling Commission, Industry Statistics 2008/09

¹⁷ The Virtual Wheel of Fortune, The Guardian, 20.8.04

¹⁸ William Hill Unfazed by Gaming Review, The Telegraph, 28.02.08

submissions concerning the profitability of FOBTs and how this may be linked to the clustering of betting shops in local areas.

- 7.22 The panel noted that each individual FOBTs can generate a gross profit of up to £750 per week and now contribute more to the profitability of betting shops than traditional sports betting, such as horse-racing, greyhounds or football. The importance of this revenue stream to betting shops was confirmed to the panel by betting shop operators, who confirmed that FOBTs contributed to between 40-50% of the profits of individual betting shops. Given the restrictions on the number of FOBTs that can be operated from each betting shop, it was suggested that opening additional shops in areas of high footfall may present further opportunities for operators to maintain and develop revenue streams, but also contribute to the clustering effect seen in these areas.

Clustering, profitability and market adjustment

- 7.23 Whilst the panel acknowledged that footfall plays an important role in the location of betting shops, the panel sought to explore further why betting shops clustered and what impact new additions to a local betting shop cluster had upon the profitability of existing betting shops. In this context, the panel noted two important contributions to the evidence:

- betting shop staff (in a focus group), noted that the entry of a new betting shop did not lead to any reduction in customer business in both the Wood Green and Green Lanes cluster
- One of the major betting shop operators reported that business was affected (i.e. profits were diluted) when a new betting shop entered an existing cluster, implying that the profitability of betting shops is affected by new competition.

- 7.24 From this it could be inferred that the clustering of betting shops occur where there is sufficient footfall to maintain a customer base and profitability of individual shops. Evidently, a point may be subsequently reached in which market saturation may occur, where the addition of a further betting shop may impact on the profitability of shops in that cluster. In this context, it was suggested that market competition would determine the number of betting shops that exist in the locality and their propensity to cluster. This was verified by gambling operators, who indicated that they would not hesitate to close loss making betting shops, and that in such circumstances reductions had been made in their betting shop estate.

- 7.25 It was suggested that as the profitability of betting shops may be affected by clustering the industry may itself come to an agreement amongst themselves not to cluster in certain areas. The panel noted that this was an unlikely outcome, as individual operators were in competition with each other and the decision to locate to a particular area is a commercial decision taken by individual operators. Such restrictions or agreements on clustering among gambling operators would also fall foul of anti-competition laws.

How do betting shops contribute to Haringey?

- 8.1 Betting shop operators provided submissions to the panel in both documentary form and in person. A submission was presented through the trade association (Association of British Bookmakers) and through individual operators themselves.

Betting shop operators allowed questioning from both the panel and members of the public which attended the dedicated panel meeting.

- 8.2 It was noted that both major gambling operators had a long established presence in the borough, with the first shops being developed here in throughout the 1960's and 1970's. It was noted that one of the major operators had not increased its estate (the number of betting shops in the borough) for a number of years, even after the Gambling Act (2005) has come in to force. In this context, operators indicated that it was important to phrase the debate in the context that betting shops are an established part of the fabric of retail shopping centres, provide a desired leisure service and contribute to the diversity of that community.

Key features of the industry

- 8.3 Operators highlighted a number of key features of their business which it hoped the panel would reflect upon in considering the issue of the clustering of betting shops. It was noted that the industry is a high turn over and low margin business; of all the stakes gambled at betting shops 85% are returned by way of winnings. It was also suggested that gambling operators were significant contributors the public purse where operators pay more in general taxation than they do to their shareholders. In this context, the industry indicated that it 'paid its way'.

- 8.4 The gambling operators also noted that the industry was highly regulated, and that in international comparisons was one of the most highly regulated gambling industries in the world. The panel noted evidence that both operators and individuals were subjected to rigorous checks in licensing processes. Operators also indicated that there was a high level of technical regulation of the industry, such as in the operation of gaming machines. As a consequence of high levels of regulation, it was suggested that comparative to many other countries, low rates of problem gambling prevail in the UK.

Employment opportunities

- 8.5 Operators noted that betting shops were active contributors to the local community in that they provided a significant number of employment opportunities for local people. It was indicated to the panel that approximately 300-320 people were directly employed by operators in betting shops in Haringey. In addition, the head office of one of the major gambling operators was also located here in the borough where another 170 people worked. In this context, the gambling industry provided close to 500 jobs in Haringey.

- 8.6 From a focus group conducted with staff who worked in local betting shops, the panel noted that staff were mostly local people and were very grateful for the employment opportunities which the gambling operators presented. Staff also made clear to the panel that they were well treated by their employers in that they felt that they were well-trained and had access to staff pension scheme, both of which were considered to be positive in current economic environment.

Social responsibility

- 8.7 Gambling operators also sought to emphasise to the panel that they fully acknowledged the social responsibility duties of their business. Whilst acknowledging that problem gambling was low, operators noted that staff were

trained to identify those with problems and operated a number of schemes to help them (self barring). Gambling operators were also financial contributors to support education, treatment and support for those with a gambling problem; in 2011, this was estimated to total £6million. It was noted that the operations of GamCare, which provides advice, treatment and support for problem gamblers was also funded through gambling operators.

- 8.8 In response to concerns around under age gambling, operators indicated that they had sought to improve awareness and challenge amongst their staff. The panel noted that operators had instituted a Think 21 policy within their organisations, so that everyone that appeared under this age was challenged. Submissions from both the Gambling Commission and GamCare verified that the industry had been responsive to this and other similar concerns.

9. Impact of the clustering of betting shops

Sustainability of local shopping areas

- 9.1 The panel received submissions from local residents, businesses and residents groups to suggest that the clustering of betting shops, may impact on the future sustainability of local shopping areas. A consistent theme within this evidence was that the clustering of betting shops in particular localities, restricted the retail choice available to local residents and that the attractiveness or appeal of local shopping centres was reduced as a result.
- 9.2 By way of an example, local residents, community groups and indeed business representatives from Green Lanes suggested to the panel that volume of gambling premises in this area (8 betting shops and 1 Adult Gaming Centre) did not add to the diversity of retail options available to local residents. Furthermore, limitations on the shopping options and the attractiveness of that area to potential shoppers were further limited where betting shops clustered (particularly at the intersection of Green Lanes with Salisbury / Warham Road).
- 9.3 Residents noted that the prevalence of betting shops in their communities and the way in which they appeared to cluster, tended exclude certain groups from these areas within their community. The panel noted that there were certain sections of the community that were legally excluded from betting shops (e.g. under 18's), whilst others had no interest in the nature of their business (such as those who do not gamble). The panel also received submissions from some residents to the effect that that they actively avoided betting shops (those who had a moral objection to gambling, had young children or seeking to avoid customers that loitered outside these premises). The cumulative impact of this was that this created 'dead retail frontage' which did little to encourage community attachment or support for areas in which betting shops clustered.
- 9.4 On the submissions received by the panel, it was apparent that local residents and business representatives concurred in the opinion that the clustering of betting shops also did little to encourage people to visit local shopping centres from outside the local community. Submissions received from the Green Lane Traders Association suggested that betting shops did not generate any significant footfall in

the area and may actually impact on the viability of local shopping centres in which they clustered.

- 9.5 The panel also received evidence which suggested that the migration of some betting shops in to local shopping centres had increased trading pressures on local *independent* retailers. It was suggested that the increased presence of betting shops had contributed to an increase in local rental values in local shopping centres, beyond that which could be matched by local independent retailers. Furthermore, it was suggested that independent retailers also did not have the corporate backing and support infrastructure of betting shops which placed them at a disadvantage. Local residents were mindful of the role of independent retailers in creating diverse and appealing shopping centres, and were thus concerned of the threat posed by betting shops and the broader 'corporatisation' of their local shopping centres.
- 9.6 It was the view of the panel that the impact of the clustering of betting shops on local business rents should be the subject of further local investigation. Such a study would help ascertain if there is any definitive evidence on the association of the clustering of betting shops and business rent values, and if confirmed, identify possible ways going forward.
- 9.7 In terms of the sustainability of local shopping centres, many of the submissions received related to the concerns around the clustering of betting shops. The panel were all too aware however, that other retail uses also clustered in local shopping centres; other examples noted by the panel included the clustering of estate agents in Crouch End and jewellers in Green Lanes. In this context, the panel were in agreement that the clustering of any retail use was likely to have a detrimental affect on the diversity and retail appeal of local shopping areas, and this principle should inform policies and strategies concerning local retail shopping centres.

Crime, anti-social behaviour and low level disorder

- 9.8 Keeping gambling free of crime is a central tenet of the Gambling Act (2005), therefore the panel sought to explore the association between betting shops and the incidence of crime, disorder and antisocial behaviour. The panel were also keen to understand if the clustering betting shops had any further impact on crime in these areas.
- 9.9 In its submission to the panel, the Metropolitan Police reported the results of a six month audit (from April 1st 2010) of incidents of crime and disorder connected with the 66 betting shops located in Haringey. This audit indicated that:
- there were 200 incidents at which police were called
 - there were 136 actual criminal offences
 - most offences related to criminal damage (58%)
 - almost all incidents of criminal damage (89%) related to the use of FOBTs.
- 9.10 Police intelligence reported to the panel noted that a major concern appeared to be that of disorder, which related to the behaviour of customers that congregated outside betting shops. Police evidence suggested that this predominantly related to incidents of intimidation and harassment of passers by. The panel received

submissions from local residents, businesses and community groups which provided further evidence about the nature of these concerns which included:

- a local business concerned at groups of customers that loitered outside a betting shop in the Bruce Grove area who were engaged in antisocial behaviour (street drinking, fighting and urinating in public)
- residents, community groups and residents associations indicated that people felt intimidated by groups of men that congregated outside betting shops and that women and older people felt particularly vulnerable at having to pass premises in Green Lanes, Turnpike Lane and Wood Green areas
- residents associations noted that the personal safety concerns of local residents were exacerbated when they had to use these areas in the evening.

9.11 The panel noted evidence from the police concerning crime and incident reporting procedures of local gambling operators. In its analysis of incident reporting at local betting shops, police noted that there were significant variations in the number of incidents reported by different gambling operators, from which it was concluded that this was as a result of different reporting standards and procedures. The problem appeared to be twofold:

- some gambling operators had different policies for reporting crime and disorder to the local police
- the reporting process was different among gambling operators, with some choosing to report directly to local police and others via Safer Neighbourhood Teams.

9.12 The panel noted police evidence which suggested that different standards and processes through which different gambling operators reported crime and disorder occurring within their betting shop estate distorts the pattern of reporting across the borough. It was also suggested that these inconsistencies may lead to an element of under reporting of crime and disorder at local betting shops.

9.13 It was suggested to the panel that crime and antisocial behaviour problems recorded at some betting shops was as a result of shops opening in an area which was a known crime hotspot or where there was known gang activity. In this context, it was suggested that further liaison between police and gambling operators may be beneficial to ensure that any necessary adjustments to the design or layout of betting shops could be considered at an earlier stage.

9.14 Whilst there were evidently strong community concerns around the level of crime and disorder associated with local betting shops, it was the view of local police, that betting shops themselves were not a significant generator of local crime. The police also gave no evidence to suggest that there was any relationship between crime and the clustering of betting shops in local areas. Local police did conclude however, that betting shops have become the focal point or catalyst for crime, disorder or ASB in areas where this was already known to exist.

9.15 The panel also noted the submission from the Gambling Regulator and from local police to suggest that where crime and disorder issues had been raised, individual gambling operators had responded both fully and promptly. It was noted that local gambling operators have cooperated fully with local police and have helped to provide quick solutions to problems identified.

Fixed Odds Betting Terminals

- 9.16 Aside from FOBTs possible role in the clustering of betting shops (see 7.20-7.22), other concerns were raised about these gaming machines by local residents and community groups in their submissions to the panel. Firstly, there was a concern about the amount of money that such FOBTs were making. It was suggested to the panel that given the profitability of each FOBT (estimated at £750 per week), if there were 66 betting shops in Haringey, each with four FOBTs, then these could contribute up to £10million in turnover for local betting shops. Although it was accepted that some of this money would be recycled back within the community (through local wages) concerns were raised by local residents and community groups at the possible drain on local communities this may represent, particularly those that are already socially and economically deprived.
- 9.17 The panel noted that there were concerns about the possible association of FOBTs with problem gambling. It was suggested that the turnover of play and the lure of high jackpots (£500) encouraged addictive usage, particularly among younger people. This was verified in a report from GamCare¹⁹, which supports people with a gambling problem where it was noted that:
- there was a 22% rise in calls to its help line from 18-25 year olds
 - the prevalence of problem gambling among adolescents was three times that of adults
 - 40% of GamCare clients aged 18-25 were gambling in betting shops
 - FOBTs were the most common (15%) form of gambling activity among problem gamblers aged 18-25.
- 9.18 Underage usage of FOBTs was also raised as a concern. A local resident noted to the panel the result of a test purchase scheme undertaken by the Gambling Commission, which found that almost all (98%) of 160 betting shops tested allowed an under age person to place a bet.²⁰ Although subsequent retesting found that under age gambling was prevented at 65% of shops, it was recorded that test purchases only covered over the counter bets placed with a cashier, and that usage of FOBTs, which may be more difficult to monitor, may be more widespread.
- 9.19 The panel was also made aware of the connection between FOBTs and local **reported criminal activity**. Evidence presented by local police indicated that of the 136 notified offences recorded in local betting shops in a 6 month period from Aprils 1st 2010, a majority (58%) related to criminal damage of which almost all (87%) concerned FOBTs. Submissions received by a betting shop user and betting shop staff indicated that criminal damage associated with FOBTs was predominantly as a result of people becoming frustrated in the way these machines operated.
- 9.20 Betting shop operators noted that FOBTs are regulated by the Gambling Commission and suggested to the panel that there was no substantive evidence linking the use of FOBTs to problem gambling nor had a the incidence of problem

¹⁹ We're there when the odds are stacked against you, GamCAre, Statistics 2009/10

²⁰ Under age gambling in betting shops - operators face further tests Gambling Commission 3/12/09 (www.gamblingcomission.com)

gambling risen since these were introduced. Gambling operators also suggested that any move to restrict the numbers of FOBTs may impact on the viability of the betting shop estate, which would inevitably impact on community investment and related employment opportunities for local people.

Children, young people and vulnerable adults

- 9.21 Protecting children, young people and vulnerable adults is one of the key principles of gambling policy, and underpin all decisions to license gambling premises. Local residents and community groups raised concerns with the panel about the impact that betting shops have on children and young people, particularly in the areas where they clustered together. Although many local residents indicated that whilst they had no moral objection to gambling, it was felt that the clustering of betting shops together with attractive window displays may normalise betting shops and gambling to young people.
- 9.22 Local residents and community groups noted the close proximity of local primary schools to clusters of betting shops in the Green Lanes area (North Harringay, South Harringay and St John Vianney) and Wood Green area (Noel Park and Alexandra Primary Schools). Parents noted therefore noted that betting shops were a feature on their journey to and from these schools. Aside from the normalisation of gambling, parents also indicated that they were concerned at having to pass the groups of men that congregated outside betting shops and associated anti-social behaviour displayed by some betting shop users.
- 9.23 Under age usage of betting shops was raised by local residents and community groups. A resident noted that they had seen a young person inside a betting shop, while in a submission from a local resident association concerns were raised that adults were being used to place bets by under-age young people. A number of representatives at the panel meeting suggested that under-age usage of betting shops was a national issue, with studies in a number of other boroughs identifying under high rates of under age usage.²¹
- 9.24 In response to issues around under age usage of betting shops, gambling operators acknowledged that there had been a problem in this area and that operators were working with the Gambling Commission to help improve this. The panel noted that the industry had also gone through a process of internal and external audits to help improve the industry response. It reiterated to the panel, that all staff were trained on this issue and had operators had established a Think 21 policy, where all those who looked under this age would be required to provide proof of age. The Gambling Commission also noted that operators were responding to this issue.
- 9.25 Residents and community groups were also concerned about the impact had upon vulnerable adults in areas where betting shops clustered. Residents and community groups from Green Lanes area noted that there was a large number of vulnerable adults living in this area because of the large number of hostels located in these wards (12 in Harringay and 8 in St Ann's wards) and the proximity of St Ann's Hospital (community mental health services). There was a perception that

²¹ Under age gambling in betting shops, Gambling Commission 2009 (www.gambling.commission)

such vulnerable adults use betting shops to 'hang out' and that this group when they participate in gambling, may be more susceptible gambling problems.

Problem Gambling

- 9.26 The panel noted that compared to many other countries, the UK has relatively low levels of problem gambling: national prevalence data suggest that about 0.6% of the adult population have a gambling problem (equating to about 250,000 people). This rate has been stable from 1999 through to 2007. The panel sought to assess whether the clustering of betting shops had impacted on problem gambling.
- 9.27 The panel understood that although over half (54%) of those contacting the help lines of GamCare have debts of less than £10,000, it was not uncommon for people to present with much larger six figure debts (over £100, 000). The amount of debt incurred from gambling is of course relative: people on high incomes can afford to lose much more than those on lower incomes. Thus a person presenting with debts of £1000 or less can still be serious if that person is on benefits or on a low wage.
- 9.28 In its submission to the panel, GamCare described some common problems that those with a gambling problem may face, such as debt, ill health, anxiety, depression and relationship problems. It was suggested to the panel that the estimated cost of dealing with these problems nationally was in excess of £2billion per annum. Whilst noting the existence of support services such as Gamblers Anonymous and GamCare, the panel heard that dedicated healthcare provision was scarce; there being just one dedicated health clinic in the England that addressed the adverse health effects of problem gambling.
- 9.29 Submissions received from both the Gambling Regulator and GamCare, noted that the that there were a number of important factors which were associated with problem gambling:
- the availability of gambling opportunities
 - the frequency in which a person gambled
 - the range of gambling mediums (e.g. betting shops, on-line) and activities (e.g. scratchcards, FOBTs, horseracing).
- 9.30 In assessing the impact that the clustering of betting shops may have on problem gambling, both the regulator and GamCare noted that there was no evidence to support or contradict such an association. Whilst it was recognised that the opportunity to gamble was a factor in the propensity to gamble and that by having more betting shop in a particular area may make it easier for people to gamble, there was no evidence to suggest that this would precipitate an increase in problem gambling. Indeed, the panel noted that moves to restrict the clustering of betting shops was unlikely to have a significant impact on problem gambling given the alternative mediums through which individual would still be able to gamble.
- 9.31 GamCare also indicated that, in its assessment, the UK had responsible gambling industry in which companies are well run and individuals are fully assessed and trained within the licensing objectives. It also noted that gambling industry employees were well trained to identify individuals with a gambling problem and to signpost them to sources of support. Both the Gambling Commission and

GamCare noted that the industry had been responsive to shortcomings highlighted in the past.

9.32 Evidence was also submitted to the panel which noted associations between problem gambling and other addictive behaviours such as smoking, alcohol consumption and drug use.²² In this context, the panel noted that problem gambling could be seen as a broader public health issue. Given the lack of dedicated healthcare provision, the panel were keen to ensure that local health and associated health care professionals were aware of problem gambling risk factors, co-behaviours (e.g. alcohol abuse, smoking) and associated problems (e.g. debt, stress, anxiety) and how best these can be supported locally.

9.33 Since evidence was submitted for this review, the most recent national prevalence survey has been published which has shown a significant increase in the rise of problem gambling: the rate of problem gamblers in the adult population has risen from 0.6% in 2007 to 0.9% in 2010. It is too early to establish if this is part of an established trend or if there are any specific factors which have underpinned such an increase.

Social deprivation

9.34 Local residents also suggested that the clustering of betting shops in the most deprived areas of the borough was compounding social deprivation in those areas. As has already been noted, FOBTs are estimated to contribute up to £10million of betting shop turnover in Haringey alone (see 9.16) which may come from those who can least afford it.

9.35 Similarly, the demographic characteristics associated with problem gambling (young males, black and Asian communities, low income, the unemployed and in poor health²³) would appear to correlate with that of the east of the borough, where 85% of the betting shops are located. As a consequence, issues associated with problem gambling (debt, ill-health, smoking, alcohol use, anxiety, depression, relationship problems) may contribute further to the cycle of social deprivation.

Impact on local environment

9.36 Local residents, community associations and other traders provided submissions to the panel which suggested that gambling operators did not fully acknowledge the impact of betting shops on the local environment. The panel heard that the frontages to some shops were not always well maintained and in some cases, repairs remained outstanding for considerable periods of time. Most importantly, betting shop users who congregated outside betting shops (primarily to smoke or drink) created street litter from discards. Residents from across many areas indicated that this was a problem which adversely affected the character and attractiveness of the area in which they lived.

9.37 In a submission from an independent trader from the Bruce Grove area it was noted that large groups of betting shops users (6-12 people) congregated outside an adjacent betting shop. As betting shop users had been drinking and there were

²² Gambling, alcohol consumption, cigarette smoking and health ; findings from the 2007 British Gambling Prevalence Survey Gambling Commission 2009

²³ Gambling Prevalence Study 2010 (Section 6.2) Gambling Commission

no toilet facilities inside the betting shop, it was noted that the surrounding area was often used as a toilet. As the business of this trader was food retail this represented significant business concern.

- 9.38 In their submissions to the panel, the betting shop operators acknowledged the local environmental concerns about the operation of some of its shops in Haringey and would respond to these. Furthermore, the industry indicated that it wanted to work with the authority and other local organisations on this issue and would help where it was able to act.

10.0 How have other Local Authorities dealt with the betting shop issue?

- 10.1 The panel noted that the issue of the clustering of betting shops was not confined to Haringey but that similar concerns had arisen in a number of other Local Authorities in London including Hackney, Waltham Forest, Harrow and Ealing. An Early Day Motion condemning the proliferation of betting shops was signed by 19 MPs, of which 7 represented London constituencies.²⁴ Indeed, such has been the widespread concern about this issue, that the **Local Government Association** has had direct meetings with the Department of Media, Culture and Sport in 2009 on behalf of local authorities.²⁵
- 10.2 In the **London Borough of Hackney**, a scrutiny commission conducted a review of betting shops in Hackney. This review identified 64 betting shops many of which clustered in areas of high social deprivation. This review also acknowledged that the Council had limited powers to restrict such clustering of betting shops, and as such, should continue to gather local data and conduct further research in this issue to support policy aspirations in this area and to continue to lobby central government to create a separate use class for betting shops (*sui generis*).²⁶
- 10.3 In **Waltham Forest**, the Council have sought to address the clustering of betting shops alongside the proliferation of other retail uses (e.g. take aways and estate agents), through the Local Development Framework. The borough is considering the development of a policy on clustering of retail uses which will help to identify how retail uses meet local needs and the benefits these provide to the local community. The panel also noted that 'High Street Life Strategy' has been commissioned which may be able to apply threshold limits on the number of clustered retail uses acceptable in a given frontage.
- 10.4 The panel also noted that the **London Assembly** has conducted a review in to the decline of neighbourhood shops in London. In its subsequent report, *Cornered Shops*, it noted the importance of local retail centres as point of access for goods and services to local people and the important role that local independent retailers played in the sustainability of these centres.²⁷ The report also highlighted the increasing presence of corporate retail into local retail centres (e.g. supermarket

²⁴ Early Day Motion 1192 Betting Shops in Inner London Boroughs, House of Commons, 25.3.10

²⁵ <http://www.lga.gov.uk/>

²⁶ Scrutiny inquiry on 'The Concentration of Betting Shops in Hackney' Hackney Council, July 2009

²⁷ Cornered shops London's small shops and the planning system Planning and Housing Committee, Greater London Assembly, July 2010

convenience stores and betting shops) and the challenges these presented for local independent retailers.

- 10.5 The report calls on the Mayor to make changes to the London Plan to strengthen protection for local shops and give boroughs more power to resist or negotiate on planning applications from big corporate retailers. In addition it recommends that London boroughs have policies to:
- protect retail uses in neighbourhood parades within walking distance
 - protect small retail units from adverse impacts from new retail development
 - reflect the need for local small shops to be easily accessible via a full range of sustainable modes of transport.
- 10.6 Despite the activities of the Local and regional authorities listed above, the extent to which the clustering of betting shops is of widespread national concern was questioned within the review process. The panel noted the submission from the Gambling Regulator which suggested that the clustering of betting shops was problematic in a small number of authorities, mostly in London, a view which has been subsequently supported by the Ministers in the DCLG.²⁸ In this context, there has been little support or acknowledgement of the need for national legislation.

11.0 Possible remedies to prevent the clustering of betting shops

- 11.1 Given the wide ranging evidence received concerning the clustering of betting shops, the panel noted that it would be important to match specific responses to desired outcomes. In its submission to the panel, the Gambling Commission noted that it was important that the review focused on the most relevant remedies in terms of the clustering of betting shops. This was clearly spelt out to the panel:
- if the issue is one of problem gambling, then the most appropriate remedy lies within the Gambling Act
 - if the issue is one of crime and disorder, then the most appropriate remedy also lies within the Gambling Act
 - if the issue is one of nuisance, then the Gambling Act makes no provision for this, and may require more local solutions or agreements for remedies
 - if the issue of one of amenity within an area, then the review must seek redress in legislation concerning amenity, such as 'sui generis' or an Article 4 Direction.

The Gambling Act (2005)

- 11.2 Evidence was presented to the panel concerning the implications of the introduction of the Gambling Act (2005) and how this curtailed the power of the Local Authority and other local stakeholders to influence the number or spatial distribution of betting shops in the locality. The removal of the 'demand test' and the introduction of the 'must aim to permit' clause together with the weight of evidence required to justify any challenge, effectively limited the role of the Local Authority to influence gambling license decisions or limit the way betting shops clustered together.
- 11.3 It was suggested to the panel that the 'aim to permit' clause was somehow an unintended consequence of the Gambling Act (2005), in that the full repercussions

²⁸ Bob Neil, Parliamentary Under Secretary of State, Bookmakers and Planning (debate) 24.11.10 House of Commons

of this clause had not been fully realised when this legislation was passed. In its submission to the panel, the Gambling Commission sought to clarify any ambiguity on this matter, by stating that the removal of the demand test and the requirement for local authorities to 'aim to permit were not legislative errors, indeed, these were the explicit intentions of the legislation.

- 11.4 Further evidence from local correspondence with Ministers at the Department of Culture, Media and Sport (Appendix I) would also appear to rule out any change in gambling legislation. It is clearly the view of the department, that the issue of the clustering of betting shops is not a national issue, but restricted to a number of metropolitan authorities, and as such, changes to the national legislature would represent a disproportionate response. As an alternative, the department has recommended that the Council pursue a remedy for the clustering of betting shops through an Article 4 Direction.

Article 4 Direction

- 11.5 The panel considered the use of applying an Article 4 Direction to limit permitted development rights in specific areas and therefore control the clustering of betting shops. As has been reported earlier there are strict guidelines around the use of this procedure (see 4.25-4.27). Evidence presented to the panel also suggested that the use of Article 4 Direction would also not be straightforward and would face a number of significant challenges including:
- the ability to include all betting shops within a particular cluster
 - the ability to use an Article 4 Direction to control a business operation (i.e. betting shop) as opposed to a Use of Class (i.e. A2 retail financial and other professional services)
 - resource implications of conducting an extensive consultation exercise with those businesses or buildings where the Article 4 Direction is to be applied
 - the evidence threshold at which an Article 4 Direction is approved or accepted or subject to legal challenge
 - resource implications for compensating those businesses or buildings that have General Permitted Development Rights removed through the application of the Article 4 Direction.
- 11.6 To apply an Article 4 Direction to control the use of premises for a betting shop, the order would need to be made for each parade where tighter control was required and a boundary would need to be defined. The boundary of the Council's shopping parades however, may not include all of the shops within that local area, and some units may sit outside of the boundary.
- 11.7 Submissions from local planning officers suggested to the panel that an Article 4 Direction Order may not be the most appropriate tool through which to control the clustering of betting shops, given that control is exercised over the use class (i.e. A2) rather than the business operation (i.e. betting shop). Use of an Article 4 direction may therefore include a number of uses that fall within use class A2 that would be acceptable to the vitality and viability of shopping centres.
- 11.8 The panel also heard that there may be significant resource implications if the Council chose to pursue the Article 4 Direction approach to control the clustering of betting shops. The panel understood that there would be a need to conduct public

and business consultation in each of the areas proposed for an Article 4 Direction to limit permitted development rights. Furthermore, there may also be an expectation that the Council to pay compensation on a time limited basis to those businesses/ retailers /leaseholders where planning permission cannot be obtained for development which otherwise would be treated as a general permitted development (i.e. the property value may be affected if use is restricted).

- 11.9 The panel also noted Circular 9/95 'General Development Order Consolidation 1995' which makes it clear that there is a high threshold to reach before the Secretary of State will consider that an Article 4 Direction is justified, and that the current legislation is framed to be permissive. Any body of evidence gathered to support an Article 4 Direction which sought to control the proliferation of betting shops would need to be robust and conclusive in terms of any harm resulting as a consequence of this proliferation, or indeed legal challenge from interested parties. Correspondence from DCMS (Appendix I) also suggests that the application of an Article 4 Direction would need to demonstrate a 'real and specific threat'.
- 11.10 In the context of the above, the panel understood that the use of an Article 4 Direction to control the clustering of betting shops would present significant challenges for the Council. The benefits to be accrued from a successful application of an Article 4 Direction would also need to be assessed against the scale and resources required to support an Article 4 Direction. Nonetheless, given that this continues to be the recommended approach of the Department of Culture, Media and Sport, further work may need to be undertaken to identify the practicalities and pitfalls of such an approach by the Council
- Use Class – "Sui Generis"
- 11.11 The panel noted that as betting shops fall within Use Class A2 (financial and professional services) along with Building Societies, estate agents, banks and employment agencies. It was noted that planning permission is not required to turn any shop unit falling within this class in to a betting shop. Planning permission is also not required to change the use from any shop in A3 (restaurants and cafés), A4 (drinking establishments) or A5 (hot food take away) to class A2. Planning permission is required for change of use from A1 (retail) to A2.
- 11.12 In this context of the above, it was suggested that it may be possible to restrict clustering of betting through making betting shops 'sui generis', that is, a use class of their own. If betting shops were declared 'sui generis', then planning permission would **always** be required for any change of use unless the shop unit is already a betting shop and the change is just to the provider of the service.
- 11.13 The panel noted that given the evidence presented to the review on the range of impacts that the clustering of betting shops has upon the local community, clustering of betting shops would appear to affect local amenity sufficiently for them to be considered as a use class of their own.
- 11.14 The panel noted however, that the reclassification of betting shops as 'sui generis' is not a locally determined process, but would require action by central government to amend planning use class laws. The panel noted that this could be a further option for the Council to lobby central government.

Other planning options

- 11.15 It was noted to the panel that it may be possible to develop an appropriate clustering policy which sought to limit not just the clustering of betting shops but also other retail uses in local shopping centres or neighbourhoods. It was noted that such a policy would need to have regard to:
- the number of same type establishments in the immediate area
 - the extent to which the proposed use meets an important local need (to be identified through local need surveys)
 - the potential benefits the use will provide for the wider community.
- 11.16 The current Unitary Development Plan policy, TCR3 (Protection of Shopping Frontages), sets out the criteria for determining planning applications for a change of use from retail to non retail. The emerging Core Strategy and the first draft Development Management Development Plan Document (DM DPD) have similar policies seeking to limit the number of non-retail uses in order to protect the viability and vitality of the Town and District centres in the borough. As part of the DM DPD process, the planning policy team is working on policy options and interventions, within the national planning framework, on betting shop clusters in Haringey's town centres. The emerging policy on this will be produced for the next round of consultation on the DM DPD.
- 11.17 An outline of current and emerging planning policy relating to this issue was presented to the panel. It was noted that the Core Strategy will be finalised by the end of 2011/ beginning of 2012. The panel noted that evidence presented to this scrutiny review may support the development of a clustering policy or indeed, a future policy around A2 use class to be included in the emerging DM DPD which is due for a second round of public consultation in early 2012.

12.0 Summary and conclusions

- 12.1 The Gambling Act (2005) has precipitated a fundamental change in the way that gambling premises are licensed. There have been fears that the liberalisation of the licensing process, as demonstrated through the removal of a 'demand test' and requirement of the Licensing Authority to 'aim to permit' applications, would lead to a proliferation of betting shops. In practice however, there is little evidence to suggest that this legislation has contributed to an increase in the number of betting shops in Haringey.
- 12.2 What is apparent is that betting shops are more visible and recognisable in local communities. Betting shops, in the most, are part of large gambling businesses, with well recognised corporate livery and signage. The review also identified a trend where, in seeking higher footfall for their business, some betting shops have moved to more prominent positions in local shopping centres, often occupying premises vacated by banks and other financial services. It is also evident, that in this process, betting shops have clustered together in localised areas.
- 12.3 Aside from any moral objections, the review has captured and documented widespread community concerns relating to the clustering of betting shops in

Haringey. The most prevalent concern has been the impact that the clustering of betting shops has on the retail appeal of local communities. Many residents and community representatives indicated that the clustering of betting shops, with their attendant problems, have impacted on the vitality and vibrancy of the community, which if left unchecked, could affect the future sustainability of these areas as local shopping centres.

- 12.4 Critically, the panel were of the view that the clustering of any retail use may have a similar impact, as this too would restrict the choice and retail appeal of local shopping centres. In this context, approaches to improving the amenity and vitality of local shopping centres should be guided by an approach that limits the clustering of any retail use and seeks to promote a diverse range of retail options that support the needs of local communities.
- 12.5 Whilst there is little doubt that betting shop operators do make a contribution to the local community through the provision job opportunities and take their social responsibility role seriously, it was the view of local residents and community groups that betting shops were different to other retail units, particularly as they were associated with a number of operational issues which impacted on the communities in which they were situated. Submissions presented to the panel highlighted a number of concerns specifically concerning the clustering of betting shops in relation to:
- crime and anti-social behaviour
 - impact on children, young people and vulnerable adults
 - problem gambling
 - local environment
 - social deprivation
- 12.6 Specific community concerns were raised about betting shops in relation to crime and anti-social behaviour, where evidence to the review highlighted the need for further research in the use of FOBTs given their association with local disorder (criminal damage) and the need to address the anti-social behaviour of some betting shop customers that congregate outside the premises. Despite these concerns, it was the view of local police that betting shops were not significant generators of crime, though mechanisms through which crime and anti-social behaviour at betting shops were reported could be improved. The panel have made a number of recommendations to help improve this.
- 12.7 The panel has also made a number of recommendations to aim to address some of the symptomatic issues which appear to arise from the clustering of betting shops which have been raised above. It is hoped that the establishment of a local voluntary code among gambling licensees will provide a link between betting shop operators and other statutory organisations to address some of these concerns.
- 12.8 In terms of resolving the issue of clustering of betting shops, it is apparent that there is little remedy within provisions within the Gambling Act (2005). Indeed, it is apparent that this legislation offers little opportunity for a Local Authority or local residents to influence the number of spatial location of gambling premises. Whilst it may improve the Council's position to develop alliances with other Local Authorities who face similar issues with betting shops and lobby for change in this

legislation, the prospect of success may be limited given the stated intentions of this legislation (to liberalise the market) and Ministerial advice to seek alternative solutions.

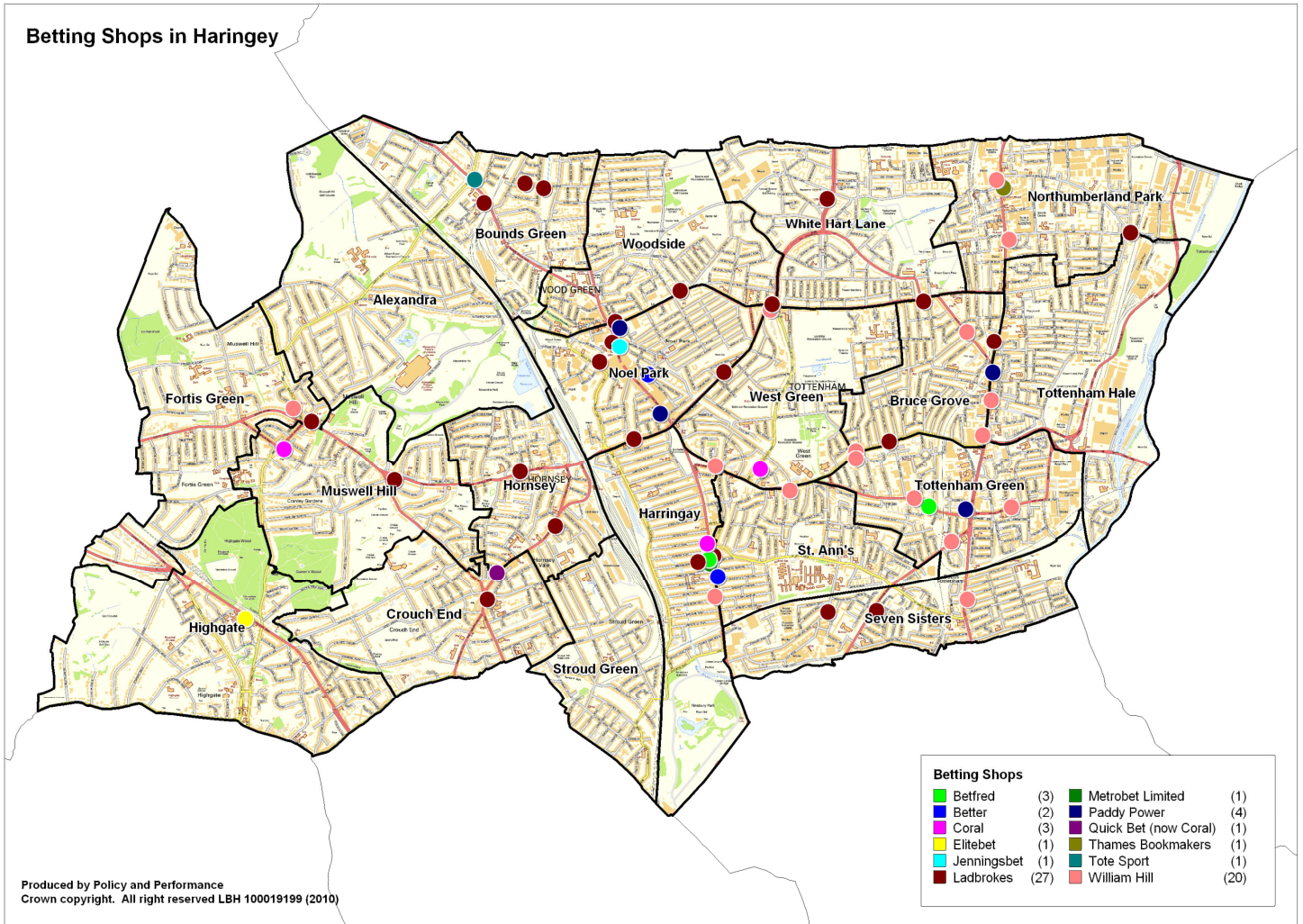
- 12.9 Governmental advice would appear to focus on local planning policy with the use of an Article 4 Direction, which would aim to remove certain planning rights under General Permitted Development Orders. Evidence presented to the panel suggests that the Council may face significant legal and financial challenges in adopting this approach which may make it unviable. Nonetheless, as this continues to be recommended approach suggested by Ministers, it may be beneficial for Council to conduct a full appraisal of the use of an Article 4 Direction, which may further inform action taken by the Council and future contact with government departments.
- 12.10 Other planning approaches have been suggested to help control the clustering of betting shops and other retail uses. Given the impact on local amenity that betting shops have, it has been suggested that these should be made a use class of their own ('sui generis') and therefore require planning permission for any change. This approach however would require a change to national planning guidelines and thus would require further lobbying of central government by Local Authorities.
- 12.11 In order to tackle the clustering of any retail uses, the panel recommend that there is a need to define the concept of clustering, and the parameters in which such clustering may have harmful effects on local communities. The panel also noted that the work of local planning officers to strengthen local planning policies to prevent clustering will be paramount. It is noted that a policy has been drafted to sit within the Councils Local Development Framework: *The Provision of Parades to Support Sustainable Communities*. The policy seeks to ensure that all shopping parades provide a range of services to meet the needs of the local area and provide a varied range of goods and services to the local community. This policy will link to *Protection of Shops in Designated Shopping Areas* which will seek to limit frontage to no more than three non retail uses in a row.²⁹
- 12.12 The panel were of the opinion that a number of positive outcomes have been achieved from the process of this scrutiny review. Firstly, and most importantly it has provided an opportunity for local residents and community groups to articulate and record their concerns about the impact that the clustering of betting shops has had within their community. This has been particularly important as many local residents have felt frustrated at their inability to contribute or influence local gambling licensing processes.
- 12.13 In the same context, betting shop operators through their full and active participation in this review process are now more aware of the concerns described by the community. Indeed, gambling operators acknowledged some of the

²⁹ This policy was consulted on as part of the Development Management Development Plan Document (DM DPD) consultation which took place in June 2010. Following that consultation the document is being looked at again with a view to further consultation in 2012. As part of that consultation officers are working on a potential policy to cover the provision of parades to support sustainable communities. This policy will seek to ensure that all shopping parades provide a variety of goods and services to meet the demands of the population that they are serving, and that the sustainability of any shopping parade is not compromised by the over representation of any particular use(s) to the detriment of the local community which the parade serves.

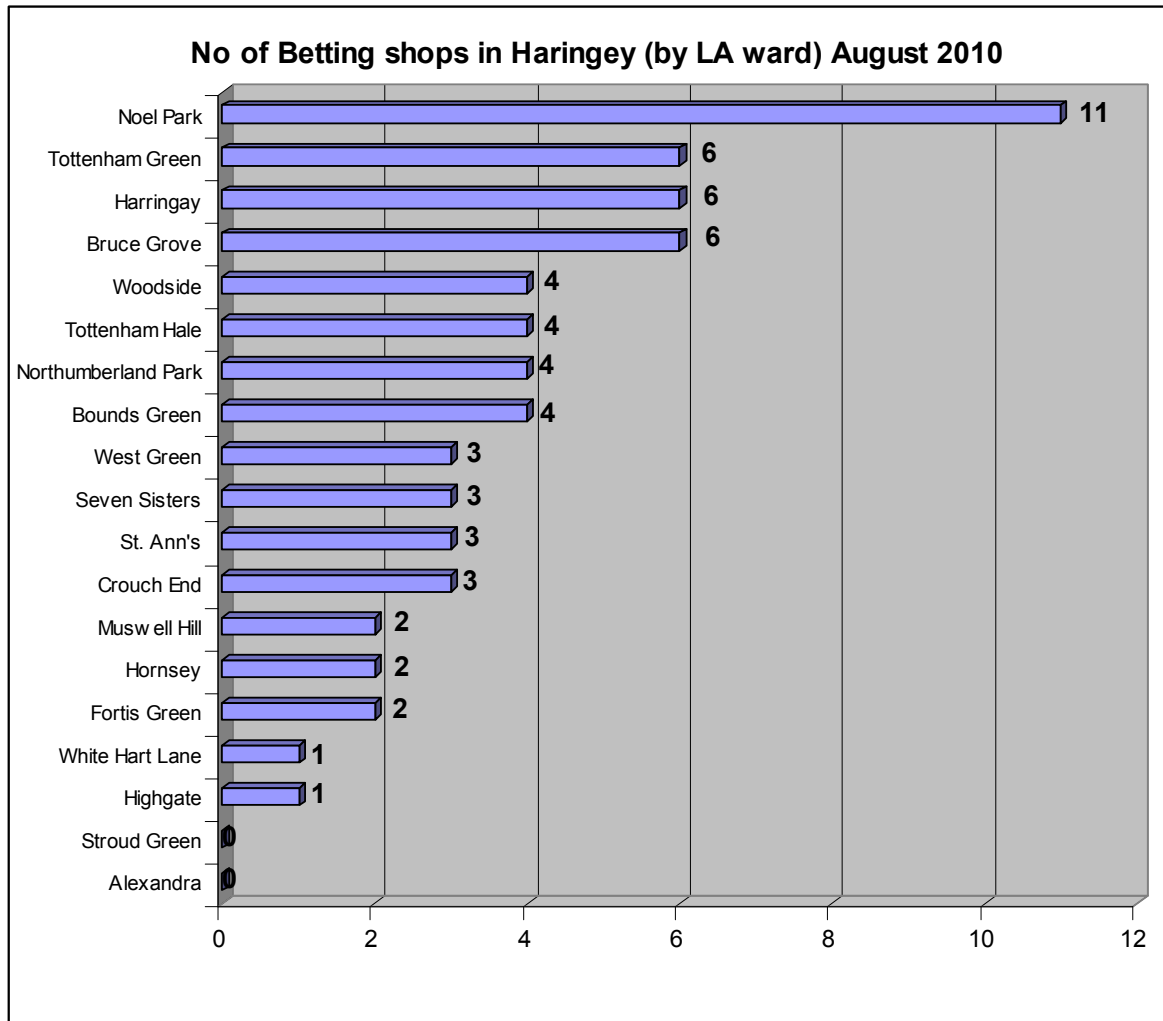
concerns raised by local residents and indicated that they would act where they had powers to do so. It would appear that the gambling industry has a positive track record in responding to identified and acknowledged concerns, and it is hoped that this continues in the context of the recommendations and conclusions within this review.

- 12.14 Finally, the panel wished to conclude through noting that the Council has a vitally important place shaping role, in helping to create healthy, diverse, vibrant and prosperous communities in which local people want to live. In this context, it is important that the Council, local people and businesses together feel that they have a role in shaping local communities. Whilst the review doesn't seek to alter the current number of betting shops, it hopes to influence future applications to minimise clustering through suggested changes to legislative and planning policy processes.

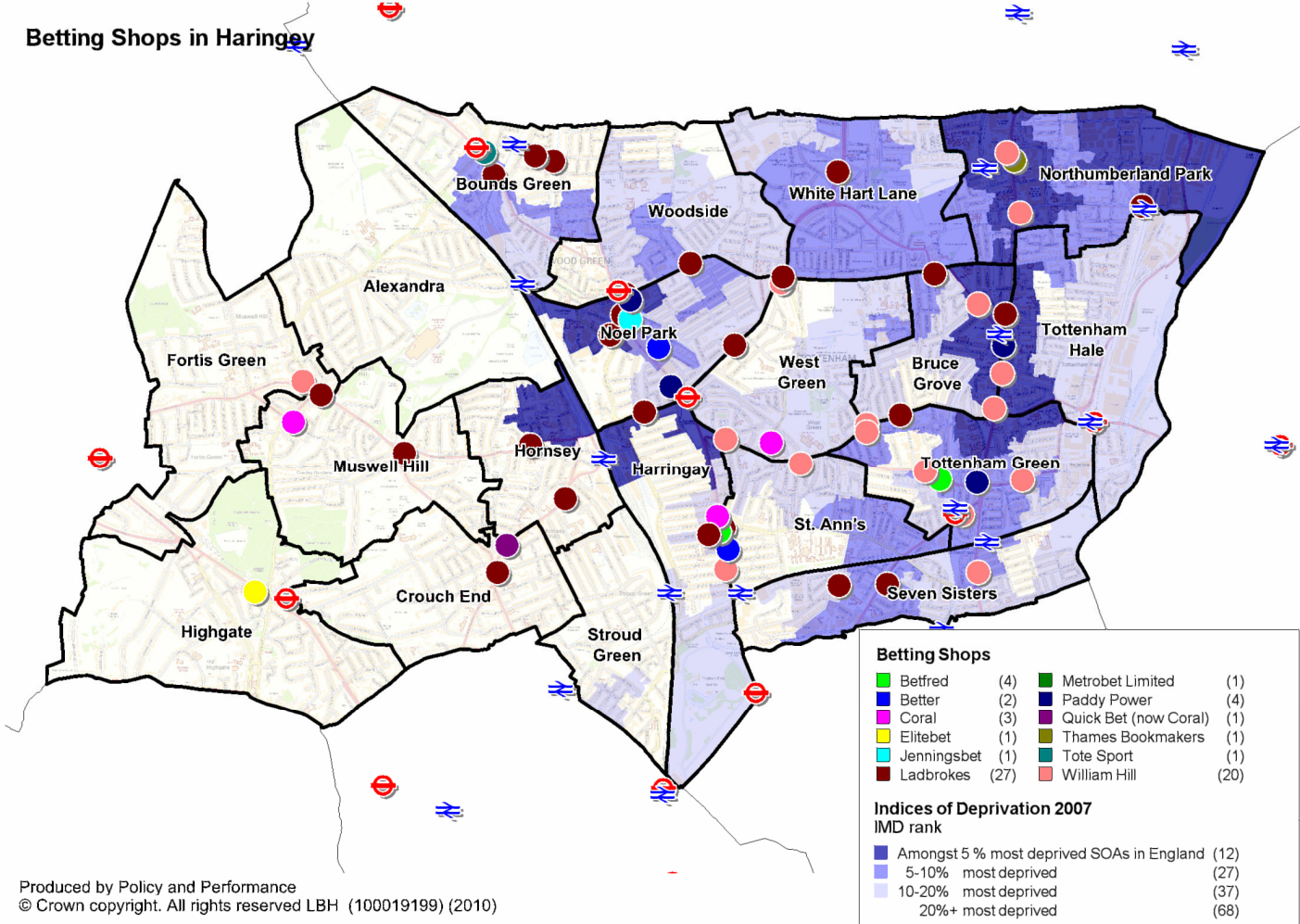
Appendix A – The location of betting shops across Haringey.



Appendix B – Number of Betting shops by Local Authority Ward

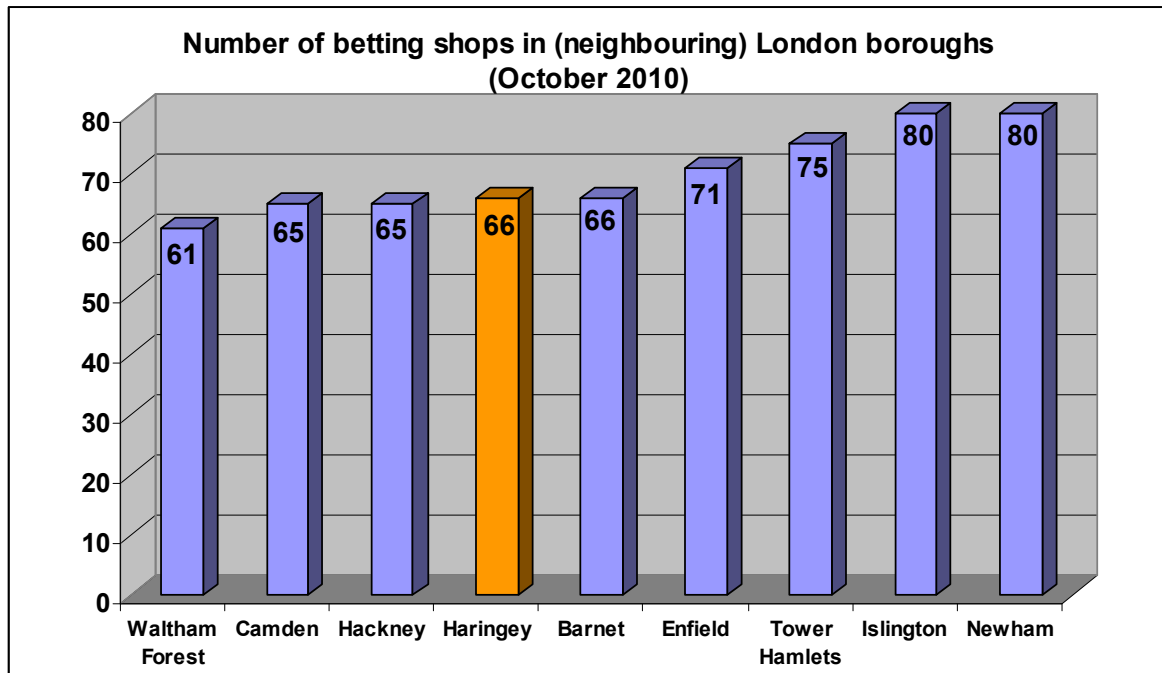


Appendix C - Location of betting shops in Haringey by social deprivation (ward).



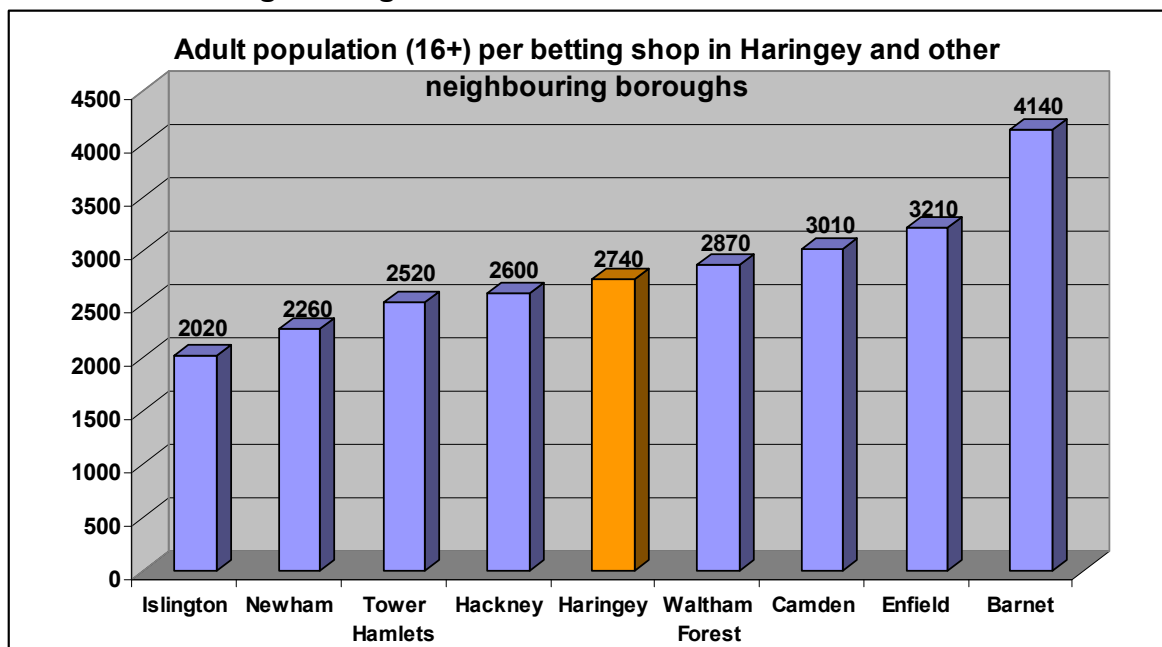
Produced by Policy and Performance
 © Crown copyright. All rights reserved LBH (100019199) (2010)

Appendix D – Number of betting shops in Haringey and other surrounding boroughs.



Based on data collected from borough licensing departments October 2010.

Appendix E – Adult population (16+) per betting shop in Haringey and other surrounding boroughs.



Betting shop data based on data collected from borough licensing departments October 2010. Population data based on GLA population estimates for 2009.

**Appendix F – Letter to Secretary of State for Culture Media and Sport
19/8/2008**

5th Floor, River Park House, 225 High Road, Wood Green, London N22 8HQ
Tel: 020 8489 2964 Fax: 020 8881 5218
www.haringey.gov.uk



Leader of the Council Councillor George Meehan

Haringey Council

Rt Hon Andy Burnham MP
Secretary of State for Culture Media & Sport
Department for Culture Media & Sport
2-4 Cockspur Street
London SW1Y 5DH

19 August 2008

Dear *Andy*,

The Gambling Act 2005

The proliferation of gambling premises in Haringey has become an area of significant concern, and an issue over which the residents in this borough and others feel very strongly. David Lammy MP has also raised his concerns over this problem and we are now writing to you to seek your support for a way forward in tackling this issue.

As a result of recent appeal decisions and legal advice, we now find that our Licensing Committee is effectively unable to refuse all new premises applications in Haringey. As a consequence we have no effective measures to limit gambling even though we as elected Members believe there are strong reasons to be concerned that the growth of gambling premises will be to the detriment of our town centres, and places some vulnerable residents at increased risk of problem gambling.

In addition we believe that it is wrong, in principle, to establish a system of engagement that involves communities, only to then prevent their genuine concerns from being acted on.

There is a need to better understand the implications of what has happened in Haringey, and to ensure that local authorities are able to carry out effective and appropriate controls over new gambling premises to be made available.

Legal and Policy Context

Haringey Council has received and administered 10 applications under the Gambling Act 2005 (the Act) since its implementation in September 2007. The Act states that in exercising its functions relating to premises licenses the Licensing Authority must aim to permit the use of premises for gambling in so far as it thinks it is in accordance with the relevant Codes of Practice, with the relevant Guidance issued by the Gambling Commission, and reasonably consistent with the licensing objectives, and lastly in accordance with the Statement of Licensing Policy published by the Authority.

There are 2 important observations to be made. The Authority's Policy plays a subordinate role to the Codes of Practice, the Guidance and the licensing objectives, and the Authority's policy is unable to claim a greater importance than the Codes, the Guidance or objectives.



2005-2006
Getting Closer to Communities



INVESTOR IN PEOPLE

Certain matters are expressly ruled out of consideration -

- The Authority may not have regard to the expected demand for the facilities. Demand for premises cannot be considered and the ability for the Policy to roam is very much set by the paths afforded by the legislation. There is also nothing in the Act or Guidance relating to saturation policies.
- The Authority may not consider the likelihood of obtaining planning or building permission so that a policy cannot lawfully make relevant that which is made irrelevant by statute.

As the Act grants only a very narrow discretion, a policy which supports a wider discretion is likely to be held unlawful.

As a result of the administering of these applications, the Licensing Sub Committees have had good reason to refuse 3 applications in the area of Green Lanes N4.

Green Lanes

Green Lanes is a unique area. It has a vibrant high street with a high percentage Turkish and Kurdish traders and approximately 230 shop fronts. More than 50% of premises are retail premises and approximately 16% are catering and 16% are financial and professional services, including betting establishments.

The Ladder roads which are situated to the west of Green Lanes reflects a mixed community with a high number of low quality houses in multiple occupation and houses converted into flats. The area is associated with a high degree of transience, ethnic migrant populations and a high percentage of low income residents.

St Anne's Hospital is adjacent to Green Lanes, and provides a centre for the treatment of mental health conditions. Local GPs have indicated that they believe they have a higher than usual patient list of people with mental health problems and disorders.

Gambling and crime have had a strong association with the area and much work has been done to tackle this to improve safety in the area. However, the Ladder roads in particular have a high level of acquisitive crime, and gambling premises in particular have been associated with peaks in criminal damage and disorder offences. Unauthorised gambling activity has been significantly reduced but remains prevalent in a number of social clubs that operate. These social clubs are often associated with other forms of criminal activity and there are known links to organised crime.

These issues and the concern of residents over a perceived growth in licensed gambling premises were key issues considered by members of licensing panels considering applications to the area and which resulted in applications being refused.

Appeal Findings

On appeal to the Magistrates Court the case for the Authority relied on Green Lanes being an area which has high levels of vulnerable persons, the proximity of the premises to mental health provisions, evidence of a concentration of housing in

multiple occupation and vulnerable ethnic minority and transient residents, a history of crime related to gambling and organised crime, and high levels of recent reported crime associated with gambling premises.

The case for the Appellant was that there is no evidence that one extra betting shop will in any way impact on the area in a way which is contrary to the licensing objectives. This position was supported by evidence of management controls and the Appellant's social responsibility policies. This was further supported by the testimony of a significant authority who confirmed that one betting shop will not raise levels of problem gambling or crime.

The Magistrates ruled that the Authority acted improperly and upheld the appeals and as a result the Authority was ordered to pay substantial costs.

It is a matter of great concern that the Act, although on the surface, allows Interested Parties (usually residents) to become involved in the process, does not in fact allow a Licensing Authority to take into account the concerns of these Interested Parties and the local knowledge of its elected Members. This is a concern shared by other councillors of Haringey and for David Lammy, the Member of Parliament for Tottenham, in whose constituency Green Lanes falls.

Next Steps for Haringey

Haringey has sought Counsel opinion on what steps it might take to put itself in a better position to resist appeals against the Authority's decisions to refuse premises licensed for gambling premises under the Act, and thereby bring about an element of control over the proliferation of such premises in order to uphold the licensing objectives.

The Authority is bound by the wording of Section 153 of the Gambling Act 2005 to 'aim to permit' proposals which comply with the Codes of Practice and Guidance. The problem with this steer is that by definition it is compelled to grant an application as operators when obtaining an operators licence would already have shown that the requirements of the Codes of Practice had been satisfied and met.

Haringey is advised by Counsel that a way forward would be to carry out substantive research to ascertain the extent of gambling in Haringey, and the extent of gambling problems. Putting together the evidence of risk, there would need to be a clear link to crime, exploitation or harm to vulnerable persons. This research would have to show the impact that any further gambling premises will have on the area with relevance to the licensing objectives.

We are currently scoping this area of research and would invite you to add your support in ensuring that the results have value in informing future decision making for Government. I am providing a copy of a tender schedule and would value your Department's comments on the approach it outlines.

If this research demonstrates that there is a body of evidence to support an assessment of risk, we would seek to amend our Statement of Licensing Policy to identify locations in the Borough where there is evidence of risk.

This evidence of risk could then be taken into account when deciding an application, although any policy would retain the necessity for each case to be

considered on its merits with no assumption that an application will fail or will not be considered.

It would be also be our intention that the research should be made available to both your Department and the Gambling Commission to ask for a reconsideration of Section 153 of the Act and the current Guidance. We believe that an amendment here to remove the presumption in favour of granting an application would help to redress the balance in favour of the protection of areas where there is reasonable belief that there will be harm caused by the addition of any new gambling premises.

I trust that we can rely on your consideration of this matter and I hope that you will support for the way forward we have outlined. We believe that this is now an issue of great concern to many people, and over which the Government must be seen to respond.

Yours sincerely



George Meehan
Leader of the Council



Nilgun Canver
Cabinet Member for Enforcement and
Safer Communities

Cc. Rt Hon Hazel Blears MP
David Lammy MP
Lyn Featherstone MP
Enc. Gambling Research Scoping Document

**Appendix G – Letter to Secretary of State for Department of Culture,
Media and Sport 19th February 2010**

Members' Room
5th Floor, River Park House, 225 High Road, Wood Green, London N22 8HQ
Tel: 020 8489 2626 Fax: 020 8881 5218
www.haringey.gov.uk



Cabinet Member for Enforcement and Community Safety Councillor Nilgun Canver

Haringey Cc

Ben Bradshaw
Secretary of State
Department for Culture, Media and Sport
2-4 Cockspur Street
London
SW1Y 5DH

Friday 19th February 2010

Dear Ben

Gambling Act 2005

On the 19th August 2008 I wrote to the then Secretary of State for Culture Media and Sport, the Rt., Hon., Andy Burnham MP, expressing concern that local authorities have no effective controls to limit the number of gambling premises opening in our boroughs. I have included a copy of this correspondence and the attachments sent.

On the 2 December 2008 the Prime Minister announced his 'Fair Rules for Communities' agenda and that he would ensure that "local communities and their authorities have sufficient powers to prevent the clustering of betting shops in areas where this is a problem." This commitment was subsequently confirmed as a Government priority in the Queen's speech.

My understanding therefore was that there would be an early review of the powers available to local authorities and a published report of the findings and proposals. I believe that to date no report has been published.

My officers have met with Stuart Roberts, Head of Regulation in your Department, and we have exchanged further information and explanation for why Haringey Council believes it has no effective means of preventing the clustering of betting shops. This has included a Counsel opinion which confirms, in effect, that all new applications must be granted.

At this time our Licensing Committee is considering a fresh application for a betting shop in Harringay Green Lanes. This will mean that within a relatively small area there will be seven betting shops and an adult gaming centre. A further two applications have also been submitted for Tottenham and Wood Green, which also already have significant numbers of gambling premises already operating.

Can you please advise me as a matter of urgency whether the review of powers to deal with the clustering of betting shops announced by the Prime Minister has been undertaken, and when will the findings be published?

I look forward to receiving your early response.

Yours sincerely

Councillor Nilgun Canver

Cabinet Member, Enforcement and Safer Communities
Chair, Safer Communities Executive Board (Haringey CDRP)
Member of LGA Safer Communities Board

Cc David Lammy MP
Lyn Featherstone MP
Cllr Claire Kober, Leader of Haringey Council

Appendix H - Letter Secretary of State Department of Culture, Media and Sport 25th August 2010

Leader's Office
5th Floor, River Park House, 225 High Road, Wood Green, London N22 8HQ
Tel: 020 8489 2964 Fax: 020 8489 5218
www.haringey.gov.uk



Rt Hon Jeremy Hunt MP
Secretary of State for Culture, Olympics, Media and Sport
Department for Culture Media and Sport
2-4 Cockspur Street
London
SW1Y 5DH

25 August 2010

Dear Secretary of State,

Gambling Act 2005 and Clustering of Betting Shops

We are writing to follow up on correspondence to previous Secretaries of State for Culture Media and Sport, and the serious concerns that have been raised about the Gambling Act 2005.

On the 19th August 2008 the then Secretary of State for Culture Media and Sport, the Rt. Hon. Andy Burnham MP, was written to, expressing concern that local authorities have no effective controls to limit the number of gambling premises opening in their boroughs. The letter reflected on the experiences of Haringey and a Counsel opinion that in effect no new application could be refused. This is because the grounds for refusal are limited and the authority is under a duty to 'aim to permit' application.

This in our view makes the process of application a sham that wastes the time of residents, elected members and officers.

On the 2 December 2008 the previous Prime Minister announced his 'Fair Rules for Communities' agenda and that he would ensure that "local communities and their authorities have sufficient powers to prevent the clustering of betting shops in areas where this is a problem." This commitment was subsequently confirmed as a Government priority in the Queen's speech.

Our understanding therefore was that there would be an early review of the powers available to local authorities and a published report of the findings and proposals. To our knowledge there has been no report published to date.

A further letter was sent in February 2010, this time to Rt. Hon. Ben Bradshaw MP the then Secretary of State for Culture Media and Sport, seeking confirmation of whether the review of powers to deal with the clustering of betting shops had been undertaken, and when will the findings be published. To date there has been no reply.

Over this time our officers have met with Stuart Roberts, Head of Regulation in your Department, and we have exchanged further information and explanation for why Haringey Council believes it has no effective means of preventing the clustering of betting shops. This has again included a Counsel opinion which confirms, in effect, that all new applications must be granted.

There is a cross party agreement in Haringey that the clustering of betting shops

Leader of the Council Councillor Claire Kober
Labour Member for Seven Sisters



INVESTOR IN PEOPLE

require legislative intervention. In July this year all councillors voted to support a council motion calling for enhanced powers to stop the clustering of betting shops, and to allow for the refusal of license applications for new betting shops in saturated areas.

Turning to the use of powers under Article 4 of the General Permitted Development Order, under the Town and Country Planning Act 1990 (As Amended), it is considered that this legislation is neither designed to easily prevent change of use between Use Classes under the Use Classes Order, nor is it a flexible and responsive approach to the issue of clustering of uses that leads to a concentration of betting establishments. Our assertion is that the implementation of an Article 4 Direction on a broad area to control changes of use is unlikely to be supported by the Secretary of State for Communities and Local Government and is a complex and protracted process, lasting several years, in particular where this is contested. Along with this, current guidance points towards the use of these powers sparingly, since the impact of the restriction of permitted development rights has the effect of potentially increasing the regulatory burden on government, at all levels. The fundamental fact is that this a blunt instrument for the purposes of prevention of clustering of betting shops and we would assert that a quicker and more realistic approach would be to take forward changes to the licensing code.

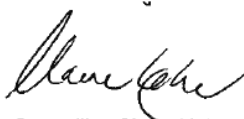
The consequences continue to affect Haringey. Recently two new betting shop applications have been submitted in areas that already have numerous similar premises in close proximity. Many residents have sought to object to the impact of these applications, either through the ward councilors, independently or by petition. In nearly all cases the authority has to reject the objections because the concerns about impact cannot be justified against the prescribed licensing policy objectives.

We believe that the clustering of betting shops is a cynical act by the industry to target communities that may be at risk of problem gambling. The result is that the viability and diversity of our shopping districts is being lost because the industry is exploiting the weakness in the Act, and targeting areas of deprivation because this is where they expect to get the greatest profit. This exploitation traps people on low income into a cycle of debt that can be almost impossible to escape from. Of particular concern has been that the Gambling Commission has shown the industry has failed to protect children from gambling.

In addition; our evidence is that betting shops are a source of crime and low level disorder that impacts on police resources, and has a negative impact on an area. Fixed odds betting terminals are strongly linked to increased criminal damage reports and we have provided your department with a recent and relevant published study from Australia that has concluded that "there is strong and robust evidence of a positive and significant link between gaming expenditure and crime".

At a time when Government is seeking to remove unpopular legislation, reduce waste, boost local economies and to empower local communities, it is important that this issue becomes a priority for you.

Yours sincerely,



Councillor Claire Kober
Leader of the Council
London Borough of Haringey



Councillor Nilgun Canver
Cabinet Member for Neighbourhoods
London Borough of Haringey

Cc: David Lammy MP
Cc: Lynne Featherstone MP

Appendix I – Letter from Minister of Tourism and Heritage (Department of Culture, Media and Sport)

Department for Culture, Media and Sport
John Penrose MP
Minister for Tourism and Heritage

2-4 Cockspur Street
London SW1Y 5DH
www.culture.gov.uk

Tel 020 7211 6000
Fax 020 7211 6249

Our Ref: CMS 151658/np/13

Councillor Claire Kober
Leader of the Council
London Borough of Haringey
5th Floor
River Park House
225 High Road
London. N22 8HQ.



30 September 2010



Dear Claire

Thank you, and Councillor Canver, for your joint letter of 25 August to Jeremy Hunt setting out your concerns about the number of betting shops in your area. I am responding as the Minister responsible for gambling and I apologise for the delay in doing so.

I appreciate the concerns in your Borough about the concentration of betting shops in particular locations but I'm not currently convinced that there is a compelling case to change national gambling legislation. A number of powers are already available under planning and gambling legislation, as well as a host of others relating to crime and anti-social behaviour. I'd want to be assured that these existing powers have been fully utilised, as well as have a better understanding of why other local authorities in other parts of the country are not reporting a similar problem, before adding even more regulations.

You explain why you think that powers under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995 (as amended) are ineffective in addressing your concerns. Planning policy is, of course, a matter for Communities and Local Government Ministers, but I understand that, following changes made in April 2010, article 4 directions no longer need Government approval. Instead, local planning authorities can confirm article 4 directions themselves, subject to fulfilling certain procedural requirements including a public consultation.

While these powers are not expected to be used routinely, where a local authority believes there is a real or specific threat from the exercise of permitted development rights, their use can be justified. The Government would expect the boundaries of an area which is subject to a direction to be drawn as tightly as possible, but it is for the local authority concerned to determine these boundaries given the circumstances of the particular case.



Department for Culture, Media and Sport

I understand it is possible for article 4 directions withdrawing permitted development rights for changes of use to be put in place with immediate effect, should there be a local need to do so. The Government believes therefore that article 4 directions can be an effective tool for local authorities to control development in their area. If you have any further views on the use of planning powers, then you might wish to write to Greg Clark MP, Minister for Decentralisation at the Department for Communities and Local Government.

You refer to evidence the betting shops are a source of crime. As you may know, prior to the General Election, DCMS officials were in discussion with the Gambling Commission and the Local Government Regulation about issuing guidance to clarify how powers under that Act could be used to tackle crime and disorder associated with gambling premises. My officials are continuing with that work which will make clear that there are circumstances where links between crime and disorder and individual premises can lead to appropriate action in the Gambling Act, including a review of the licence.

You mention the poor record of the industry in relation to age verification, and I'm pleased to tell you the Gambling Commission is taking action in this area. While there is still some way to go, there are signs that the industry is taking this issue seriously. Those that do not can, of course, be subject to the full weight of regulatory sanction. Similarly, the Safebet Alliance is a groundbreaking voluntary code developed by the betting industry and the Metropolitan Police, with input from local councils and trade unions, focused on addressing robbery and crime issues related to betting shops. Where problems do occur, I believe that targeted initiatives such as these are preferable to simply closing premises and reducing local employment.

Yours sincerely

A handwritten signature in cursive script that reads "John Penrose". The signature is written in black ink and is positioned above a horizontal line that spans the width of the signature.

John Penrose MP
Minister for Tourism and Heritage

Appendix J – Agenda for the panel meeting investigating the clustering of betting shops.



Haringey Council

Overview & Scrutiny Committee

Investigating the clustering of betting shops in Haringey

Wednesday 10th November
(Haringey Civic Centre, Wood Green)

The Overview & Scrutiny Committee in Haringey has commissioned a review of betting shops in the borough, in particular, the way in which these appear to be clustered in some local communities. The aim of this review is to find out what impact this clustering effect may be having on local communities, and if there are any negative effects, to identify how can these be resolved locally.

An extended scrutiny panel meeting has been set for Wednesday 10th November, to help gather evidence for this investigation. At this meeting, a panel of local councillors will hear evidence from a wide range of local services, gambling organisations and of course, local residents, to enable them to draw up conclusions and recommendations on this issue.

The meeting will be held over two sessions:

Session 1 at 3pm

The first session will look at the current framework for the licensing of betting shops and the scope that the Council currently has to influence the number and location of betting shops in Haringey. The session will also hear from the gambling regulator, the Gambling Commission, for a more global perspective on this issue.

The Association of British Bookmakers and representatives from major local betting shop operators (William Hill, Ladbrokes and PaddyPower) will also be attending to present their case to the panel.

To help assess what the impact of the clustering of betting shops may be in Haringey, this session will also hear evidence from Metropolitan police and GamCare (which supports people with gambling problems).

Session 2 at 6pm

The purpose of the second session is primarily to hear evidence from local residents, community and residents groups and businesses to help the panel understand what impact the clustering of betting shops may be having in local communities.

The session will be held in a workshop format, to enable as many people as possible to participate and contribute to the review.

Agenda Session 1

Time	Item
3:00 p.m.	<p>Welcome and introduction. Opening remarks and explanation of review process.</p> <p>Cllr David Winskill, Chair of the review panel</p>
The current framework for the licensing of gambling premises	
3.10 p.m.	<ul style="list-style-type: none"> • How many betting shops are there in Haringey and are these clustered? • Overview of the Gambling Act (2005) and granting of local gambling premises licenses • In what ways can the council influence the number and location of betting shops in Haringey? <ul style="list-style-type: none"> ○ As the gambling licensing authority? ○ As the planning authority? • Are there any legal implications arising from the licensing process (i.e. appeals)? <p><u>Participants:</u></p> <ul style="list-style-type: none"> • Robin Payne, Head of Enforcement, LB Haringey • Daliah Barrett, Lead Licensing Officer, LB Haringey • Eveleen Riordan, Planning Project Manager, LB Haringey • Antonios Michael, Senior Lawyer, LB Haringey
3.40 p.m.	<p>Overview of the licensing of gambling premises in Haringey, the view of the regulatory authority.</p> <p><u>Participants:</u></p> <ul style="list-style-type: none"> • Matthew Hill, Director of Strategy, Research & Analysis, Gambling Commission
Representations from the Betting Shop industry	
3.55 p.m.	<ul style="list-style-type: none"> • Has the Gambling Act precipitated a rise in the number of betting offices? • What factors determine where betting shops are located? • Is there any benefit for betting shops to congregate in local areas? • What contribution do betting shops make to local communities? • What measures are taken to support responsible gambling? <p><u>Participants:</u></p> <ul style="list-style-type: none"> • Patrick Nixon, Chief Executive of the Association of British Bookmakers

	<ul style="list-style-type: none"> • Andrew Lyman, William Hill plc • Ciaran O’Brien, Ladbrokes plc • Patric MacPherson, Paddy Power Ltd
What is the impact of the clustering of betting shops in the community?	
4.30	<ul style="list-style-type: none"> • Is there any crime or disorder associated with the clustering of betting shops or betting shops in general? • Has the Gambling Act precipitated a rise in the level of problem gambling? • In terms of problem gambling, what role / risk do betting shops play as compared to other gambling mediums? • Are there higher rates of problem gambling in Haringey/ London? • Has any impact of betting shops been evidenced in local/ national research? <p><u>Participants:</u></p> <ul style="list-style-type: none"> • Adrian Scarfe, Head of Clinical Training, GamCare (TBC) • Police Sergeant Chris Weston-Moore, Problem Oriented Police Officer, Metropolitan Police

Agenda – Session 2

This session is dedicated to hearing from local residents, residents groups and businesses about the impact that the clustering of betting shops is having within the community.

It is planned to hold one open session to hear evidence from local interest groups. Though depending on the numbers present, the Chair of the panel may wish to divide the evidence gathering in to two parallel sessions this in to two separate area groups on geographical area:

- Group 1: Haringay Green Lanes/ Wood Green corridor (Council Chamber)
- Group 2: Northumberland Park/ Bruce Grove (Committee Room 2)

6.00 p.m.	Welcome and introduction to session 2
	What is the impact of the clustering of betting shops in the community

6.05 p.m.	<ul style="list-style-type: none"> • What are the views of local residents? • Is there any crime or disorder associated with betting shops? • Has the range of shops/ retail opportunities been affected in the local area? • Have betting shops attracted other retail outlets to local areas? • Has there been any impact on local rents in local shopping areas? • What are the views of local people who use betting shops on this matter? • How can the community be more effectively involved in licensing decisions? <p><u>Participants:</u> Local residents Representatives from residents associations Local businesses Users of betting shops?</p>
7.00 p.m.	Plenary - report back to main panel (if two groups)
Drawing the conclusions and recommendations from the evidence	
7.30 p.m.	<ul style="list-style-type: none"> • What action can the council take to resolve any problems identified. • What are the prospects for future change (in law relating to licensing or planning) • Can the Sustainable Communities Act offer any remedy? • How have other Local Authorities dealt with this issue? • What representations can be made to central government? • What are the next steps?
8.00 p.m.	Close

Submissions received:

1. Councillor Strickland
2. Councillor Reith
3. Councillor Alexander
4. Mr L Resident of Burgoyne Road
5. Ms S Resident of Harringay Ward
6. Association of British Bookmakers
7. Parkside Malvern Residents Association
8. Ladder Community Safety Partnership
9. Noel Park North Area Residents Association
10. Heart of Haringey
11. Tottenham Quaker Meeting
12. Harringay Traders Association
13. Campaign for Fair and Open Gambling
14. Find Your Voice

This page is intentionally left blank

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

Councillors Councillors Bull (Chair), Browne (Vice-Chair), Basu, Ejiofor, Newton, Winskill and Engert

Apologies Councillor Alexander and Jemide (Co-optee)

Also Present: **Co-optees:** Yvonne Denny (Education Representative), Helena Kania (Local Involvement Network (LINK)), Sarah Marsh (Parent Governor Representative) and Sandra Young (John Loughborough Secondary School)

Councillors: Allison, Bevan, Reith

Officers: Margaret Gallagher (Performance Management Team Manager), Kevin Bartle (Lead Finance Officer), Peter Lewis (Director CYPS), Jan Doust (Deputy Director – Children’s Network), Martin Tissot (Headteacher of St Thomas More School), Andrew Williams (Interim Borough Director – NHS Haringey), Tamara Djuretic (Assistant Director of Public Health), Phil Harris (Assistant Director of Strategic & Community Housing), Nick Powell (Head Of Housing Strategy, Development & Partnerships), Rowann Limond (HfH Director of Finance), Jackie Thomas (HfH Executive Director – Housing Management), Rob Mack (Scrutiny Officer), Melanie Ponomarenko (Scrutiny Officer), Natalie Cole (Clerk)

Also attending: Emel Teymur (Coordinator, Haynes Relatives Support Group & Carers Unite Group at St Ann’s) and Mary Harvey (Haynes Centre Carer) and 4 members of the public

**MINUTE
NO.**

SUBJECT/DECISION

OSCO243.	<p>WEBCASTING</p> <p>The meeting was webcast for live or future broadcasting on the Council’s website.</p>
OSCO244.	<p>APOLOGIES FOR ABSENCE</p> <p>Apologies for absence were received from Cllr Karen Alexander (substituted by Cllr Gail Engert), Marcelle Jemide (Co-opted Member), Cllr Pat Egan (Chair of Governors of St Thomas More School), Michael Thornton (Foundation Governor of St Thomas More School), Tony Hartney (Head Teacher of Gladesmore School).</p>
OSCO245.	<p>URGENT BUSINESS</p> <p>The Committee agreed to two items of urgent business as follow:</p> <ul style="list-style-type: none"> i. <u>Child Protection – raised by Cllr Rachael Allison</u> AGREED to consider this matter under item 8 – School Exclusions. ii. <u>Emergency Planning – raised by Cllr David Winskill</u> AGREED to consider this matter under item 9 – IVF Suspension Proposals.

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

OSCO246.	<p>DECLARATIONS OF INTEREST</p> <p>The Chair declared a personal interest in item 6 – Cabinet Member for Housing questions – during discussions on housing estates as he was a leaseholder and lived on a Haringey estate.</p>
OSCO247.	<p>DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS</p> <p>RECEIVED a deputation on the Council's proposals to merge the Haynes and Grange Dementia Day Care Centres and to close the Woodside Day Care Centre, presented by Mary Harvey (a carer at the Haynes Centre).</p> <p>The deputation's main points included:</p> <ul style="list-style-type: none"> • The merging of the Haynes and the Grange specialist day centres would overcrowd facilities and reduce the quality of life for the current client. • NICE (National Institute for Health and Clinical Excellence) guidance recommended a maximum of 16 people a day to maintain a reasonable atmosphere at day care centres. The Haynes had a design capacity of 15 people per day but there were currently approximately 80 people with dementia using the 3 care centres. • The closure of Woodside Centre would mean a reduced standard of care to current day centre users. • The proposed re-provision with personal budgets would mean care at home which would lead to isolation. • The proposals would mean short term savings resulting in long term costs as the care centres provided preventative services. • The deputation had taken part in consultations about the proposals and had written to the Cabinet Member for Health and Adult Services making the above points. • The Committee was asked to recommend maintaining the care of people with dementia and request alternative proposals are sought to achieve the required savings. <p>In response to questions from the Committee the deputation confirmed that the proposals presented potential for additional pressures on the health services. This included the Mental Health Trust, GPs, the NHS trust and the cost of medication for both carers (whose health was vulnerable) and additional medication for service users (who might be affected by the changes).</p> <p>The Deputee agreed to provide the Chair with estimated figures of the financial impact of the merge of the Haynes and Grange Dementia Day Care Centres and to close the Woodside Day Care Centre, and a copy of the letter from the Cabinet Member for Health and Adult Services responding to the concerns of the Relatives Support Group (Action No. 247.1).</p> <p>RESOLVED</p> <ol style="list-style-type: none"> i. That the Chair would write to the Cabinet Member reiterating the concerns of the Committee regarding proposed closures of day care centres and to request a full response to the concerns expressed by the deputation; and ii. That the proposals for closure of the Council's older people's care centres

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

	<p>would be considered by the Committee using pre-decision scrutiny powers (Action No. 247.2).</p>
<p>OSCO248.</p>	<p>CABINET MEMBER QUESTIONS - CABINET MEMBER FOR HOUSING</p> <p>RECEIVED the briefing from the Cabinet Member for Housing, Councillor John Bevan, and the questions and answers submitted in advance of the meeting. The Cabinet Member presented the report, as laid out, and highlighted that since April 2011 introductory tenancies (consisting of a 12 month trial period in order to discourage anti social behaviour) were now operating and would be monitored and reviewed.</p> <p>NOTED the following in response to supplementary questions.</p> <p>Q1 – Affordable Housing – the Committee asked how much funding Haringey had received through the National Affordable Housing Programme in the last 3 years. The information would be provided (Action No. 248).</p> <p>Q2 – Housing Development on Tottenham Lane – The Committee was informed that the Planning Committee did not have powers to prescribe how much social or private housing should be built on developments of less than 10 units.</p> <p>Q12 – Illegal Subletting – The Council identified on average 28 properties each year as being illegally sublet. It was suspected that there were many more than this and additional funding would allow more targeted exercise. Comparisons of the various databases such as council tax and electoral registers were made during the National Fraud Initiative annual check, however, most illegal sublets were made known to the Council by word of mouth.</p> <p>Q15 – Delays re-letting void properties – In addition to repairs causing delays if no tenants bid for an advertised property the process of advertising started again which extended the re-let times. In response to questions it was noted that approximately 40% of properties were rejected – out of up to 7 tenants invited to view a property many will not turn up, a proportion will reject the property and others will have been offered alternative properties. Some sheltered housing went through 6 cycles of re-letting before being taken-up. The auto-bidding process had improved re-lettings and the auto-bidding register was topped-up with tenants who had been on the register for a long time once tenants dropped off the list when re-housed. Officers were confident that performance figures for void turnaround times will improve.</p> <p>Some members raised concerns about contractors (using incorrect entrances to properties and not displaying identification) and it was noted that the Council would exercise more control over contractors in the future.</p> <p>In response to concerns raised about rubbish collections and dumping on housing estates it was noted that the new contractor, Veolia, was in place and one team was now responsible for housing estates and surrounding areas. Officers recognised that the maintenance of gardens and green areas on estates was poor and funds had been made available for tenants to identify areas to be cleared of weeds and replanted and there was also an estate improvement budget for matters such as broken fencing to be dealt with.</p>

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

	<p>Q17 – Squatters - In response to questioning officers reported that security measures such as boarding up possible entrances and working with neighbours were put in place and the employment of security guards was being considered.</p> <p>A member expressed concern that the number of rough sleepers was not accurate if compared to the number of people attending soup kitchens. The Assistant Director of Strategic and Community Housing highlighted the importance of not assuming that all who attended soup kitchens were homeless people but recognised that whilst the official number of rough sleepers was 9 there were more rough sleepers in Haringey. The Cabinet Member explained that rough sleepers were counted on a particular night each year using Government guidance, which had recently changed and could mean a rise in numbers.</p> <p>RESOLVED to note the briefing and answers to questions.</p>
<p>OSCO249.</p>	<p>PERIOD 11 COUNCIL PERFORMANCE - EXCEPTIONS REPORT AND COUNCIL BUDGET MONITORING - EXCEPTIONS REPORT</p> <p>RECEIVED the Council's Performance Report for February 2011 (Period 11) and the advance questions and responses, presented by Margaret Gallagher (Performance Manager) and Kevin Bartle (Lead Finance Officer). It was noted that officers were in the process of closing the Council's financial accounts for the year and expected a balanced position.</p> <p>The following was noted in response to supplementary questions and discussions.</p> <p>Q1 – Self Directed Support – The number of existing clients who had moved to personalised budgets including people receiving direct payments was increasing from 219 in February to 276 currently.</p> <p>Q2. – Closure of drop-in and day centres – officers emphasised that all service users will be re-assessed during the closures. Members recognised that carers and their needs would be affected and highlighted that young carers should be identified and supported. The Deputy Director – Children's Network highlighted that young carers were identified by schools, children's and adults services and the Safeguarding Children Board was conducting some work on young carers.</p> <p>Paragraph 2.4 of the report – In response to its questions the Committee was assured that, despite the 7.4 million temporary growth provision for the department in 2012, Children's Services was doing all it could to reduce the budget and had contributed £10 million to the Council's £41 million of savings.</p> <p>Re. NI 156 – Number of households living in temporary accommodation – a Member asked if this target was realistic and officers explained that the target of 2,678 had been set in previous years but the Council was aiming to maintain a target of 3000 but due to the current climate was achieving 3,305.</p> <p>Re. paragraph 15.5 - the Committee asked what was being done to increase occupancy at the Technopark and requested Action 176.1 (copied below from the OSC meeting held on 21 February 2011) be chased (Action No. 249).</p>

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

	<p>The Committee asked for a briefing note on the low occupancy of the Technopark (paragraph 15.5 – Period 9) including:</p> <ol style="list-style-type: none"> 1. How many units there were? 2. How many units were let (what %) and to what sort of businesses, how many people were employed in them and what income they yielded? 3. How many units (%) were used by council services? 4. How many units (%) were occupied by the community and voluntary sector and were these provided for free or at a reduced rent (detail to be provided)? (Action No. 176.1). <p>Re. Paragraph 14.8 – Complaints – in response to concerns about the lack of information the Committee noted that a separate more detailed report about complaints was available on request.</p> <p>L0568J – Satisfaction with repair of roads and pavements – a Member asked whether the figures were based on resident satisfaction that works had been conducted or about the actual quality of the work. Officers explained this was dependant on how the individual perceived the wording of the questionnaire in the yearly resident survey.</p> <p>RESOLVED to note the report.</p>
<p>OSCO250.</p>	<p>SCHOOL EXCLUSIONS</p> <p>RECEIVED the report on the Analysis of Fixed Term and Permanent Exclusions – Academic Year 2008/9 and Academic Year 2009/10, introduced by the Deputy Director – Children’s Network and Avi Becker (Business Intelligence Manager).</p> <p>The Committee welcomed Martin Tissot, Headteacher of St Thomas More School, which had a high number of exclusions during 2009/10 in comparison to other schools and noted the responses to advance questions on the report. A discussion followed.</p> <p>NOTED</p> <ul style="list-style-type: none"> • In response to an urgent matter raised by Cllr Allison in relation to a child protection case it was agreed that the Director of Children’s Services would circulate a legal briefing to the Committee and Cllr Allison detailing how sensitive child protection information was shared on a “need to know basis” (Action No. 250.1). • The Committee requested that in future the exclusions data be analysed by the nature of the offences committed (Action No. 250.1). • Members suggested that best practice in dealing with exclusions in schools be streamlined across all schools and were informed that, although schools had to comply with national guidance, each school set its own boundaries for behaviour and consequences of poor behaviour. The local authority provided head teachers with the forums to come together to discuss good practice and advise schools on how other schools have dealt with similar incidents. • The Headteacher of St Thomas More School explained that a school’s Governing Body determined the school’s behaviour policy/exclusions policy although the head teacher had the ultimate responsibility. A school’s governing body could overturn a head teacher’s decision to

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

	<p>exclude a pupil, particularly if national guidance had not been followed. Some schools might not exclude a child for fighting but if a child was found to be the perpetrator of a fight more than once at St Thomas More School they would be excluded.</p> <ul style="list-style-type: none"> • In response to concerns raised by the Committee officers recognised that there was an issue around the high proportion of children from ethnic groups being excluded from school and highlighted that these groups were also over represented in other areas such as youth crime. There was a general consensus that more work with these groups was required and that those children who failed at school were likely to be part of statistics for youth crime and such other areas in the future as well as having a budgetary impact as children not in education, employment or training (NEET). • The academic impact of exclusions on pupils was recognised but Members were reminded that schools had a duty to protect the other children in schools from harm and distraction from learning. Excluded children attended pupil referral units as soon as possible during exclusions. • Mr Tissot explained that his school worked on trying to avoid exclusions through mentoring and managed moves to other schools. He explained that he had recently taken over as head teacher at the school and there had been a high number of exclusions in the autumn term as new expectations of behaviour were being set. The numbers of exclusions were expected to reduce rapidly in the current term. • The Committee noted that the Council tracked children in other boroughs who had previously been excluded from schools in Haringey and children in care who and those with statements who were likely to experience difficulties in schools. The Council worked closely with these children putting plans in place to ensure that they attended and remained in school. <p>RESOLVED to note the report.</p>
<p>OSCO251.</p>	<p>IVF SUSPENSION PROPOSALS</p> <p>RECEIVED the document on NHS Haringey proposals to introduce a one year suspension of the provision of fertility treatments introduced by Andrew Williams (Interim Borough Director – NHS Haringey), Tamara Djuretic (Assistant Director of Public Health). A discussion followed.</p> <p>NOTED</p> <ul style="list-style-type: none"> • The Committee emphasised the need to consult with hospitals and GPs and the voluntary sector through HAVECO (Haringey Association of Voluntary and Community Organisations), as well as potential service users. The Council’s consultation department could provide assistance with this. • Committee Members expressed concerns that the impact of the proposals would fall on lower income and black and minority ethnic residents who could not afford private treatment. • The Committee noted that whilst treatment would be suspended the initial “work-up” for finding reasons for infertility would still be provided.

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

- The Committee recommended that the age limit of women who would be not be subject to the suspension of IVF/ICSI treatment be brought down to 38 from 40 in order to maximise their chances of success (Action No. 251.2).
- The Committee agreed that a formal response to the proposals to suspend IVF treatment be sent to the NHS (Action No. 251.1).
- In response to questions it was noted that one other borough (Kingston) had completely suspended its IVF treatment.
- A member expressed concern that the treatment might not be re-instated after the one-year suspension and was informed that whilst the suspension might start later than planned and will therefore run into the next financial year, it was a suspension and not a cessation of the service.

RESOLVED

- i. To note the briefing.
- ii. To recommended to NHS Haringey that the age limit of women who would not be subject to the suspension of the service be brought down from 40 to 38 by 31 March 2012 in order to maximise their chances of success.
- iii. That a formal response to the proposals to suspend IVF treatment be sent to the NHS by the Committee.

Urgent Item – Emergency Planning

RECEIVED the responses provided to the advance questions posed by Councillor Winskill on the Council and NHS joint responsibility to respond to serious incidents since the creation of the North Central London (NCL) cluster. A discussion followed.

NOTED

- Robust systems were in place and the NHS was committed to responding to emergencies.
- NHS North Central London including the NHS Haringey Borough Director had conducted it's own stress test and there were plans to conduct a joint a stress test with other agencies in the next 4 to 6 weeks.
- There would always be a rota covering the NCL cluster areas at senior management level.

OSCO252. HOMES FOR HARINGEY PERFORMANCE REPORT

RECEIVED the Homes for Haringey (HFH) Performance Report for April 2010 to February 2011 presented by Nick Powell (Head Of Housing Strategy, Development & Partnerships), Rowann Limond (HfH Director of Finance), Jackie Thomas (HfH Executive Director – Housing Management).

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

	<p>NOTED</p> <ul style="list-style-type: none"> • The performance target for the payment of invoices (Page 112 of the agenda pack) had not been met and it was explained that this was down to the system used where HfH invoices were passed on to and processed by the Council's accounts payable department. Discussions were being held to consider HfH withdrawing from the service level agreement with the Council and processing payments in-house. • A Member expressed concern that many of the performance targets for lettings (page 97) were not being met. The HfH Director of Finance explained that it was a priority to ensure that HfH was meeting lettings standards. Practices were in place such as phoning all tenants one week after they have moved in to a property to ensure they were satisfied. There had been a 10% in tenant satisfaction in February 2011. Some issues with properties were dealt with after a tenant had moved in. • Void turnaround times were affected by the number of individuals who were required to access a property to carry out tasks. Officers recognised the need to improve the process and HfH was going through a process of reducing the number of sub-contractors it used and was training employees in order to put an in-house team in place to carry out some of these works. <p><i>Clerk's note: The Chair left the meeting at 20:45 hrs. The Vice-Chair took over the chairing of the meeting.</i></p> <ul style="list-style-type: none"> • In relation to a member's concerns that targets for stage 2 and members' enquiries were not being met (page 110) it was noted that a new system for complaints and feedback had gone live in January 2011 and would be reviewed. • Officers recognised the length of time taken to provide people with sheltered housing and highlighted that people often changed their minds about the accommodation they wanted. HfH work with these people and will still support them to move into alternative schemes. <p><i>Clerk's note: The Chair returned at 20:50 hrs.</i></p> <p>RESOLVED to note the report.</p>
<p>OSCO253.</p>	<p>CORPORATE PARENTING SCRUTINY REVIEW</p> <p>RECEIVED the tabled, updated cover report on the Corporate Parenting Review which included comments by the finance and legal teams and the final scrutiny review report, introduced by Cllr Ejiofor, Chair of the review.</p> <p>NOTED</p> <ul style="list-style-type: none"> • The following amendments to the recommendations were agreed: Recommendation 5; That this be extended to include reference to other Council committees with a role in relation to children's issues and Recommendation 8; That the scrutiny review proposed in this

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

	<p>recommendation also include consideration of the financial impact and that work be conducted to see how the presentation of statistics for children in care could be made more transparent.</p> <ul style="list-style-type: none"> • The Committee asked that the following action arising from the meeting held on 30th March 2011 be chased (Action No. 253). The Committee, the Cabinet Member and the Chair of the Safeguarding Policy & Practice Advisory Committee all recognised that there was duplication of work among committees. The Committee asked that the Children & Young People's Service provide a short report on the roles, remits and composition of the different committees which consider the safeguarding of children including the Children's Safeguarding Policy and Practice Advisory Committee, Local Safeguarding Children's Board and the Children's Trust, for future consideration by the Committee. (Action No. 235.1). <p>RESOLVED</p> <ol style="list-style-type: none"> i. That recommendation 5 be extended to include reference to other Council committees with a role in relation to children's issues. ii. That in relation to recommendation 8 the scrutiny review proposed in this recommendation also include consideration of the financial impact. iii. That the scrutiny review report on Corporate Parenting be approved subject to the amendments above.
<p>OSCO254.</p>	<p>HEALTH INEQUALITIES SCRUTINY REVIEW</p> <p>RECEIVED the tabled, updated cover report on the Health Inequalities Scrutiny Review which included comments by the finance and legal teams and the final scrutiny review report, introduced by Melanie Ponomarenko (Scrutiny Officer).</p> <p>NOTED</p> <ul style="list-style-type: none"> • The Department of Health National Support Team had used Haringey as an example of good practice guidance for addressing inequalities. • In response to a concern that the review did not result in many recommendations it was noted that a cross party working group would be taking forward many of the issues in the review. • A member commented that, in relation to recommendation 3 (page 51 of the second document pack), the report should be distributed at draft stage, including local businesses who should be encouraged to respond detailing how they could contribute towards reducing health inequalities. • It was suggested that partners be encouraged to provide workplace screening for depression and anxiety disorders (page 61) <p>RESOLVED to approve the scrutiny review report on Health Inequalities.</p>
<p>OSCO255.</p>	<p>PRE-SCRUTINY UPDATES</p> <p>None.</p>

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
MONDAY, 9 MAY 2011**

<p>OSCO256.</p>	<p>NEW ITEMS OF URGENT BUSINESS</p> <p>As detailed under minute numbers OSCO250 and OSCO251.</p>
<p>OSCO257.</p>	<p>MINUTES</p> <p><u>Minutes of the meeting held on 14th March 2011</u> Cllr Engert requested that the following be included in OSCO 190 – Q16 & Q22:</p> <p>In response to questioning on whether the Planning Committee hearing the application would consist of new members the Assistant Director of Planning, Regeneration and Economy stated that this would be the case as far as was possible.</p> <p><u>Minutes of the meeting held on 14th March 2011</u> The attendance list omitted Cllr Engert and would be amended.</p> <p>RESOLVED that subject to the amendment detailed above the minutes of the meetings held on 14th, 16th, 28th and 30th March be approved and signed by the Chair as a correct record.</p>
<p>OSCO258.</p>	<p>REFLECTIONS ON THE PAST YEAR</p> <p>The Committee had a brief discussion about the past year and agreed that a protocol for departments to complete actions arising from Overview & Scrutiny Committee meetings was required.</p>
<p>OSCO259.</p>	<p>FUTURE MEETINGS</p> <p>To be announced.</p>
<p>OSCO260.</p>	<p>SCRUTINY COMMITTEE ACTIONS REQUESTED</p> <p><u>Action 207.4 (page 132 of the agenda pack)</u> The Committee noted that a letter had been sent to the Chief Executive of the Bridge Renewal Trust requesting information on how the service worked but a response had not yet been received.</p> <p>The meeting ended at 21:30 hrs.</p>

COUNCILLOR GIDEON BULL
Chair

SIGNED AT MEETING.....DAY
OF.....
CHAIR.....

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

Councillors Councillors Bull (Chair), Browne, Alexander, Diakides, Ejiofor, Engert, Weber and Winskill (Vice-Chair)

Apologies Councillor Christophides and Kania and Y. Denny

Also Present: **Co-optees:** Sandra Young (John Loughborough Secondary School)
Councillors: Allison, Brabazon, Newton, Reece, Reith, Wilson
Officers: Julie Parker (Director of Corporate Resources), Dorothy Simon (Assistant Head of Legal – Social Care), Jan Doust (Deputy Director – Children’s Network), Ian Bailey (Deputy Director - Business Support & Development – Children’s Services), Ros Cooke (Early Years Standards and Inclusion), Debbie Crossan (Policy – Project Manager), Paul Dennison (Liberal Democrat political Assistant), Jan Doust (Deputy Director – Children’s Network), (Neville Murton (Head of Finance – Children & Young People), Natalie Cole (Clerk)
Also attending: William Dean (Headteacher -Highgate Primary School), Dee Copen, Peter Catling, Sue Head (on behalf of Headteachers of Children’s Centres and Children’s Centre Managers), Daisy Heath and Melian Mansfield (on behalf of Chair’s of Governors of Children’s Centres), Brian Simpson (North Bank Children’s Centre Management Group) and approximately 40 members of the public and press

**MINUTE
NO.**

SUBJECT/DECISION

<p>OSCO01.</p>	<p>WEBCASTING</p> <p>NOTED that the meeting was web-cast for live and future broadcasting on the Council’s website.</p>
<p>OSCO02.</p>	<p>APOLOGIES FOR ABSENCE</p> <p>Apologies for absence were received from Helena Kania and Pam Moffat (LINK).</p> <p>Yvonne Denny (Co-opted Church Representative) and Councillor Joanna Christophides also gave apologies as they were not able to take part in the meeting due to the prejudicial interests outlined below.</p>
<p>OSCO03.</p>	<p>URGENT BUSINESS</p> <p>It being a special meeting of the Overview and Scrutiny Committee no urgent business was permitted.</p>
<p>OSCO04.</p>	<p>DECLARATIONS OF INTEREST</p> <p>i. Yvonne Denny was not in attendance as she had declared personal and prejudicial interests before the meeting as she was the Chair of Governors at the Triangle Children’s Centre.</p>

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

	<p>ii. Marcelle Jemide declared personal and prejudicial interests and did not take part in the meeting as she was a Parent Governor of Pembury House Nursery and Children's Centre, which her son attended. Ms Jemide was advised by the Council's Deputy Monitoring Officer and the Chair that she should not be present at the meeting but it was Ms Jemide's decision to attend the meeting as an observer in the public gallery.</p> <p>iii. Cllr Christophides was not in attendance as she had declared personal and prejudicial interests as her children attended a school that was also a children's centre and her babysitter worked in a children's centre and had been made redundant.</p> <p>iv. Cllr Reith declared a prejudicial interest as the Cabinet Member who took the decision in a cabinet member signing.</p> <p>v. Cllr Brabazon declared personal and prejudicial interests as a governor of Rowlands Hill Children's Centre and South Grove Children's Centres and due to her general involvement in children's services.</p>
<p>OSCO05.</p>	<p>DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS</p> <p>The Chair had agreed to the presentations of stakeholders as detailed below.</p>
<p>OSCO06.</p>	<p>CALL-IN</p> <p>RECEIVED the report of the Monitoring Officer (pages 1-4 of the agenda pack) validating the call-in request (pages 5-7) of the decision of the Cabinet Member signing of 18th May 2011 (proposing a new model for Children's Centres in Haringey) and the report of the Director of Children's Services (pages 1-15 of the to-follow papers).</p> <p>Committee Members also received various written representations from the interested groups prior to the meeting including:</p> <ul style="list-style-type: none"> • A letter from David Lammy (MP for Tottenham) expressing his concerns that the clusters of children's centres proposed would challenge the autonomy of the centres and the gains made in this area in recent years. • A letter from the Haringey Children's Centre Alliance sent to the Cabinet Member for Children's Services stating reasons why the proposed model was unworkable. <p>6a. <u>Monitoring Officer's Report</u></p> <p>The Deputy Monitoring Officer, Dorothy Simon, presented the report as laid out.</p> <p>6b. <u>Introduction to the Call-in of Cabinet Member signing of 18th May 2011 proposing a new model for Children's Centres in Haringey by Councillor Rachel Allison</u></p> <p>NOTED</p> <ul style="list-style-type: none"> • The Call-in had been signed by Cllrs Katherine Reece, Rachel Allison, Monica Whyte, David Schmitz and Richard Wilson in accordance with the Council's Call-in procedure because the signatories believed that there

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

should be provision of children's centres across the borough and because stakeholders such as governors, parents and teachers were unhappy with the proposed model.

- The proposed model presented a gap in provision in the west of the borough, where there were areas of deprivation. Families would have to travel more than 1 hour to get to a children's centre, which they were unlikely to do in cold and wet weather.
- The decision to close children's centres was contrary to the objectives of Haringey's Children's Trust Prevention Strategy and the Council's Children and Young People's Plan.
- Early intervention into child protection was vital and vulnerable children would be placed at risk if the proposals went ahead.
- There would be longer term implications such as an increase in anti-social behaviour of young people, which would cost more financially in the future than if funding was currently provided for children's centres.
- The Council had the discretion on how funding was spent and the Cabinet Member for Children's Services was urged to consider other options so that all children's centres could remain open with the autonomy to manage reduced budgets.
- The Committee was urged to refer the decision to full Council for consideration.

In response to questions from Committee Members Cllr Allison provided the following information:

- Neither Cllr Allison nor the Liberal Democrat Group had received a response from the Council either acknowledging or answering their response to the consultation.
- It was essential to build a support network within the community and the 1 hour journey from the west of the borough to a children's centre in the east would cause further isolation for vulnerable families who relied on play groups and other children's centre services.
- Localism was important including allowing children's centres to decide how to spend budgets according to the need in their areas.

6c. Representations by Interested Groups

i. NOTED the statement of William Dean – Headteacher of Highgate Primary School and Children's Centre, including:

- The proposed model for children's centres was flawed and did not support the needs of vulnerable families in affluent parts of the borough. Being at the heart of the community, schools were the best location for children's centres.
- An alternative model for Highgate Primary School was proposed, which would enable services to continue to be run independently by the school, outside of SureStart. A similar level of service could be provided over three days on a budget reduced by 80% of current funding.

In response to questions from the Committee Mr Dean provided the following:

- A service could be provided based on a budget of £35k with the

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

continued provision of health services and by drawing on community support (i.e. using volunteers) and letting the centre out (for after school clubs etc as well as running training courses from the centre).

- The school had responded to the consultation, towards the end of which the Council had proposed to close the Highgate Children's Centre.

ii. NOTED the statements of Dee Coppen (Head of South Grove Children's Centre), Peter Catling (Head of Woodlands Park Children's Centre and Nursery) and Sue Head (Head of Earlsmead Children's Centre) on behalf of Headteachers and Managers of Children's Centres in Haringey, including:

- Accessibility and early intervention were key aspects for safeguarding children. Children's centres minimised risk for families on a daily basis and the closures would cut contact with vulnerable families.
- Families accessing children's centres needed consistency rather than having to re-tell their stories on each visit.
- Schools provided substitute staff for children's centres when required so that they could remain open. Under the proposed structure the role of schools was reduced to hosting the children's centres (in an arms length management position) which would be a loss to the centres which currently benefited from the local knowledge of managers and school staff.
- The new model threatened the successful integrated working and partnerships and strong links between childcare and outreach that had been developed over the years.
- Information sharing was straight forward in the current model of children's centres and there was no evidence to show that the proposed model of separated accountability would be successful.
- It was accepted that financial savings had to be made but investment now would prevent future costs and the Council was urged to provide schools with reduced funding to enable them to continue to run children's centres.

In response to questions put by the committee, the following was noted:

- The proposed model proposed had not been described in the consultation.
- The Head of Woodlands Park Children's Centre and Nursery had received a response to his consultation submission but it did not ease the fears expressed in the submission.
- Schools across the borough would support being allocated reduced funding, which could be managed using a deprivation formula and would work together. Schools would also put their own resources into the children's centres.
- The theme of localism would come into play in terms of budgets, safeguarding and early intervention if children's centres were able to remain open with reduced budgets.

iii. NOTED the statements of Melian Mansfield (Chair of Governors Pembury House Children's Centre and Nursery) and Daisy Heath (Chair of Governors – Woodlands Park Children's Centre) on behalf of Governors of children's centres in Haringey, including:

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

- Universal provision was vital as targeted provision was not successful. All children centres in Haringey provided different services to suit their local communities and had built relationships.
- There had been a lack of consultation with Governing Bodies and most schools' responses to the public consultation had been ignored. Whilst schools were keen to work in clusters there was a lack of confidence in the proposed model.
- Headteachers and Governing Bodies were not willing to manage staff that they did not recruit.
- Relationships with and support for the local community would be lost if the proposals went ahead. Parents depended on these services and were incredibly worried about the proposals.
- The Cabinet Member was urged to rethink the proposals and consider giving each children's centre a reduced budget to manage services.

In response to questions from the Committee the following was noted:

- Interested groups confirmed that redundancy and redeployment processes in children's centres had begun. The Deputy Director – Children's Networks, Jan Doust, explained that Governing Bodies had been recommended to start consulting with staff to seek views on which staff could be placed in the redeployment pools in the future. The Deputy Monitoring Officer confirmed that all Council staff had been served with a redundancy notice as the Council was in a general state of redundancy.

iv. NOTED the statement of Brian Simpson (Chair of North Bank Children's Centre Management Group), echoing comments recorded above and including:

- The North bank children's centre would continue to run some activities as part of the church community programme at Muswell Hill Methodist Church but due to lack of resources the centre would be unable to reach vulnerable families that were most in need.

In response to questions from the Committee it was further noted:

- Neighbouring children's centre, Coppetts Wood, in Barnet would not provide outreach services in Haringey.
- It was suggested that a permanent member of staff be placed in each of the children's centres to keep them open and provide some facilities and the important aspect of community outreach be maintained.
- Mr Simpson estimated that North Bank provision could continue with a £40k budget allocation.

v. The Committee received the statement from Councillor Zena Brabazon, including:

- It was generally accepted that cuts were required and there was little opposition to the clustering of children's centres but the Cabinet Member signing report did not fully explain how the proposed structure would

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

operate.

- The Committee was urged to listen to the concerns raised by the interested groups who were experienced practitioners particularly concerns about the potential loss of multi-disciplinary and multi-agency working relationships.
- Consistency was essential in safeguarding and the proposals presented the risk that vulnerable children would not be identified.
- Removing the devolved funding and centralising staff created the worry that quality services would not be delivered.
- Alternative models should be considered as a result of headteachers confirming that they could work with reduced budgets.
- The Cabinet Member was urged to review the decision and consider whether it was the best way to utilise the small amount of funds available.

In response to questions by the Committee, it was noted:

- Cllr Brabazon had expressed her views at every opportunity and had taken part in discussions about centralised teams.
- Cllr Brabazon proposed that reviewing funding for Surestart and moving towards devolved services should take place; schools should be allocated reduced budgets to continue to provide children's centre services and ensure that commissioning arrangements were clear with unequivocal service level agreements.

The Committee heard from published author Professor Jane Tunstill who supported the comments made by Cllr Brabazon and stated that the safest and most developmentally rewarding arrangements for children were those with multi-agency working and intimacy, and that centralised services should be avoided.

6d. Cabinet Member for Children's Services Response

NOTED the statement of Cllr Lorna Reith, Cabinet Member for Children's Services, responding to the matters raised, including:

- The position of withdrawing funding and reducing services was not what the Cabinet Member wanted, however it was required in order to achieve a balanced Council budget within a necessary short timescale.
- The proposed model for children's centres differed from the model in the original consultation as it had been changed as a result of consultation.
- The Cabinet Member acknowledged the concerns raised by the interested groups in relation to children's centre provision in Highgate and North Bank and explained that the model had to be based on the levels of need. The model did not mean that levels of deprivation did not exist elsewhere but this was the purpose of proposing to continue to have centralised outreach staff who could work with families in other parts of the borough who were referred by other agencies.
- Discussions with neighbouring boroughs had taken place and Haringey residents could access services (except health services) at Coppetts Wood Children's Centre in Barnet. Health services would continue at North Bank children's centre.
- The viability of further funding to assist setting up the proposals from Highgate School and North Bank could be considered as well as for health services at Rokesly Children's Centre. It was not viable to allocate

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

budgets directly to schools as all schools had differing costs, catchment areas and levels of deprivation.

- Vulnerable areas such as the Coldfall Estate could be targeted by family support and outreach workers.
- In response to suggestions that funds be taken from the safeguarding budget the Cabinet Member explained that this budget was for looked after children, the numbers of which were steadily increasing.
- The Cabinet Member expressed that she felt there seemed to be a misunderstanding in relation to the model. She explained that there would not be a centralised team but that children's centre staff, who were not currently on Council contract, would be moved onto employment contracts with the Council (rather than being employed by schools). Due to a smaller workforce staff there was a need for staff to be flexible and all staff being on the same employment contracts meant the Council could better manage the workforce. The Unions had not objected to the proposals.
- The original proposals had included having Lead Children's Centres which had not been well supported during consultation therefore clusters had been proposed where there would be a Cluster Manager. The clusters had also been amended according to centres that already worked closely together. The management of staff would be much the same and staff would still work at the same centres and local knowledge and information sharing in the clusters would ensure vulnerable families were not lost.
- The Cabinet Member agreed that there was a need for clear service level agreements which would fall to the local partnership boards, which would set priorities for the local area and would monitor children's centres.
- The Cabinet Member was due to meet with the Haringey Children's Centre Alliance and the Haringey Governors Association. She would also be engaging further with headteachers and chairs of school governing bodies to discuss their concerns.

Clerk's note: 19:00hrs - The Chair temporarily left the meeting and the Vice-Chair took over as Chair for the duration.

19:03 hrs – The Chair returned and resumed chairing.

The following was noted in response to the Committee's questions to the Cabinet Member:

- The reason for placing children's centre staff on Council contracts was to have a flexible workforce that the Council knew more about and not for financial gain. If the Partnership Board decided that, for example, more work should be conducted in a particular ward the structure allowed for staff to be moved to that area.
- 70 family support workers were employed in the borough that could provide high level support to those vulnerable families. Such families would be identified by health visitors and midwives, GPs, police, schools and some families will already be known to the authority. Targeted services would also help to reach families in need of support.
- In response to comparisons with other boroughs the Cabinet Member agreed to send details of the budgetary cuts required to be made by other local authorities. **Action: Cabinet Member Children's Services/ Deputy**

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

Director – Children’s Network

- Local authorities were using different models for children’s centres across the country including outsourcing and having both centres within schools and stand-alone centres.
- The proposals for self-funding children’s centres were not models that would work across the borough, although there were areas where families could pay for services.
- The Cabinet Member welcomed suggestions for other areas where funds could be cut to provide for children’s centres which would not leave the Council open to legal challenge.
- The Cabinet Member agreed to provide the figures for improved health visitor services in the borough. **Action: Cabinet Member Children’s Services/ Deputy Director – Children’s Network**
- The total projected saving through the children’s centres proposal was £6.5 million. There was no scope to move funds from the safeguarding budget as this budget was needed for children who were already in the system.

The Committee noted comments from Cllr Martin Newton relating to the need for a universal service in Fortis Green that was open to everyone and his concerns that vulnerable families would not be identified under the new proposals.

Clerk’s note: 19:40hrs The Cabinet Member for Children’s Services, Cllr Reith, and Cllrs Brabazon and Reece (also in attendance) left the meeting during the Committee’s considerations. Ms Jemide also left the gallery from where she had been observing at this point.

The Committee debated the matter and the following was noted:

- Committee Members expressed the need for engagement, trust and relationship building between the Council and the interested groups.
- The Committee requested categorical assurance that meetings would be held with stakeholders.
- The Committee also expressed concerns about the lack of clear service level agreements in the proposals.
- It was recommended that the decision should be reconsidered by more than one individual.
- In considering this matter the Committee attempted to be constructive and expressed that it would be disappointed if the comments and recommendations, which reflected expert contributions, were not taken into consideration.

The Chair MOVED a motion that the decision taken by the Cabinet Member on Children’s Centres was inside the Council’s policy and budget framework and that further action should be taken. This was unanimously agreed.

RESOLVED

- 1a. That the decision taken by the Cabinet Member for Children’s Services on Children’s Centres in Haringey on 18th May was inside the Council’s policy and budget Framework and that further action should be taken.

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

The Chair MOVED a motion that the matter be referred back to the Cabinet Member for Children's Services with the added recommendation that the Cabinet Member requests that the Leader convenes a special Cabinet meeting for full consideration of the matter.

A vote was taken (7 members voted for the motion and 1 member abstained) and carried:

RESOLVED

- 2a. That the decision be referred back to the Cabinet Member as the decision taker to reconsider the decision before taking a final decision within 5 working days in light of the views expressed by the Overview & Scrutiny Committee.
- 2b. That the terms of the final decision of the Cabinet Member as in recommendation 2a. above be recommended to be a request that a special Cabinet meeting be convened within a further 5 working days.
- 2c. That the Cabinet Member and the Cabinet note the Overview & Scrutiny Committee's reasons for referring the original decision on children's centres back for reconsideration as set out below:
 - i. Proposals made by schools to run children's centres independently with reduced funding had not been fully assessed by the Council and should be reconsidered.
 - ii. The Committee expressed concerns that opportunities to engage with school headteachers, governors and representatives of the Haringey Children's Centre Alliance at an early stage had not been taken. A committed engagement process between the Council and the Alliance should begin at the earliest opportunity.
 - iii. Consultation on the proposals had not been fully effective as the proposed model in the Cabinet Member's signing report of 18th May 2011 differed significantly from the model proposed in February 2011.
 - iv. No reasonable responses had been provided by the Cabinet Member to the objections submitted by interested parties as part of the consultation.
 - v. There was no evidence in the proposals that a proper risk assessment of the consequences for early intervention and child protection had been conducted when assessing the move from the current model of children's centres to the proposed new model.
 - vi. Experts attending the committee had expressed concerns that the proposed structure was unworkable and would present safeguarding concerns.
 - vii. Experts who provided evidence and the Committee had expressed concerns about who would be responsible for the timely and effective identification of vulnerable children and children at risk under the new structure.
 - viii. The key concerns raised by interested groups and experts around the loss of integrated multi-disciplinary working and early intervention following the proposed centralisation of staff should be fully addressed during reconsideration of the decision.

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
WEDNESDAY, 8 JUNE 2011**

	<p>ix. Children from the Coldfall Estate in Fortis Green who would normally attend the Northbank site and those who would attend the Highgate, Rokesly and Tower Gardens sites would be placed at greater risk due to the lack of provision in this area as a result of the proposals.</p> <p>The meeting ended at 20:05 hrs</p>
--	--

COUNCILLOR GIDEON BULL

Chair

SIGNED AT MEETING.....DAY

OF.....

CHAIR.....

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
43	29.07.2010	<p>Item 12 – Quarterly Council Performance Exceptions Report & Quarterly Council Budget Monitoring Exceptions Report</p> <p>The Committee requested more information on Haringey’s figures for the delayed transfers of care from hospital including whether mental health service users were included (paragraph 15.11 on page 69 of the agenda pack) (action no. 43.1). <i>(Cllr Newton)</i></p> <p>The Committee asked to be informed of the reasons why the household waste target for reuse, recycling and composting had been lowered. (action no 43.2) <i>(Cllr Winskill)</i></p>	<p>Performance Management Team Manager</p> <p>Director of Urban Environment (AD Frontline Services)</p>	05.05.201 & follow-up information 27.05.2011	
OSCO 59	06.09.2010	<p>Item 6 – Cabinet Member Questions – Cabinet Member for Housing</p> <p><u>Action 59.1</u> During the discussion about temporary accommodation it was agreed that the minimum standards criteria would be circulated to Committee members <i>(Cllr Alexander)</i>. Members were encouraged to notify the department about any cases of concern.</p> <p><u>Action 59.3</u> The Committee asked for the exact number of rough sleepers in Haringey and the number of individuals who were still rough sleepers in 2010 following from last year. <i>(Cllr Ejiofor)</i></p>	<p>Assistant Director of Strategic & Community Housing</p> <p>Strategy & Partnerships Manager</p>	26.04.2011 26.04.2011	
62	06.09.2010	<p>Item 10 – Cabinet Member questions – Cabinet Member for Finance and Sustainability</p> <p><u>Action 62.2</u> The Committee highlighted previous discussions on the possibility of using wasteland for allotment space and offenders on the Community Payback scheme to work on those spaces. The</p>	<p>27.10.10 Response from Alex Fraser but further information requested from Urban</p>		

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
70	04.10.2010	<p>feasibility of this would be investigated and reported back to the Committee. (Cllr Winskill)</p> <p>Item 7 – Cabinet Member Questions – Cabinet Member for Planning and Regeneration</p> <p><u>Action 70.1</u> The Committee would be provided with information on the number of residents who had obtained a job, of those who had received employment support and skills training as part of the North London Pledge 1. (Cllr Ejiofor)</p> <p><u>Action 70.2</u> Further to concerns being expressed regarding the 21% of cases of unauthorised residential conversion which were immune from prosecution, comparison information would be provided to the Committee on the level of unauthorised cases that were immune from prosecution. (Cllr Winskill)</p> <p><u>Action 70.3</u> Further information on the negotiations regarding the NE Tottenham Polyclinic and on the discussions that would be taking place with Tottenham Hotspur Football Club regarding their future in the borough would be provided to the Committee (Cllr Winskill)</p> <p><u>Action 70.4</u> The Committee that more comprehensive figures on the cost of worklessness in the borough, for example including benefit figures, the impact on local health services, retraining costs and reduced consumer spending to be reported back to the Committee, after the findings of the current economic survey of the borough were known. (Cllr Winskill)</p>	<p><i>Environment by Committee</i></p> <p>Assistant Director of Planning, Regeneration and Economy</p> <p>Assistant Director of Planning, Regeneration and Economy</p> <p>Assistant Director of Planning, Regeneration and Economy</p> <p>Assistant Director of Planning, Regeneration and Economy</p>	<p>Page 198</p>	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		<p><u>Action 70.5</u> The Committee would be provided with a written response to question 13 submitted for the Cabinet member for Planning and Regeneration, in respect of what happened to those 56 people of the 94 engaged in the Families into Work Programme, who are not in work, on skill courses or work placements. <i>(Cllr Newton)</i></p> <p><u>Action 70.6</u> Further to a discussion regarding the Bridge NDC, the full value for money and performance report relating to the NDC would be circulated to the Committee. <i>(Cllr Newton)</i></p> <p><u>Action 70.7</u> The Committee requested that a full written response to written question 17 on the Mayor's proposed WiFi platform across London, and the consultation this would entail, be provided to the Committee.</p>	<p>Assistant Director of Planning, Regeneration and Economy</p> <p>Assistant Director of Planning, Regeneration and Economy</p> <p>Assistant Director of Planning, Regeneration and Economy</p>		
71	04.10.2010	<p>Item 11 – Flow of Section 106 Money</p> <p><u>Action 71.1</u> The Committee asked that further ways of engaging the wider community for idea on s106 agreements be looked into and reported back to the Committee <i>(Cllr Winskill)</i></p> <p><u>Action 71.2</u> The Committee requested a 1-page briefing note on the current position in respect of Hale Village and the section 106 agreement.</p>	<p>Assistant Director of Planning, Regeneration and Economy</p> <p>Assistant Director of Planning, Regeneration and Economy</p>		
74	04.10.2010	<p>Item 10 – Winter Service Plan</p> <p><u>Action 74.1</u> The Committee requested that the street-by-street analysis in the draft Plan and proposed location of all grit bins in the</p>	<p>Client & Performance Manager – Environmental</p>		

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		<p>borough be circulated to all Council Members for information.</p> <p><u>Action 74.2</u> The Committee requested that, once approved by Cabinet, the location of all grit bins in the borough be published on the Council's website.</p>	Resources Client & Performance Manager – Environmental Resources		
99	01.11.2010	Item 7 – Safeguarding Plan for Haringey The Committee asked for the reasons that the recent South Tottenham Children's Trust Board meetings had been cancelled (action 99). (<i>Yvonne Denny</i>)	Director C&YP	25.03.2011	Page 200
101	01.11.2010	Item 10 – New Items of Urgent Business – Health Visitors Officers would investigate a Committee Member's report that the baby-clinic in the Highgate Children's Centre only offered a baby weighing service and not universal health visitor services (action 101.2). (<i>Cllr Allison</i>)	NHS Associate Director – Communications, Engagement and Partnerships		
116	06.12.2010	Item 7 – Cabinet Member Questions – Cabinet Member for Community Cohesion Q4 & 5 – The Committee requested an update towards the end of the financial year on how partnership working will be maintained to prevent and reduce re-offending (Action no. 116.1). <i>Cllr Winskill</i>	Head of Safer & Stronger Communities Unit		

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
117	06.12.2010	<p>Q15 – The Committee would be sent a written response to a question about the murder conviction rate in the Borough (Action no. 116.2). <i>Cllr Ejiofor</i></p> <p>Item 8 – Homes for Haringey Performance Report</p> <p>A briefing would be circulated in response to a Co-opted member asking how void turnaround times were affected by squatters (Action no. 117.1). <i>Sandra Young</i></p> <p>The Committee asked for figures for the number of tenants evicted as a result of anti-social behaviour (Action no. 117.2) and noted that Homes for Haringey was working with the Council to plan how funding could increase to ensure that the service dealing with anti-social behaviour continued. (<i>Chair</i>)</p> <p>In response to the information on Welcome Visits, provided at Appendix 2, a Committee Member asked for more information on the Notice to Quit (NTQ) process (Action 117.4). <i>Cllr Newton</i></p>	<p>Head of Safer & Stronger Communities Unit</p> <p>HfH Executive Director of Finance</p> <p>HfH Executive Director of Finance</p> <p>HfH Executive Director of Finance</p>	<p>11.05.2011</p> <p>11.05.2011</p> <p>11.05.2011</p>	
120	06.12.2010	<p>Item 11 – Decent Homes Progress Report</p> <p>The Committee noted that Decent Homes work to the Borough's supported housing schemes would start in December 2010 and would continue until July 2011. Specific dates for works would be circulated (Action no. 120.1). <i>Cllr Newton</i></p> <p>A Committee Member requested the performance data relating to</p>	<p>HfH Head of Asset Management</p> <p>HfH Head of Asset</p>	<p>22.03.2011</p> <p>22.03.2011</p>	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		defects further to contractors work and how quickly repairs were completed (Action no. 120.2). <i>Cllr Ejiofor</i>		Management HfH Head of Asset Management	22.03.2011
144	20.12.2010	Item 9 – Integrated Care Organisation (ICO) The Committee requested a report in March/April 2011 updating on the ICO project.		Whittington Hospital	
159	17.01.2011	Item 7 – Budget Scrutiny Review of Financial Planning for 2011/12 to 2013/14 Re: Q5 – The Committee requested benchmarking information on legal costs per child safeguarding case. (Action No. 159) Re. Q9 – A copy of the working paper analysing the inflation provision would be circulated to the Committee and Councillor Gorrie (Action No. 159.1). (<i>Cllr Gorrie</i>) Re. Q13 – The Committee requested a briefing note on the Council Tax benefits subsidy calculation that would produce a cost to the Council of £4m. The note should identify the estimated level of subsidy being withdrawn by central Government. (Action No. 159.2). (<i>Cllr Winskill</i>)		Director CYPs Director - Corporate Resources Director - Corporate Resources	25.03.2011

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
167	31.01.2011	<p>Re. Q44 – The Committee requested to see the Equalities Impact Assessment for the Behaviour Support and Inclusion Management saving proposal when it was completed (Action 159.11). (<i>Cllr Ejiofor</i>)</p> <p>Re. Q44 – The Committee asked for information on what the take up of places at centres for pupils who had been excluded was and what Children's Services were doing about poor attendance (Action 159.12). (<i>Yvonne Denny</i>)</p> <p>Re. Q46 – The Committee requested further details on the potential implications of the various Enforcement saving proposals.</p> <p>Item 7 – Budget Scrutiny Review of Financial Planning for 2011/12 to 2013/14</p> <p>Re: Q6.1 – <u>Legal Staff in Children's Services</u> In response to the rising cost of legal services the Committee requested a briefing note on what was being done to drive costs down and a breakdown of how money was spent in the service (Action No. 167.1).</p> <p>Re: Q12 – <u>IT – Infrastructure – renewal from borrowing</u> In response to question the Chief Financial Officer stated that cost of the current IT infrastructure had been written off and that more information on the saving of this write-off and the value of the renewed infrastructure would be provided to the Committee. It was noted that joint systems with Homes for Haringey might be required but this would be reviewed as the IT infrastructure proposal moved forward (Action No. 167.3). (<i>Cllr Gorrie</i>)</p>	<p>Director CYPS</p> <p>Director CYPS</p> <p>Director Urban Environment</p> <p>Director – CYPS</p> <p>Director – Corporate Resources</p> <p>Assistant Director for</p>	<p>02.06.2011</p> <p>09.05.2011</p> <p>25.03.2011</p>	<p>02.06.2011</p> <p>09.05.2011</p> <p>25.03.2011</p>

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		<p>Re: <u>Q28 – Restructure of Planning, Regeneration and Economy</u> The Committee expressed concern that the proposal would impact residents. The Equalities Impact Assessment (EIA) would be circulated to Committee Members. (Action No. 167.7) (Cllr Winskill)</p> <p>Re: <u>Q41 – Adult, Culture and Community Services</u> In response to concerns that Councillors had not been consulted on the Council's Communication Strategy the Leader stated that there would be further consultation and that she would ensure a briefing was provided to Councillors. (Action No. 167.9) (Cllr Winskill)</p> <p><u>Responses to questions arising from Budget Scrutiny on 17th January 2011</u> Re: Ref. 8 – Council Tax benefits Subsidy - a briefing note would be circulated to members on the estimated level of subsidy being withdrawn by the Government. The Committee also asked how long the 10% subsidy would last. (Action No. 167.10)</p>	<p>Planning, Regeneration and Economy</p> <p>The Leader <i>Wayne Haywood will send briefing via Sue Evans</i></p> <p>Director – Corporate Services</p>	<p>Page 204</p>	
174	21.02.2011	<p>Item 7 – Homes for Haringey Inspection</p> <p>In response to a question on what happened if a tenant refused decent homes work to the property they lived in, officers explained that the works would be added to a “mop-up” programme to be conducted in the last year of the Decent Homes Programme or when the property became vacant. The Committee asked for more information on this (Action No. 174.1). (Chair)</p> <p>The Committee requested more information about Homes for Haringey's approach to income collection, including figures for outstanding rental payments, and what specific actions would be</p>	<p>Homes for Haringey Business Improvement Manager</p> <p>Homes for Haringey Business Improvement</p>	<p>22.03.2011</p> <p>22.03.2011</p>	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
175	21.02.2011	<p>taken to improve the collection rate. (Action No. 174.2). (Cllr Winskill)</p> <p>Item 8 – Cabinet Member Questions – Cabinet Member for Finance and Sustainability</p> <p>Re. Q6 – Committee Members noted that some NHS services would be moving into the 4th Floor of River Park House and discussions were being held with other health partners about future sharing of office space. The Committee asked for a briefing note giving more detail about what NHS services would be moving into River Park House. (Action No. 175.1) (Cllr Winskill)</p> <p>The Committee requested a 1-page briefing note on the history of the Hornsey Depot for which a development partner was being chosen. (Action No. 175.2) (Cllr Winskill)</p> <p>The Committee requested a list of London boroughs that operated with only one customer service centre and whether they also provided one-stop shops. (Action No. 175.3) (Chair)</p>	<p>Manager</p> <p>Director – Corporate Resources</p> <p>Director – Corporate Resources</p> <p>Director – Corporate Resources</p>		
176	21.02.2011	<p>Item 9 – Periods 8 & 9 – Council Performance Exceptions report & Council Budget Monitoring Exceptions report</p> <p>The Committee asked for a briefing note on the low occupancy of the Technopark (paragraph 15.5 – Period 9) including:</p> <ol style="list-style-type: none"> 1. How many units there were? 2. How many units were let (what %) and to what sort of businesses, how many people were employed in them and what income they yielded? 	<p>Director – Corporate Resources</p>		

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		<p>3. How many units (%) were used by council services? 4. How many units (%) were occupied by the community and voluntary sector and were these provided for free or at a reduced rent (detail to be provided)? (Action No. 176.1) (Cllr Newton)</p> <p>Paragraph 15.18 (Period 8) – Looked After Children (LAC) –The Committee stated its concern about the large overspend in this area and the unsettling nature of moving looked after children from one placement to another. Officers were reviewing how and why placement moves for these children had come about and any special action taken – a briefing would be provided to the Committee when this piece of work was complete. (Action No. 176.3) (Cllr Winskill)</p> <p>In response to questions about whether the Council had entered into discussions with magistrates about how the legal side of children’s placements could be improved, officers reported that the Director of Children’s Services had recently met with the Head of the Court Service about the legal process and costs. The Committee requested feedback from this meeting. (Action No. 176.4) (Cllr Winskill)</p> <p>In response to the Committee’s concerns, the Deputy Director – Children and Families, stated that she did not expect there to be a direct link to the number of referrals as a result of the closure of Children’s Centres as partners were aware of the Council’s thresholds. The Committee asked for a future report back to the Committee if there was a drop in the number of referrals and more details about the areas of referrals. (Action 176.5) (Cllr Winskill)</p>	<p>Director - CYPS</p> <p>Director – CYPS</p> <p>Director - CYPS</p>	<p>25.03.2011</p> <p>25.03.2011</p> <p>N/A at present – may be the subject of future report</p>	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		<p>The Committee sought reassurance that targets were appropriate and vulnerable children were identified and assessed in a timely way. It was noted that work was allocated immediately to a social worker to undertake an assessment but if, in the meantime an urgent investigation was received then there would be a reprioritisation of work. An update on the issues raised above (Actions 176.2 – 176.5) would be provided at the OSC Child Protection meeting on 30th March 2011. (Action 176.6)</p> <p>Paragraph 14.8 (Period 9) – The Committee requested a breakdown of stage 1 complaints received. (Action 176.8) (<i>Chair</i>)</p> <p>Paragraph 14.10 (Period 9) – The Committee asked for the monetary figure of the shortfall in collected council tax. (Action 176.9) (<i>Chair</i>)</p> <p>Paragraph 14.11 (Period 9) – The Committee asked what impact on demand for services new benefit claims were having. (Action 176.10) (<i>Chair</i>)</p>	<p>Director – CYPS / Cabinet Member for Children’s Services</p> <p>Performance Management Team Manager</p> <p>Director – Corporate Resources</p> <p>Director – Corporate Resources</p>	30.03.2011	report to Committee

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
190	14.03.2011	<p>Item 7 – Cabinet Member questions: Cabinet Member for Planning & Regeneration</p> <p>Q2 – Economic Development - The Committee requested regular updates to all Council Members on how the shared service with Waltham Forest would operate (Action No. 190.1). <i>Cllr Winskill</i></p> <p>Q7 – Tottenham Hotspur FC – A briefing note was requested on the discussions held with Spurs about the regeneration of Tottenham as part of the stadium redevelopment. Committee members expressed concerns that no fixed commitments had been made by the Club to employ and train local people and that a health centre had not been included in the development plans (Action No. 190.2). <i>Cllr Winskill</i></p> <p>Q16 & Q22 – Wards Corner – The Committee requested a briefing note be provided to Members on the history of Wards Corner and what the current plans for the site were (Action No. 190.3). <i>Chair</i></p>	<p>Assistant Director for Planning, Regeneration and Economy</p> <p>Assistant Director for Planning, Regeneration and Economy</p> <p>Assistant Director for Planning, Regeneration and Economy</p>	05.05.2011	
191	14.03.2011	<p>Item 8 – Older People’s Housing Strategy 2010-2020</p> <p>The Committee asked for more information on the Housing Minister’s commitment of £180m as part of the Disabled Facilities Grant programme for councils to help fund home adaptations to help those with disabilities to live comfortably and independently in their own home (Action No. 191).</p>	<p>completed</p> <p>15.03.2011</p>		
192	14.03.2011	<p>Item 9 – Cabinet Member questions: Leader’s Portfolio</p>			

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		<p>The Committee requested timeframes for the refreshing of the Council's website which was currently being undertaken. It was reported that the first phase would look at the experience of the website such as making things easier to find as well as removing pages that were not used, and the second phase would introduce systems for transactions to be conducted online for those Haringey residents who would prefer this to face to face contact (Action No. 192).</p>	<p>Assistant Chief Executive</p>	<p>16.05.2011</p>	
194	14.03.2011	<p>Item 11 – Mental Health Trust proposals</p> <p>The Committee requested a briefing note on the meeting between Haringey Mental Health Trust and the Whittington hospital about the structure of services and how community health structures and the new relationship with the Whittington would deliver homogenous services across the Borough (Action No. 194.1). <i>Cllr Winskill</i></p> <p>That a visit be arranged to the Whittington Hospital to meet the new Chief Executive, (Action 194.2). <i>Chair/ Cllr Winskill</i></p> <p>The Committee requested a briefing note about how the Mental Health Trust was contributing to the safeguarding of children and how it linked with the Council (Action No. 194.2). <i>Cllr Newton</i></p> <p>The Committee requested a meeting with MHT and a tour of the St Anne's Hospital site (Action No. 194.3). <i>Chair/ Cllr Winskill</i></p>	<p>MHT Chief Executive</p> <p>Scrutiny Officer/MHT</p> <p>MHT Chief Executive</p> <p>Scrutiny Officer/ MHT</p>	<p>Page 209</p>	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
205	16.03.2011	<p>Item 5 – GP Consortia</p> <p>The Committee requested quarterly updates from the GP Consortia particularly in relation to organisational issues, commissioning contracts and performance. (Action No. 205.1). <i>Cllr Winskill</i></p>	<p>Dr H Pelentrides/ CE of GP Consortia/ Chair/ Scrutiny Officer/ NHS - Associate Director of Communications & Engagement</p>		
206	16.03.2011	<p>Item 6 – NHS Local Presence</p> <p>The new Chief Executive of the Whittington Hospital, Yi Mien Koh, would be invited to the next health Overview & Scrutiny Committee to discuss community health issues and how homogeneity of service across the Borough would be ensured (Action No. 206.5). <i>Chair</i></p>	<p>Clerk/ Scrutiny Officer</p>		Page 210

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
207	16.03.2011	<p>Item 7 – The Laurels</p> <p>The Committee requested a briefing note on why phlebotomy (blood testing) services in the Borough could not be expanded including why there was a limit of only 40 people being tested at the Laurels in the morning and the reasons this could not be increased (Action No. 207.2). <i>Cllr Winskill</i></p> <p>That another unannounced visit to the Laurels be arranged for Members of the Committee in order to monitor progress (Action No. 207.3). <i>Cllr Winskill/Chair</i></p> <p>The Committee would send a letter to the Chief Executive of the Bridge Renewal Trust requesting information on how the service spends the public money allocated to it, what community projects it was currently supporting, how establishing a pharmacy fits in with its business objectives and how it expects to make a profit (Action No. 207.4). <i>Chair</i></p>	<p>NHS - Associate Director of Communications & Engagement</p> <p>Scrutiny Officer/Chair</p> <p>Scrutiny Officer/Chair</p>	Part provided 06.04.11	05.04.2011
208	16.03.2011	<p>Item 8 – PCT Savings Proposals</p> <p>That the Chair write to the Chief Executive of NHS North Central London requesting information on a quarterly basis on the specific services that GPs are currently commissioned (via their contract) to undertake and performance levels (Action No. 208). <i>Cllr Winskill</i></p>	Scrutiny Officer/Chair		

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
209	16.03.2011	Item 9 – Responding to the NHS and Public Health White Papers The Chair would circulate the Council's Constitution amendment relevant to Health Scrutiny (Action 209.3). <i>Chair</i>		Chair/ Clerk	
216	28.03.2011	Item 6 – Cabinet Member Questions – Cabinet Member for Neighbourhoods The Cabinet Member would circulate to all Council Members proposals by Transport for London (TfL) to reduce the number of bus stops in the Borough so that their feedback can be reported at the next quarterly meeting with TfL (Action No. 216.4).		Cabinet Member for Neighbourhoods	03.06.2011
217	28.03.2011	Item 7 – Recycling and Collection Methodologies A briefing note on the proposals for a new waste depot in Pinkham Way would be circulated to the Committee (Action No. 217.1). A briefing note on the reasons for co-mingled recycling collections would be provided to the Committee (Action No. 217.2).		Head of Environmental Resources Head of Enviro. Resources	12.05.2011 09.05.2011
218	28.03.2011	Item 8 – Implications for the OSC of the Health & Social Care Bill and the Localism Bill The Committee would, at such a time that the Health and Social Bill is finalised, seek confirmation from the Leader of the Council that statutory health scrutiny powers will be retained by the Overview &		Chair / Scrutiny Officer	Due to confusion on a national level about what constitutes a designated service & when & how this will be decided for each locality this action will be delayed

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		Scrutiny Committee (Action No. 218.1).		Scrutiny Officer	09.06.2011 letter to Andrew Lansley
220	28.03.2011	<p>Item 10 – Animal Welfare and Circus Pilots</p> <p>The Animal Welfare programme of action would be circulated to Committee Members once signed off by the Animal Welfare Partnership (Action No. 220.1)</p> <p>The Cabinet Member would email all Council Members details on how they could report details of breeders of dangerous dogs. (Action No. 220.2)</p>		<p>Head of Enforcement <i>(to be circulated end of June 2011 when signed)</i></p> <p>Cabinet Member for Neighbourhoods</p>	Page 213
234	30.03.2011	<p>Item 7 – Cabinet Member Questions – Cabinet Member for Children’s Services</p> <p>Re. Q5 – The Committee requested a more expansive briefing note on why more children being placed in care needed re-placements and more specific detail about legal costs with reference to Action 98.1 from the meeting held on 1st November 2010, Page 114 of agenda pack, (and Action 159 from Budget Scrutiny 17th January 2011). It was noted that some of the re-placements were due to bringing together children as a family group when they had been separated as emergency interim measures. Such re-placements did not require additional court action as court orders had already been obtained for the children (Action No. 234.1). <i>Cllr Winskill</i></p>		Director CYPS	31.05.2011

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
				Director CYPS	31.05.2011
235	30.03.2011	<p>Re. Q23 – School Meals Take Up – The answer focussed on free school meals; the Committee would be provided with an updated answer in relation to general school meals take up, particularly in primary schools (Action No. 234.2). <i>Cllr Allison</i></p> <p>Item 8 – Children’s Safeguarding Policy and Practice Advisory Committee</p> <p>The Committee, the Cabinet Member and the Chair of the Safeguarding Policy & Practice Advisory Committee all recognised that there was duplication of work among committees. The Committee asked that the Children & Young People’s Service provide a short report on the roles, remit and composition of the different committees which consider the safeguarding of children including the Children’s Safeguarding Policy and Practice Advisory Committee, Local Safeguarding Children’s Board and the Children’s Trust, for future consideration by the Committee. (Action No. 235.1). <i>Cllr Winskill</i></p> <p>The Chair of the Safeguarding Policy & Practice Advisory Committee would discuss the issue of children’s needs assessments being undertaken by assistant social workers with Hilary Corrick (Independent Social Work Consultant and Independent Member of the Advisory Committee) (Action 235.2). <i>Cllr Winskill</i></p>	Director CYPS	31.05.2011	
236	30.03.2011	Item 9 – Safeguarding Action Plan – Update on Progress	The Committee requested information on how children in care	Director CYPS	Discussed with Cllr Ejjofofor

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		homes (including the 5 private homes) were monitored in terms of where children spent their time if they were not at the home and who they mixed with and whether the Police were involved when there were concerns (Action No. 236.1). <i>Cllr Winskill</i>			on 07.04.2011
		The Committee recommended that the Safeguarding Action Plan be considered by the Committee twice per year (Action No. 236.2).		Director CYPS	Noted by Service
237	30.03.2011	Item 10 – Child Protection Performance and Key Issues Report The Committee questioned the discrepancy between the figures provided on Page 90 (Children with a Child Protection Plan (CPP) moving into the Borough) and Page 115 (minutes of the previous Child Protection Overview & Scrutiny Committee meeting) of the agenda pack. Page 90 stated that 43 Children on CPPs had moved into the Borough and 36 had moved out since January 2011 and Page 115 provided the figure of 40 children on CPPs moving into the Borough. The Director of Children and Young People's Service would investigate and provide Committee members with an explanation (Action No. 237.1). <i>Cllr Allison</i> The Director of Children and Young People's Service and Councillor Joseph Ejiofor would be meeting to discuss how information should be reported to the Committee and would include how to clarify the performance indicators NI 59 and NI60 (Action No. 237.2). <i>Cllr Ejiofor</i> The Committee asked for a presentation at a future meeting on the causes for delays in assessments (Action No. 237.3).	Director CYPS	31.05.2011	
				Director CYPS & Cllr Ejiofor	07.04.2011
				Director CYPS	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
238	30.03.2011	<p>Item 11- School Exclusions</p> <p>The report of a previous Scrutiny Review on Exclusions would be circulated to the Committee (Action no 238.1). <i>Chair</i></p> <p>The Committee asked for details about whether children who were being excluded had accessed Children's Centres. (Action No. 238.2). <i>Cllr Allison</i></p> <p>The Director of Children & Young People's Services had identified some inaccuracies in the report. An amended School Exclusions report would be considered by the Committee at its meeting on 9th May 2011 and the Headteachers from Thomas More and Gladesmore Secondary Schools would be invited (Action No 238.3). <i>Chair/ Director</i></p>	<p>Scrutiny Officer/ Clerk</p> <p>Director CYPS</p> <p>Director CYPS / Clerk</p>	<p>Completed April 2011</p> <p>It is not clear from the question whether Cllr Allison is referring to fixed-term or permanent exclusions. However we have started a piece of work to make sure that we can answer the question for permanent exclusions. However, the Member will wish to bear in mind that some excluded students will not necessarily have been resident in the borough for their early childhood and this may be more difficult to check with other local authorities.</p> <p>9 May 2011 – heads invited to meeting</p>	
241	30.03.2011	<p>Item 14 – Minutes</p> <p>Re: Action 100.2 – NI 148 – Number of Care Leavers not in Education, Employment or Training (NEET) – a Committee Member requested more information on why the numbers had increased from 7 to 9 since the last meeting (Action 241.1). <i>Cllr Eijofor</i></p> <p>Re: Gap Widening – In relation to P112 of the agenda pack, Summary of Provisional Results, the Committee expressed concern</p>	<p>Director CYPS</p>	<p>25.03.2011. This is a cumulative number</p>	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		that officers were stating that results had improved when, whilst the national average was increasing, Haringey's figures were decreasing. (Action 241.2). <i>Cllr Allison</i> RESPONSE (241.2) <i>We had a situation where the results in Haringey dropped by 1% but all our neighbours raised theirs by several percentage points. We therefore slipped down the table. We have addressed this through the Every Child A Talker programme and through ensuring headteachers and early years co-ordinators as we felt that there had been some over-cautious assessments. There were also issues to do with the learning environment where there were few opportunities for children to show what they could do in certain of the scales, such as independent writing. We targeted all schools with results below 40% and provided training led by our Head of EYFS and the Regional Adviser. Moderation visits have been made to schools where there were questions about results. Issues about accuracy of school based data also have been addressed. A letter was sent to all headteachers (attached) and the contents have been discussed at a meeting with headteachers</i>			31.05.2011 (see beside) and discussed with Cllr Ejiofor on 07.04.2011
247	9 th May 2011	Item 4 - Deputation The Deputee would provide the Chair with estimated figures of the financial impact of the merge of the Haynes and Grange Dementia Day Care Centres and to close the Woodside Day Care Centre, and a copy of the letter from the Cabinet Member for Health and Adult Services responding to the concerns of the Relatives Support Group (Action No. 247.1). <i>Cllr Winskill</i> The Committee agreed: 1. That the Chair would write to the Cabinet Member reiterating		Deputee & Chair	13.05.2011
				Chair/Scrutiny	17.05.2011

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
				Officer/ Clerk	
248	9 th May 2011	<p>the concerns of the Committee regarding proposed closures of day care centres and to request a full response to the concerns expressed by the deputation; and</p> <p>2. That the proposals for closure of the Council's older people's care centres would be considered by the Committee using pre-decision scrutiny powers (Action No. 247.2). <i>Cllr Winskill/Chair</i></p>		Assistant Director of Strategic & Community Housing	06.06.2011
249	9 th May 2011	<p>Item 6 – Cabinet Member Questions – Cabinet Member for Housing</p> <p>Q1 – Affordable Housing – the Committee asked how much funding Haringey had received through the National Affordable Housing Programme in the last 3 years. The information would be provided (Action No. 248). <i>Cllr Winskill</i></p> <p>Item 7 – Period 11 Council Performance and Budget Monitoring Exceptions</p> <p>Re paragraph 15.5 - the Committee asked what was being done to increase occupancy at the Technopark and requested Action 176.1 (copied below from the OSC meeting held on 21 February 2011) be chased (Action No. 249). <i>Cllr Newton</i></p> <p>The Committee asked for a briefing note on the low occupancy of the Technopark (paragraph 15.5 – Period 9) including:</p> <p>1. How many units there were? 2. How many units were let (what %) and to what sort of businesses,</p>			

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
250	9 th May 2011	<p>how many people were employed in them and what income they yielded?</p> <p>3. How many units (%) were used by council services?</p> <p>4. How many units (%) were occupied by the community and voluntary sector and were these provided for free or at a reduced rent (detail to be provided)? (Action No. 176.1) (Cllr Newton)</p> <p>Item 8 – School Exclusions</p> <p>In response to an urgent matter raised by Cllr Allison it was agreed that the Director of Children's Services would circulate a legal briefing to the Committee and Cllr Allison detailing how sensitive child protection information was shared on a need to know basis (Action No. 250.1). <i>Cllr Allison</i></p> <p>The Committee requested that in future the exclusions data be analysed by the nature of the offences committed (Action No. 250.1). <i>Cllr Ejiofor</i></p>	<p>Director Children's Services</p> <p>Director Children's Services / Deputy Director – Children's Network</p>	On-going	
251	9 th May 2011	<p>Item 9 – IVF Suspension Proposals</p> <p>The Committee recommended that the age limit of women eligible for IVF/ICSI treatment be brought down from 40 to 38 to maximise the chances of success (Action No. 251.2). <i>Cllr Newton</i></p> <p>The Committee agreed that a formal response to the proposals to suspend IVF treatment be sent to the NHS (Action No. 251.1). <i>Cllr Winskill</i></p>	<p>NHS</p> <p>Scrutiny Officer</p>	noted by NHS 12.05.11	

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
253	9 th May 2011	<p>Item 11 – Corporate Parenting Scrutiny Review</p> <p>The following amendments to the recommendations were agreed:</p> <ul style="list-style-type: none"> • Recommendation 5; That this be extended to include reference to other Council committees with a role in relation to children's issues. • Recommendation 8; That the scrutiny review proposed in this recommendation also include consideration of the financial impact. <p>The Committee asked that the following action (no 235.1) arising from the meeting held on 30th March 2011 be chased (Action No. 253). <i>Cllr Winskill</i></p> <p>The Committee, the Cabinet Member and the Chair of the Safeguarding Policy & Practice Advisory Committee all recognised that there was duplication of work among committees. The Committee asked that the Children & Young People's Service provide a short report on the roles, remits and composition of the different committees which consider the safeguarding of children including the Children's Safeguarding Policy and Practice Advisory Committee, Local Safeguarding Children's Board and the Children's Trust, for future consideration by the Committee. (Action No. 235.1). <i>Cllr Winskill</i></p>	<p>Scrutiny Officer</p> <p>Director Children's Services</p>	<p>12.05.11 – drafted and with Cabinet Member for clearance</p> <p>31.05.2011</p>	Page 220
257		<p>Item 15 - Minutes</p>			

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
		<p>14th March 2011 – Cllr Engert requested that the following be included in OSCO 190 – Q16 & Q22</p> <p>In response to questioning on whether the Planning Committee hearing the application would consist of new members the Assistant Director of Planning, Regeneration and Economy stated that this would be the case as far as was possible.</p> <p>16th March – The attendance list omitted Cllr Engert and would be amended.</p>	Clerk	Completed 10.05.11	Completed 10.05.11

This page is intentionally left blank

OSC – 29th July 2010 – Action no 43.2 – The Committee asked to be informed of the reasons why the household waste target for reuse, recycling and composting had been lowered.

The North London Joint Waste Strategy (NLJWS), which the Council is a signatory of, contains recycling targets (NI 192) for North London as a whole of 35% by 2010, 45% by 2015 and 50% by 2020. In 2006, in the course of negotiating Haringey's LAA, the Council was required by Government Office for London (GOL) to adopt extremely challenging targets that would set a pathway to reaching the 35% North London target for 2010. This resulted in 'stretch targets' of 28% for 2008/09 and 32% for 2009/10 (compared to an original target of 27% for 09/10).

However, by the end of 2008/9 it became apparent that various external factors outside the Council's influence, which had not existed when the stretch targets were set in 2006, were significantly impacting on the 'recycling rate' (NI 192). As a result of these factors Haringey had experienced a drop in NI 192 performance in 2008/09 to less than 23%, despite the achievement of its 25% recycling target in 2007/08, and the Council's recycling services collecting an additional 1,500 tonnes of recycling in 2008/09 than in the previous year. In response to this, in 2009/10 the Council put forward a case (available on request) to GOL's parent government department, CLG, to demonstrate the effect of the external factors on our performance. The case to CLG demonstrated that the combined impact of these factors had effectively deducted over 5% from the recycling rate and it proposed that the 2009/10 LAA stretch target of 32% be revised to take account of this.

This case was endorsed by GOL and Defra (as the sponsor department for NI 192). Following this, CLG provided formal notification in August 2010 that the target be classified as 'inoperable', due to the impact of the external factors referred to. As a result the 2009/10 32% stretch target was reduced to 26.4% reflective of the >5% impact, whilst the original 'pre-stretch' target of 27% was revised in the same proportion to 22%. Thus the revised stretch target still represented an equivalently ambitious increase in performance on the pre-stretch target, but now accounted for the effect of the external factors. The final 2009/10 rate achieved by Haringey was 26.1%, narrowly missing the revised stretch target, but significantly exceeding the revised non-stretch target of 22%.

In this context, it followed that the 2010/11 target would also need to be revised and not remain in the region of the previous year's 'inoperable' stretch target (ie. 3% higher at 35%). The approved 2010/11 NI 192 target set in the Frontline Services Business Plan was 27%. The provisional 2010/11 year-end rate is 28%.

Although the National Indicators came to an end at the end of March 2011, meaning local authorities now have no formal annual targets for recycling to report to Government from April 2011, the Council has maintained the recycling rate as a key performance indicator in its new waste contract. Under the contract the Council's partner, Veolia, have a target to reach a minimum of 42% recycling rate by 2020. This is linked to the payment mechanism meaning that non-achievement will result in a financial penalty being paid to the Council. Furthermore the Council is working closely with North London Waste Authority on its procurement of new long term waste treatment, recycling and composting facilities. NLWA's contract will have a key target to deliver a 50% recycling rate by 2020 across North London, from a combination of the constituent boroughs' collection services, the Reuse & Recycling Centres across the area, and the recovery of recyclables that are not collected separately by boroughs from NLWA's new facilities for treating residual waste.

will be undertaken in the course of the planning application, including the role of the Council in considering the application once it is submitted.

This page is intentionally left blank

OSC – 27 July 2010 – Item 12 – Quarterly Council Performance Exceptions Report & Quarterly Council Budget Monitoring Exceptions Report

Action no 43.2:

The Committee asked to be informed of the reasons why the household waste target for reuse, recycling and composting had been lowered. (action no 43.2)

The Committee received the above information on 5th May 2011 and a member requested further information on the “outside influences” which affected Haringey’s recycling rates. Please find this information below.

The external factors that affected the recycling rate are summarised below.

1. Household / Non-Household Waste Split Methodology

The greatest single effect on Haringey’s recycling rate was caused by the change in the methodology for assessing the amount of 'household' waste in the total municipal residual waste stream (i.e. all the waste the Council collects, consisting of both 'household' waste and 'non-household' waste from commercial collections), as the rate (NI 192) is a measure of the amount of 'household' waste recycled.

Prior to 2008/09 different systems were used by the seven constituent boroughs that make up the North London Waste Authority (NLWA), based on surveys undertaken on behalf of NLWA in 1995 and 2005. However, the NLWA deemed that there needed to be consistency in the systems being used by the constituent boroughs. This resulted in a revised system being proposed at the NLWA meeting in September 2007, which was adopted on a majority decision (despite Haringey objecting) for implementation from 2008/9 onwards.

The new system was based on estimating the 'non-household' waste element based on the number of trade waste contracts declared, and assumes any waste not formally declared as non-household waste is 'household' waste. In reality this resulted in uncontracted (illegal) trade waste and flytipping being counted in the 'household' waste stream. This is in contrast to the former system used by Haringey which sought to directly identify an actual measure of the tonnage of 'household' waste. The new system gave a household / non-household waste split for Haringey of around 80:20 in 2008/09. This compares to a split of 72:28 under the former system used, thus adding a significant amount of residual waste to the household stream and therefore causing the recycling rate to drop.

2. Bulky Waste and Hardcore Apportionment

The NLWA, through its contractor London Waste Ltd (LWL), undertakes sorting work to reclaim recyclable materials and hardcore from bulky residual waste that is delivered to its facilities by the constituent boroughs. The total tonnage of material that has been reclaimed is then apportioned to the boroughs by the NLWA. The apportionment of recycling is counted towards the total recycling tonnage, whilst the hardcore is deducted from the residual waste total, both of which are used in the calculation of NI 192.

From 2008/09 Haringey received a significantly lower apportionment of reclaimed bulky waste compared to 2006/07 (when the Stretch Target was set) and 2007/08.

3. Contamination Rate

Commingled recycling is sorted at materials recovery facilities (MRFs), where the individual material streams are extracted for recycling. A certain proportion of the items passing through a MRF will not be suitable for recycling, for example because they are made of a non-

recyclable material (such as plastic wrapping). The tonnage of material rejected (called contamination) is worked out as a percentage of the total amount delivered to the MRF to give the facility's 'contamination rate'. As each MRF receives recycling from a number of sources, all authorities had to use the same contamination rate.

Haringey sends its commingled recycling to the NLWA, which has contracts in place with MRF operators for the sorting of the material. From 2008/09 Haringey was required by the NLWA to use an average of the contamination rates being reported by its contracted sorting facilities, which, at 9%, was significantly higher than the 3% rate being used up until 2007/08, reducing the amount of recycling and increasing the amount of residual waste used in the calculation of the recycling rate. NLWA (and its constituent councils) continuously look to deliver improved performance through its contractual arrangements and new MRF contracts are now in place, with facilities able to sort a wider range of materials for recycling and delivering a contamination rate of around 5%.

Minute Number	DATE OF COMMITTEE	COMMITTEE REQUEST / ACTION	OUTSTANDING ACTIONS LIST	RESPONDEE RESPONSIBLE	DATE RESPONDED?
OSCO 59	06.09.2010	<p>Item 6 – Cabinet Member Questions – Cabinet Member for Housing</p> <p><u>Action 59.1</u> During the discussion about temporary accommodation it was agreed that the minimum standards criteria would be circulated to Committee members (<i>Cllr Alexander</i>). Members were encouraged to notify the department about any cases of concern.</p> <p><u>Action 59.3</u> The Committee asked for the exact number of rough sleepers in Haringey and the number of individuals who were still rough sleepers in 2010 following from last year. (<i>Cllr Ejiofor</i>)</p>	<p>Assistant Director of Strategic & Community Housing</p> <p>Strategy & Partnerships Manager</p>	<p>Please see attached report 'Standards for Approved Private Sector Leased Accommodation'</p> <p>Currently there are 9 rough sleepers in Haringey, one of whom is still rough sleeping from last year. This rough sleeper is currently sleeping in his privately owned car, and has no recourse to public funds. Street Rescue continues to work with him.</p>	227

This page is intentionally left blank

Responses to Overview and Scrutiny Questions

Meeting 6.12.10

A briefing would be circulated in response to a Co-opted member asking how void turnaround times were affected by squatters (Action no. 117.1).

Impact of squatting on void turnaround times. There is no impact as far as the reported turnaround times are concerned as this period is excluded from the performance data. Incidents of squatting are reflected in the rent loss figure. An average loss of 12 weeks rent means that we lose £1064 in potential income per squatted property. On average 18 properties are squatted each year.

The Committee asked for figures for the number of tenants evicted as a result of anti-social behaviour (Action no. 117.2) and noted that Homes for Haringey was working with the Council to plan how funding could increase to ensure that the service dealing with anti-social behaviour continued. (attached)

A total of 18 tenants were evicted in 2010/11 due to ASB. Homes for Haringey has increased its' funding contribution towards the ASBAT team by £250k in the financial year 2011/12.

In response to the information on Welcome Visits, provided at Appendix 2, a Committee Member asked for more information on the Notice to Quit (NTQ) process (Action 117.4). (attached)

Welcome visits and the Notice to Quit process :

We aim to visit all new tenants within 4 weeks of the start of the tenancy. This is arranged at the tenancy start and the date / time can be can be changed at the tenant's request. If we arrive at the property and no one is in, another attempt is made. At the 3rd attempt, we will assume that they have not moved in, and we therefore want to undertake further investigation. The Notice to Quit informs the tenant that we intend to do this and it could result in us seeking repossession of the property. It demands that they make immediate contact.

This page is intentionally left blank

Briefing Note**Wards Corner
April 2011**

1. Background

- 1.1 The regeneration of the Seven Sisters area and the redevelopment of the Wards Corner site is a priority for Haringey Council and The Bridge New Deal for Communities (NDC). In order to realise this, the Council prepared and consulted on a planning brief for the site in 2003, this was subsequently adopted in January 2004. Following the adoption of the planning brief the Council along with the Bridge NDC sought a development partner to bring forward the redevelopment of the Wards Corner site in accordance with the Development Brief and other Council planning policies. The preferred development partner (Grainger PLC) was selected in July 2004.
- 1.2 On the 20 February 2007 following an investigation into the various development approaches that Grainger could follow in order to bring forward the site. The Council's Executive agreed to take forward a comprehensive redevelopment of the Wards Corner site.
- 1.3 Grainger undertook a public consultation exercise on their proposals for the site in July 2007 and the current planning application was submitted to the Council on 6 February 2008. A further public consultation exercise was undertaken by Grainger with a permanent exhibition at Marcus Garvey Library until November 2008. This consultation included an ICM poll of 500 local residents in May 2008.
- 1.4 The current planning application (HGY/2008/0303) was heard at the Council's Planning Committee on the 17 November 2008. The committee resolved to grant planning consent and a decision was formally issued on 24 December 2008.
- 1.5 The planning consent was subsequently successfully challenged at the Court of Appeal following a Judicial Review of the determination of the application, on equalities grounds and as a result the planning decision of the Council was quashed. The Council therefore has to now re-determine the application taking into account the reasons set out by the Court of Appeal for quashing the original planning consent. A full chronology of key dates is provided as Appendix 1 to this note.

2. The Current Planning Application ~(HGY/2008/0303)

- 2.1 The current planning application reference HGY/2008/0303 is for:

The demolition of the existing buildings and erection of a mixed use development comprising 197 private residential units and 3,700sqm of A1/A2/A3/A4 retail floorspace (including replacement market space) with access parking and associated landscaping and public realm improvements.

No changes have been to the scheme following the Judicial Review process and the application is currently being re-determined by the local planning authority.

- 2.2 The site currently comprises 2/3 storey properties and the former Wards Corner Department Store, and includes an indoor market. The site is situated above the Seven Sisters Victoria Line Underground station and tunnels.

- 2.3 The application site is identified in Haringey's Adopted Unitary Development Plan (2006) for a comprehensive mixed use development, and falls within the West Green Rd and Seven Sisters Conservation Area and the Tottenham High Road Historic Corridor.

3. Section 106 monies

- 3.1 The main Heads of Terms from the S106 agreement agreed as part of the original planning decision and those proposed to be included in a revised agreement if planning consent is granted by the LPA are set out in the table below for comparison:

Current signed S106 (December 2008)	Proposed Heads of Terms for new S106 agreement (2011)
1) Education Contribution £200,000 (index linked)	1) Education Contribution £200,000 (index linked)
2) Traders' Financial Assistance Sum £98,650	2) Traffic Management Order Amendment Contribution £1,000 (index linked)
3) Public Art sum £100,000 (index linked)	3) Traders' Financial Assistance Sum £144,000
4) Traffic Management Order Amendment Contribution £1,000 (index linked)	4) Code for Sustainable Homes level of 4 (instead of 3)
5) the applicants undertake to provide a minimum 6 months notice period to traders for vacant possession	5) £250,000 for a west Green Road Improvement Fund
6) compensation will be paid to traders at a rate equivalent to the maximum of that payable under the Landlord and Tenant Act 1954	6) the applicants undertake to provide a minimum 6 months notice period to traders for vacant possession
7) the applicant should employ Urban Space Management and Union Land to assess the opportunities for temporary locations for the market as a whole or within an existing market	7) compensation will be paid to traders at a rate equivalent to the maximum of that payable under the Landlord and Tenant Act 1954
8) the market must be run by an experienced indoor market operator	8) Market traders will have first right-to-occupy the new market (requirement for new market to be occupied by at least 60% of existing traders is deleted)
9) this arrangement must be in place not less than 12 months prior to the due practical completion date of the proposed development	9) the applicant should employ Urban Space Management and Union Land to assess the opportunities for temporary locations for the market as a whole or within an existing market
10) the market must be occupied by not less than 60% of all market traders that previously occupied the Seven Sisters Market	10) the market must be run by an experienced indoor market operator
11) Improvement to public realm under a s278 agreement	11) this arrangement must be in place not less than 12 months prior to the due practical completion date of the proposed development
12) Submission and implementation of Travel Plans for key land uses including provision of car club facilities	12) Removal of public art contribution (public art will be incorporated into the façade of the building)
13) No entitlement for residential occupiers to residents parking permits with the exception of up to 12 permits for the houses to be built in Suffield Road.	13) Improvement to public realm under a s278 agreement
14) Provision of a central energy centre and reduction of CO2 emissions of up to 20%	14) Submission and implementation of Travel Plans for key land uses including provision of car club facilities
15) Achievement of at least Level 3 under the Code for Sustainable Homes	15) No entitlement for residential occupiers to residents parking permits with the exception of up to 12 permits for the houses to be built in Suffield Road.
16) Establishment of a site management company (in perpetuity)	16) Provision of a central energy centre and reduction of CO2 emissions of up to 20%
17) Establishment of CCTV system and central monitoring suite	17) Establishment of a site management company (in perpetuity)
18) Procurement of goods and services	18) Establishment of CCTV system and central monitoring suite
	19) Procurement of goods and services from local businesses and recruitment of local people.
	20) Construction Training and Local Labour Agreement

<p>from local businesses and recruitment of local people.</p> <p>19) Construction Training and Local Labour Agreement</p> <p>20) Provision of Podium Gardens and Open Space</p> <p>21) Provision and maintenance of Podium Garden and Open Space and Playspace</p> <p>22) Implementation of Lifetime Homes Standards and 10% wheelchair access (20 flats)</p> <p>23) Off site affordable housing – implemented by LBH</p> <p>24) Letting/marketing strategy of residential units</p> <p>25) Waste Management and Recycling</p> <p>26) A cost recovery charge of 3% of the total value of the S106.</p>	<p>21) Provision of Podium Gardens and Open Space</p> <p>22) Provision and maintenance of Podium Garden and Open Space and Playspace</p> <p>23) Implementation of Lifetime Homes Standards and 10% wheelchair access (20 flats)</p> <p>24) Letting/marketing strategy of residential units</p> <p>25) Waste Management and Recycling</p> <p>26) A cost recovery charge of 3% of the total value of the S106.</p>
--	--

Appendix 1.

Wards Corner chronology

This sets out the chronology of the Wards Corner development; it includes the key decisions and actions taken in the project up until the Judicial Review Appeal of the planning application.

- 07/07/2003** Consultation on the Draft Wards Corner Development Brief
- 20/01/2004** Executive adopt Wards Corner Development Brief
- July 2004** Grainger selected as development partner
- 1/11/2005** Executive agree to enter into Co-operation agreement with Grainger Trust
- 20/02/2007** Executive agree to take forward a comprehensive redevelopment of the Wards Corner Site with a separate scheme for Apex House.
- 13/07/2007** Public consultation undertaken by Grainger on the proposals for the Wards Corner site
- 07/10/2007** Proposals presented to Haringey Design Review Panel
- 28/01/2008** Wards Corner Coalition submit Planning Application for the site (as yet undetermined by the LPA)
- 06/02/2008** Grainger Planning application submitted
- 29/02/2008** Public consultation undertaken by Grainger on the proposals for the Wards Corner site. Permanent exhibition at Marcus Garvey Library until November 2008
- 02/05/2008** ICM poll of 500 local residents, regarding development proposals undertaken
- 17/11/2008** Planning Committee resolve to approve planning application
- 24/12/2008** Planning decision to approve scheme issued
- 16/06/2009** Judicial Review hearing held
- 14/07/2009** Judicial Review Dismissed
- 05/05/2010** Judicial Review Appeal Hearing
- 22/06/2010** Judicial Review Appeal Allowed: Planning consent quashed
- 10/01/2011** Consultation on planning application following refreshed supporting information submitted by the applicant.

Overview & Scrutiny Committee – 14th March 2011 – Action no 192

Item 9 – Cabinet Member questions: Leader’s Portfolio

The Committee requested timeframes for the refreshing of the Council’s website which was currently being undertaken. It was reported that the first phase would look at the experience of the website such as making things easier to find as well as removing pages that were not used, and the second phase would introduce systems for transactions to be conducted online for those Haringey residents who would prefer this to face to face contact (Action No. 192).

The first phase (known as Web Infrastructure Renewal/Channel Fix project) is currently at Project Initiation Documentation (PID) stage which is expected to be completed by early May. It is envisaged that once the PID is signed off the entire project will take 6 months and will deliver a new-look website, revised content and structure, upgraded Content Management System and new Web servers and software. Specific timeframe will be confirmed once the PID has been finalised.

Phase 2 is under the governance of the new Customer Contact Board. The priorities and options for improving the transactional capability of our website are currently being assessed, as part of the wider Customer Contact Improvement Programme.

This page is intentionally left blank

Pinkham Way – NLWA and LB Barnet Planning Application

1. Overview

The North London Waste Authority (NLWA), with the London Borough of Barnet, is currently preparing a planning application for development of the former sewage treatment works site known as Pinkham Way, as a waste management facility (not an incinerator) for the NLWA, and a vehicle depot for the London Borough of Barnet.

The site has a broad designation as both as an employment/industrial site and one as having ecological value in the Haringey Plan. It is also a preferred site for waste management for North London in the draft North London Waste Plan because of its employment/industrial designation and its good access to the North Circular and therefore its links to North London.

An outline planning application is expected to be submitted in late May 2011 to London Borough of Haringey as the local planning authority for the proposed development. Once the application has been submitted Haringey will be responsible for undertaking statutory consultation, to make local people aware of the proposals and provide an opportunity for comment, and for making the decision on whether planning permission is granted.

This briefing is structured as follows:

- Relationship to the North London Waste Plan
- Role of Haringey Council as the local Planning Authority and Consultation Process
- NLWA's proposals

2. Relationship to the North London Waste Plan

NLWA's proposal is in the context of the site having been identified as being suitable for waste management use within the North London Waste Plan (NLWP), which is being developed by the seven North London boroughs in their capacity as planning authorities and sets out the planning framework for waste management in North London up to 2027. This is in response to the Mayor's draft replacement London Plan which allocates to each borough an apportionment of waste for which site provision needs to be made. The seven North London boroughs have decided to aggregate their apportionment and find site solutions over the seven boroughs, through the NLWP.

The NLWP therefore identifies which sites within the seven boroughs are most suitable for waste management use, in the first instance safeguarding existing sites. However, it has also been necessary to identify new sites for the purposes of meeting future challenges associated with rising waste growth and the target contained in the draft London Plan for 85% of London's waste to be managed within the capital by 2020. These factors leave a capacity gap in terms of the sites and technological solutions that are needed to handle North London's waste more sustainably and replace the current reliance on landfill outside of London. The criteria for new sites' inclusion in the NLWP include designation of land as under used, with good transport links, and capable of environmental impact amelioration, as well as consideration of employment prospects. There has also been a requirement to identify sufficiently large sites that could be made available in the

near future in order to meet the needs of the North London Waste Authority for the long term management of municipal waste up to 2041. As such Pinkham Way (as well as an additional site in LB Barnet) was identified as a suitable site within the NLWP, with a proviso around addressing biodiversity needs.

The NLWP has been through a number of stages of preparatory work and consultation since 2008, including public consultations on 'issues and options' in early 2008 and on the draft plan ('Preferred Options') between October and November 2009. The latest version of the plan is the proposed 'Submission Draft' which was considered by Haringey's Cabinet on February 8th 2011 (available on the Council's website:

<http://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=5014&Ver=4>) and is soon to undergo formal assessment by an independent Planning Inspector. Further information on the NLWP including earlier drafts of the plan, consultation reports and timetables are all available at the NLWP website: <http://www.nlwp.net/>

3. Role of Haringey Council as the local Planning Authority and Consultation Process

Although the Pinkham Way site is within the LB Haringey's borders, ownership of the site rested with LB Barnet until the recent sale of the majority of the land to NLWA, which was finalised in early February 2011. LB Barnet has retained ownership of the part of the site related to the proposal for their vehicle depot.

The planning application will therefore be submitted by NLWA and LB Barnet to Haringey Council, as the local planning authority. The Council will then be responsible for considering the application, independently of Haringey being a constituent borough of the NLWA.

NLWA and LB Barnet recently conducted a pre-application planning public consultation exercise for Pinkham Way. This included delivery of leaflets in the local area, letters to local residents associations, ward councillors, MPs and site neighbours, and three public exhibition events in the local area between 12 and 16 February, advertised on NLWA's and LB Barnet's websites as well as in local newspapers. At these events staff from the NLWA and LB Barnet provided information and answered questions from visitors to the exhibitions. Feedback from these events will be analysed by NLWA and LB Barnet to establish local views on the draft proposals and where possible the scheme will be amended to reflect those views.

The NLWA and LB Barnet will then (in discussion with Haringey Council planners) finalise a scheme for submission as a planning application to Haringey Council, expected in May 2011.

Once the planning application is submitted, Haringey Council will conduct its own public consultation on the proposals. This will provide an opportunity for local residents, businesses and community organisations to comment, question and provide feedback to Haringey Council on these proposals. Information received as part of this formal consultation process will be provided to the Planning Committee when they determine this application. A series of assessments on the transport, sustainability and health impacts of the scheme will also be included as part of the planning application, and will together constitute an Environmental Impact Assessment for the development.

4. NLWA's proposals

The proposed waste management facility would comprise a Mechanical Biological Treatment (MBT) facility (this is not an incineration plant). The facility would accept black bag waste and the process would extract recyclable materials, such as metals, that have not been separated at the kerbside through recycling collections; and then treat the remaining fractions of waste to create a solid recovered fuel (SRF). The fuel would then be transported from Pinkham Way to another site at which it would be used to generate electricity and/or heat. Further information on different types of waste facilities is available on NLWA's website:

http://www.nlwa.gov.uk/procurement/your_questions_answered/waste_facilities

Because NLWA is currently undertaking a competitive procurement process for new waste facilities for north London's waste (currently some 900,000 tonnes per year), the precise type and design of facilities will not be finalised until the procurement is complete (the procurement process will select a company to dispose of all of North London's waste for the next 25 to 35 years, with new facilities due to become operational from 2016).

Due to this process, the NLWA is at this stage applying for 'outline' planning permission, for a waste facility that will deal with up to 300,000 tonnes of waste per year. So that the new facilities are the right size, the procurement is making allowance for forecasts of the amount of waste that is expected, whilst taking into account NLWA's and Boroughs' waste prevention work and 50% recycling target.

Applying for an outline planning permission will establish the use of the site for waste development and define the parameters in which the companies bidding for the waste contract have to work. When a company has been selected to run the contract it will then produce detailed designs, including what the facility will look like, that will be subject to further planning applications to Haringey Council and associated public consultation.

However, at this stage NLWA will still have to assess the possible impacts of the development such as air quality, noise, biodiversity and odour so the Council can decide whether to grant outline planning permission. The findings of the impact assessments will be presented in a series of documents submitted with the application, including: an Environmental Statement, Transport Assessment and Flood Risk Assessment.

Planning Officers have met with NLWA to discuss current proposals and NLWA have to date provided the following information:

- Vehicle access: access to the site will be via the roundabout at the junction of Pegasus Way with Orion Road, off the A406.
- The site will not be accessed by local residential roads.
- In terms of the number of operations vehicles accessing the site, this will be approximately 220 for the NLWA facility and 114 for Barnet's proposed depot.
- The vehicle types will range from smaller vans up to larger lorries.
- This is significantly less than the 560 lorries that has been quoted.
- It is also worth bearing in mind that the proposed site would be operational long after the completion of the current A406 improvements.

- Ecology: the Council has designated the site both as an employment/ industrial site and as one of ecological importance and as such NLWA, as part of the application, will be bringing forward a range of proposals including green roofs, green walls, new habitat creation and retention of existing trees.
- Odour: the waste processing proposed at the site by NLWA will be enclosed within the buildings. In addition any vapours released will be subject to odour control measures and will be tightly controlled.
- Noise: again waste treatment at the site will be undertaken in enclosed buildings but again where necessary any acoustic mitigation will be provided to insulate the buildings and minimise the impact.

In addition to the above measures the Council has made clear that these matters must be addressed by a full environmental impact assessment which NLWA and Barnet will submit as part of their planning application. Given the facilities proposed at the plant NLWA will require an appropriate environmental permit from the Environment Agency to operate at the site.

As outlined, any future changes to the proposals to the site these would be subject to further planning consent by Haringey Council.

NLWA are proposing to issue further information on their proposals in mid-May via a newsletter to people living in the area. Further information on the Pinkham Way draft proposals is also available from NLWA (email pinkhamway@nlwa.gov.uk or telephone 0208 489 4367). Information is also available on the NLWA website, including a FAQs document http://www.nlwa.gov.uk/procurement/pinkham_way

Briefing Note on Commingled Recycling Collection System (O&SC Action No. 217.2)

Purpose

This briefing note sets out the reasons for and benefits of the adoption of a commingled recycling collection system as part of the new Waste Services contract, for consideration/tabling at the Overview & Scrutiny Committee meeting on 9th May 2011.

Background

A Scrutiny review into Waste, Recycling, Collection and Disposal was completed in April 2008, which made a number of recommendations aimed at improving performance across various waste management activities. The Cabinet responded to the recommendations in July 2008, drawing on the Council's comparison of source-separated and mixed material recycling collection methodologies that was undertaken for the Recycling Strategy 2006. This found that a mixed material (commingled) collection system was more cost effective for Haringey.

In a further Scrutiny Report in July 2009 the Panel made revised recommendations, including that the Council commission a report on commingled and source separation collection methods, including separate glass and paper collection, as part of the procurement process for the new Waste Services Contract, which should consider the costs and benefits, environmental impacts and carbon dioxide emissions of both collection systems.

The Cabinet response in October 2009 proposed that this recommendation would be met through the procurement of the new Waste Services Contract which would be utilising the competitive dialogue process. This was on the basis that the selected process would involve engaging with short-listed bidders to identify detailed solutions for the provision of recycling services, with the objective of delivering the most cost-effective and environmentally beneficial service possible within the Council's affordability envelope.

Progress of the dialogue was reported through regular reports to Procurement Committee and to the cross-party member steering group in place to oversee the procurement.

The dialogue process allowed the Council to be informed by the expertise of the market, enabling bidders to propose and justify the most advantageous solutions for Haringey, taking into account cost, carbon footprint and recycling performance. These solutions, which considered the full range of collection systems for dry recycling were subject to rigorous evaluation through the various stages of the procurement.

Veolia were awarded the contract by Cabinet in December 2010. As part of the overall solution, a commingled collection system will operate for dry recycling. Whilst details of the solutions put forward by each shortlisted bidder on different collection systems must remain commercially confidential this note is focussed on the rationale for the commingled recycling system opted for.

Rationale for Commingled Recycling Collections

The Cabinet Report recommending contract award noted that Veolia would deliver a more sustainable solution by reducing the service's carbon impact and increasing recycling rates, in line with our Greenest Borough Strategy.

The final Veolia proposal put forward, involving the commingled collection of dry recycling, will deliver the following outcomes:

- Reduction in carbon footprint of service by 40% within 4 Years.
- Increase in recycling rates to at least 40% resulting in an estimated reduction in disposal costs of £1 million per annum with carbon equivalent savings of 12,000 tonnes.

The key benefits of a commingled collection system for Haringey and the factors that make it the most appropriate system given the local geographic and socio-economic characteristics of the borough are summarised below:

1. Suitability to Haringey

- Commingled is the only feasible recycling system for flats above shops and other properties without space to store containers, allowing all materials to be mixed in a single sack. It is also the most suitable solution for estates and blocks of flats with limited space, minimising the number of shared containers required.
- The above, combined with it being the most suitable system for kerbside properties (as outlined further below), allows the provision of a universal system across all property types, enabling the communication of a single, clear message on recycling for all residents.
- This is viewed as especially valuable given the challenges of communicating messages to residents who do not have English as a first language.

2. Facilitating Participation in Services and Maximising Recycling Rates

- Commingled requires no pre-sorting by residents making the scheme as easy and hassle-free for residents to use as possible and maximising recognition of materials and participation rates.
- In this way it is most likely to encourage behavioural change amongst residents not already recycling.
- Commingled allows the use of a wheelie bin for recycling because the contents can be emptied directly into a collection vehicle and sorted later. This increases capacity for recycling (a 240L bin has equivalent capacity to four boxes) and can remove behavioural barriers to recycling more (limited storage capacity, i.e. boxes, may prevent residents from recycling all suitable materials which then end up being put out as refuse).
- The increased capacity provided by wheelie bins is also a key requirement enabling a move to fortnightly refuse collections, which is central to the strategy to achieve a major increase in the recycling rate.

3. Maximising Cost Effectiveness and Minimising Environmental and Traffic Impact

- A commingled system delivers the most cost-effective and resource-efficient collection service because it requires the smallest fleet (i.e. fewer rounds and consequently less labour), minimises the number of vehicle movements, and reduces idling time and the number of operatives needed in the process of emptying containers (as no sorting is undertaken at the point of collection).
- The number of vehicle movements is limited because collecting dry recycling together enables the collection of food and garden waste on the same vehicle (using a twin compartment vehicle) and this type of vehicle enables the partial compaction of materials, allowing more material to be carried on each collection run and less need for a vehicle/crew to return to an area to finish off a collection round.

- The result of this is a reduced environmental impact in terms of carbon emissions and local air quality, as well as on traffic and congestion. This is especially important given Haringey has many of the characteristics of an inner London borough in terms of high density housing along narrow roads.

4. Benefits to Street Cleanliness

- The use of wheelie bins as part of a commingled solution and the lack of sorting recyclables at the kerbside delivers wider streetscene management benefits, reducing wind-blown litter associated with boxes (as lids can be blown off or lost) and improving overall street cleanliness.
- The replacement of boxes with wheelie bins for recycling will represent a more efficient use of space and improve the appearance of streets where properties currently have multiple boxes.

5. Health & Safety Benefits

- The Health & Safety Executive has recognised the health and safety issues related to the collection of boxes and sacks in waste collection schemes, due to the repeated bending, lifting and twisting associated with this.
- Wheelie bins greatly reduce this risk and should minimise manual handling injuries/sickness.

6. Material Processing

- The use of a Material Recovery Facility (MRF) for commingled materials, through North London Waste Authority, avoids the requirement for the Council to identify suitable space to deposit and bulk materials were these collected in a source separated system (which would need to be considerable to handle the quantity of recyclates if target recycling rates are to be reached), and the additional costs associated with bulking and transporting materials.
- MRF technology has improved continuously over the past decade and Haringey has benefited from this. NLWA's MRF contractor has been able to accept and separate drinks cartons (tetra paks) and mixed household plastic containers of all sorts since 2009. In order to collect and separate this range of different plastics the use of some form of onward processing is required (eg. through a MRF or plastics recovery facility), regardless of the method of collection at the kerbside.
- Haringey receives an income from the sale of recyclates separated by the MRF, due to the quality of the MRF process, which offsets the cost of collection and treatment.
- Where incorrect (i.e. unrecyclable) materials are put out by residents in their recycling, these can be extracted by the MRF process.
- MRF technology and performance will continue to develop; for example the capability to separate glass by colour which would support re-processing into new bottles is under development.

Conclusions

The procurement was designed to allow the market to apply its expertise to the local circumstances in Haringey in order to develop solutions that would most effectively meet the Council's objectives, which through the evaluation criteria placed a clear emphasis on finding the optimal environmental solution within the limits of the Council's affordability.

This has resulted in a collection system based on the commingled collection of dry recycling, mixed food and garden waste and a fortnightly collection of refuse. The main benefits include:

- Quick, efficient collections minimising number of vehicles required, number of vehicle movements and hence time on the streets and potential to cause congestion. This will support a positive impact on public perception.
- Minimising carbon impact and air quality issues linked to collection vehicle movements.
- The ability for residents to put all recycling into a single container avoiding the need for residents to separate materials into different containers, to limit the range of materials and the consequent impact on participation this could involve.
- Use of wheelie bins for recycling, which in practice is limited to commingled systems, provides more capacity and is a mode of containerisation which is shown to encourage use and therefore increases recycling.
- Health and Safety - the use of wheelie bins for recycling is limited to commingled systems in practice. The associated reduction in manual handling is better for crews when compared to the lifting of boxes.

Through the partnership approach adopted in the contract with Veolia the Council will benefit from a level of flexibility to make future changes for which there is a business case. This could apply to the recycling collection system employed in the borough in future and will be essential in allowing the Council to adapt to potential changes to waste policy, and to take advantage of future innovations and technological improvements in the waste industry, such as in developing MRF technology.



Councillor Dilek Dogus
Cabinet Member for Adult Services,
Members Room
River Park House

Your ref:

Date: 31 May 2011

Our ref: SR/ POC

Direct 0208 489 2921
dial:

Email: Gideon.bull@haringey.gov.uk

Dear Dilek,

Recommended Budget Savings Decisions – Closure of Day Care Services

You will no doubt recall that the Overview and Scrutiny Committee expressed concerns at the proposals to close adult day care centres in the borough as part of its scrutiny of the budget process for this year. These proposals are currently being consulted on with a view to a final decision being taken by the Cabinet in June.

At its meeting on 9 May, the Scrutiny Committee received a deputation from the Haynes Relatives Support Group, a group of carers of people with dementia, on the proposals to merge the Haynes and Grange Dementia Day Care Centres and to close the Woodside Day Care Centre. They were very concerned at the implications of the proposed closures and requested that the Council re-consider its proposals.

They were of the view that the Haynes Day Centre provided an excellent service and had transformed their lives, as well as the lives of the people with dementia in their care. Their specific concerns were as follows:

- Merging the Haynes and the Grange, the borough's two current specialist dementia day centres, would overcrowd facilities and reduce the quality of life of current clients;
- Closure of the Woodside Day Centre would exacerbate the problem further due to the high percentage of clients there who also have dementia (80%);
- The current 3 day care centres did not have the capacity overall to accommodate current Haringey clients with dementia. Retaining only the Haynes, with its design capacity of 15 people per day, would mean a gross under provision;
- Proposed re-provision with personal budgets will mean more care at home which is likely to lead to isolation, increased ill-health and stress, both for the client and the carer.

- The proposals will have significant long term financial implications due to the preventative nature of the services. They felt that the savings that would be made were comparatively modest compared to the potential cost of additional people requiring residential care.

The deputation requested that Council maintain the care of people with dementia and request alternative proposals to achieve these savings. The deputation stated that they had written to you outlining their concerns and were awaiting a formal response.

The Committee has asked me to write to you to re-iterate its previously expressed concerns about this issue. In addition, they have also asked me to request that a speedy response be made to the letter that the carers sent to you on the issue.

The Committee also notes from the Forward Plan that two reports on the results of consultations on the closure of a range of adult care services and centres, including the day care services, are due to be considered by the Cabinet in June. In the light of the Committee's previously agreed concerns on these issues as well as those raised by the deputation, the Committee would like an opportunity to feed in its views prior to decisions being made by Cabinet. The Committee have therefore request that I write to you requesting that an appropriate meeting be arranged with you for this purpose. I would be grateful if you could contact me regarding this.

I look forward to receiving your response.

Yours sincerely



Gideon Bull

Chair of Overview and Scrutiny Committee

Overview and Scrutiny – 30 March 2011

Action 234.1 - Re. Q5 – The Committee requested a more expansive briefing note on why more children being placed in care needed re-placements and more specific detail about legal costs with reference to Action 98.1 from the meeting held on 1st November 2010, Page 114 of agenda pack, (and Action 159 from Budget Scrutiny 17th January 2011). It was noted that some of the re-placements were due to bringing together children as a family group when they had been separated as emergency interim measures. Such re-placements did not require additional court action as court orders had already been obtained for the children.

In November 2010 meetings were held with the Deputy Director, Children and Families and managers in the Children in Care Service to review circumstances where there had been two or more moves for children in care. The intention of the review was to quantify numbers affected by this, to look for themes and to ensure that recommendations for future practice were made.

There were a number of key reasons for changing foster placements and sometimes changing foster placements to residential placements. In certain circumstances when children are looked after it is not clear how long the child may need to be looked after and only after assessments are long term plans made.

Placements may end for a number of reasons. There was evidence of situations arising where the placement could no longer meet the needs of the child. Were possible children are placed with brothers and sisters, but if the children have experienced very traumatic early lives the needs of the children can be such that they need to be placed separately, this may necessitate more than one move..

Difficulties emerging with either newly accommodated adolescents or young people who have been in relatively stable longer term placements account for a significant number of the placement moves. The need for robust placements for adolescents is certainly a strong theme in this review.

One of the key aims of the review was to inform planning for the sufficiency agenda, this is a new statutory responsibility for local authorities to ensure that they have a range of placements that can meet the assessed needs of looked after children.. Whilst there is strong recruitment to improve our choice of in-house provision we are also working alongside a number of preferred providers in order to enhance choices.

Identification of problems in placements at an early stage with allocated social workers working in partnership with placements and drawing on the expertise of other professionals is also an essential part of supporting children and carers is also key to maintaining long term care for children and young people.

This page is intentionally left blank

Action 234 .2 OSC - 30.3.11

Re. Q23 – School Meals Take Up – The answer focussed on free school meals; the Committee would be provided with an updated answer in relation to general school meals take up, particularly in primary schools (Action No. 234.2). *Cllr Allison*

A: The table below shows the meals take-up (paid and unpaid) for Haringey Primary schools over the past three years. The figures are drawn from the Catering Service so exclude the few primary schools not using Haringey's service.

Year	April	May	June	July	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Average
2008-2009	9772	10634	10332	9747	9778	10840	10904	10800	11511	10959	11465	10613
2009-2010	10931	11229	11482	10162	10289	11361	11404	11530	12300	11931	11844	11315
2010-2011	12510	11497	11792	11229	10156	11926	11714	10762	11172	10994		11375

School opted out of Catering Service

Mulberry - July 2010

Coleridge - Dec 2010

Lancasterian - Dec 2010

This page is intentionally left blank

Dear Headteacher

Please find below our analysis of the EYFSP results for 2009-10. You will also receive the first communication from us with regard to this year's moderation process. I am pleased that Melanie Widnall has been able to take over Jude Patton's role during the time of her secondment to Pembury House Children's Centre. If you have any queries about the programme please contact Melanie directly on 0208 489 5072.

With best wishes

**Ros Cooke
Head of EYFS Standards**

Analysis of Haringey's Early Years Foundation Stage Profile (EYFSP) data 2010

The LA is required to set 2 targets (the achievement target and the equality target) to meet the statutory Early Years Outcome Duty. These targets are important in raising standards for all children.

The achievement target looks at scores of 6+ for all scales in Personal, Social and Emotional Development and Communication, Language and Literacy. We have steadily improved from 35% in 2006 to 43% in 2009, unfortunately, we have a drop in results to 42% this year.

The equality target looks at narrowing the gap between the lowest 20% and the rest of the cohort. Again we have steadily improved by reducing the figure from 43.3% in 2006 to 35.1% last year. We are disappointed that this year the gap has now widened by 1.1% to 36.2%.

Analysis of the results shows that;

- The percentage of children scoring 6 or more in all Personal, Social and Emotional Development (PSED) is down 1.6% from 65.8 to 64.2

- The percentage of children scoring 6 or more in Communication, Language and Literacy (CLL) is down 3.2% from 49.3 to 46.1
- The percentage of children with a total of 78 points or more is down 4.5% from 66.8 to 62.3
- Looking at the distribution of scores across the EYFSP there was a slight fall in scores in all areas except numbers as labels for counting, which remained the same at 85.5%. The largest drops were of 4% in writing and in Knowledge and Understanding of the World.
- The areas where most children attained 6+ scale points were physical development, numbers as labels for counting and dispositions and attitudes.
- The areas where fewest children scored 6+ were reading and writing.
- The median EYFSP score is down from 84 to 82

Targets and assessments are only meaningful when they are accurate. Increasingly our EYFSP assessments and scores are becoming more accurate through improved moderation activities and where there is a consistent staff group who know and understand the EYFS and the EYFSP.

From this year's moderation and our analysis of data we believe that teachers have made more assessments of individual children's progress. In previous years we have seen patterns in the EYFSP data that looked as though all children in a class were being assessed at the same time and often coming out at the same level. However alongside this we think that teachers are being cautious in their assessments and sometimes not awarding a level when they could/should have done so. Some of the examples we have seen are scale points which some people find hard to evidence or have not provided well enough within classrooms to give children opportunities to achieve in.

These scale points are:

sc p6 in Emotional Development – has a developing respect for own culture and beliefs and those of other people

sc p5 Reading – shows understanding of elements of stories, such as main character, sequence of events and openings

sc p6 Reading – reads a range of familiar and common words and simple sentences independently

Sc p 6 Knowledge and Understanding – finds out about past and present events in own life, and in those of family members and other people. Begins to know about own culture and beliefs and those of other people he/she knows.

Girls continue to achieve higher scores than boys across the majority of schools. 15% of all girls were in the lowest achieving 20% compared to 25% of all boys being in that group.

Summer born children have lower scores than the rest.

Ethnicity analysis shows that a higher percentage of Turkish, Kurdish, Traveller and Gypsy Roma children are represented in the lowest achieving 20% group than should be expected.

The difference in attainment between the West Network and the South and North remains wide. Only 9% of children in the West Network score in the

lowest 20% group while 26% and 27% in the South and North Networks are in that group.

Analysis by those who access free school meals shows that 17% of those not on FSM and 28% of those who are fall into the lowest 20% group.

We are pleased to see that the continued push on the development of the curriculum in the outdoors does seem to be paying off. This would seem to be the case both from our visits to schools where we are observing greater use of the outdoors and the continued high scores for physical development. However the importance of the outdoor curriculum for boys learning and as the underpinning for writing remains.

Data shows that those schools who took part in the ECAT programme showed improvement in CLL with some examples of big increases in the numbers of children achieving at the expected levels of 6+. This programme, although no longer funded nationally will be continued and will also include elements of the successful Buddying programme.

Our training and support programme will include sessions on those areas where teachers seem to find it difficult to award scale points.

Messages for schools

- Headteachers and Governing Bodies are responsible for the progress children make across the EYFS and the accuracy of the data returned to the LA
- The expectation for all children is that the majority will attain 6 or more scale points in all areas across the EYFSP. If they have been in your school for up to 2 years accessing high quality education, then this should be the case
- Develop an appropriate and rich learning environment inside and out that supports all children's learning giving them plenty of opportunities for active play and to engage in 'real' experiences
- Ensure that all staff in the EYFS know about and are skilled in working within the EYFS and understand child development
- Keep staff in the EYFS for long enough to provide consistency and to allow them to build their skills and knowledge - recognising that the EYFS is a specialist area
- Consider whether the timetable for the day and across the week supports children becoming deeply involved in their play for sustained periods of time
- Ensure that assessments are realistic and accurate and reflect children's progress across their time in the EYFS
- Involve Year 1 teachers, the Assessment Co-ordinator and Headteacher in moderation processes and ensure all teachers in the school understand the EYFS
- Ensure that staff are given enough time to moderate effectively
- Ensure that the EYFS Co-ordinator is on the school's SMT.

This page is intentionally left blank

Actions:

Re: Q6.1 – Legal Staff in Children’s Services – 31st January 2011 OSC

In response to the rising cost of legal services the Committee requested a briefing note on what was being done to drive costs down and a breakdown of how money was spent in the service (Action No. 167.1).

21st February OSC

Paragraph 15.18 (Period 8) – Looked After Children (LAC) –The Committee stated its concern about the large overspend in this area and the unsettling nature of moving looked after children from one placement to another. Officers were reviewing how and why placement moves for these children had come about and any special action taken – a briefing would be provided to the Committee when this piece of work was complete. (Action No. 176.3) (*Cllr Winskill*)

21st February OSC

In response to questions about whether the Council had entered into discussions with magistrates about how the legal side of children’s placements could be improved, officers reported that the Director of Children’s Services had recently met with the Head of the Court Service about the legal process and costs. The Committee requested feedback from this meeting. (Action No. 176.4) (*Cllr Winskill*)

**The Children & Young People’s Service
Relationship with The Courts
Update from The Director: 14th March 2011**

The working relationship between any Children’s Services Department and the court system is an important one – often critically so when trying to secure the best quality outcomes for vulnerable children and their families. That is just as much the case in Haringey as anywhere else, and arguably more so given our history.

In the aftermath of the Peter Connelly case it felt for many that this relationship had all but broken down. This manifested itself in the extent to which social workers (and others) did not feel trusted by the courts, that their evidence was somehow less than complete or competent and that our judgement was not to be trusted. This was not universally so; but frequent enough for it to be a concern.

Some evidence to support this theory may be adduced from the number of appearances often taken to resolve some of our care proceedings. Whilst the Public Law Outline (PLO) had sought to reduce the number of appearances and bring speedier resolution to care cases in 4 to 6 appearances, Haringey found itself with some cases appearing 20+ times before resolution. This is unsatisfactory at a number of levels. Not only does it mean that workers are tied up with cases at this stage for much than intended by the law itself, with all the attendant costs that brings, protracted proceedings delay the right outcome for child and family, prolonging uncertainty and the opportunity to ‘move on’.

Efforts to meet with judges locally to discuss and, hopefully, resolve these issues did not succeed. The Director therefore became involved in discussions with the Greater London Family Panel (all judges and magistrates across London hearing care cases) and their chair (and Lead Judge for London) HHJ Altman. This has culminated in the Director being invited to join the London Family Justice Panel. This Panel, chaired by

HHJ Altman, is the practice body for all London care courts where practice is monitored and new approaches developed to try and improve the work of the courts.

The Panel meets quarterly. The Director will join the Panel for the first time in June 2011, though he is involved in work prior to that reviewing proposals by the Panel to the Family Justice Review being undertaken by the Government.

This is an exceptional opportunity for any local authority – and particularly so for Haringey where the offer represents further acknowledgement that our practice has improved to the point where the invitation to represent views across London describes confidence in what we do and those leading the changes.

Action 159 (OSC 17.01.2011)



Haringey Council

Equalities Impact Assessment (EqIA) for Organisational Restructures

Date: 07/04/2011

Department and service under review: Children & Young People's Service – Restructure of the Behaviour Support Teams

Lead Officer/s and contact details:

Terry O'Reirdan – 020 8489 3872 – terry.oreirdan@haringey.gov.uk

Heather Johnston – 020 8489 5083 – heather.johnston@haringey.gov.uk

Contact Officer/s (Responsible for actions):

As above

Summary of Assessment (completed at conclusion of assessment to be used as equalities comments on council reports)

This assessment considers the impact on staff of the restructuring of the Behaviour Support Teams, in relation to the protected equalities groups of ethnicity, gender, age, disability, and pregnancy and maternity. It does not consider issues relating to sexual orientation, gender reassignment, and religion or belief, as the relevant data is not available for these groups.

Note that an overarching EqIA is also being carried out to consider the combined impact of all of the staffing changes within the Children & Young People's Service resulting from the 2011/12 budget-setting process. The posts considered here will also be considered as part of that EqIA.

Ethnicity – The proportion of BME staff affected is in line with the overall council profile (53.8% compared to 54.0%). The ring fences do not disproportionately impact on any particular group.

Gender - Males are underrepresented in this proposal – only 1 of the 13 affected staff is male.

Age - Compared to the overall council profile there are more staff drawn from the higher age bands and fewer from the lower age bands. Both of the ring fences include

staff from all three of the age bands represented in this review.

Disability – There is one officer with a disability in the affected group.

Pregnancy and Maternity - None of the affected staff are pregnant or on maternity leave.

The Equalities Impact Assessment for service restructures should assess the likely impact of restructuring on protected equalities groups of employees by: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (gender), sexual orientation.

The assessment is to be completed by the business unit manager with advice from HR. It is to be undertaken by an assessment of the basic employment profile data and then answering a number of questions outlined below.

PART 1
TO BE COMPLETED DURING THE EARLY STAGES OF CONSULTATION WITH
STAFF/ UNIONS ON THE STRUCTURE

Step 1 – Aims and Objectives

1. Purpose – What is the main aim of the proposed/new or change to the existing service?

The proposal is to delete the Primary Behaviour Support Team, the Secondary Behaviour Support Team, and one Inclusion Manager post and replace them with an integrated Behaviour Intervention Service. The proposed restructure involves a reduction in the number of posts from 15 (of which 3 are currently vacant) to 7. It is also proposed that the Behaviour & Attendance Adviser post, initially included in the review of School Standards & Inclusion, is now included in this review. This brings the total number of staff affected to 13.

The objectives of the restructure are as follows:

- to align the work of the staff onto a continuum of support arrangements for vulnerable pupils, and to move the work in this area forward in terms of outcomes for schools and pupils
- to achieve savings of £351,000
- to reduce the number of managers in line with council objectives

2. What are the main benefits and outcomes you hope to achieve?

Whilst the requirement to make significant reductions to the C&YPS budget is a key driver for the proposal, the restructure also involves a shift in emphasis for this area of work that will better meet the needs of vulnerable children and young people.

The aim of the team will be to ensure sustained, evidenced based improvement in pupil behaviour. The core work of the team will be to support vulnerable pupils (tier 2b and above on the Haringey Continuum of Need and Intervention), and who are at risk of exclusion or subject to exclusion. The team will also provide training to schools on de-escalation and physical control using the Team Teach approach.

3. How will you ensure that the benefits/ outcomes are achieved?

Successfully establishing the new structure will deliver the savings benefit. The Head of Behaviour and Alternative Provision will be responsible for ensuring that the new service operates in line with stated objectives.

Step 2 – Current Workforce Information & Likely Impact of your proposals

1. Are you closing a unit?

- *If No, go to question 3.*

No.

2. Can any staff be accommodated elsewhere within the service, business unit or directorate?

N/A

Race

3. Provide a breakdown of the current service by Grade Group and Racial Group following the format below.

Grade Group	Total Staff	Not declared		Asian		Black		Mixed		Other		BME sub total		White		White Other		BME % Council Profile
		No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	
MANUAL	0	0	N/A	0	N/A	0	N/A	0	N/A	0	N/A	0	N/A	0	N/A	0	N/A	46.3 %
Sc1-5	2	0	0.0 %	1	50.0 %	1	50.0 %	0	0.0 %	0	0.0 %	2	100.0 %	0	0.0 %	0	0.0 %	66.5 %
Sc6-SO2	2	0	0.0 %	0	0.0 %	1	50.0 %	0	0.0 %	0	0.0 %	1	50.0 %	1	50.0 %	0	0.0 %	56.9 %
PO1-3	2	0	0.0 %	0	0.0 %	2	100.0 %	0	0.0 %	0	0.0 %	2	100.0 %	0	0.0 %	0	0.0 %	46.3 %
PO4-7	3	0	0.0 %	0	0.0 %	0	0.0 %	0	0.0 %	0	0.0 %	0	0.0 %	2	66.7 %	1	33.3 %	38.8 %
PO8+	4	0	0.0 %	0	0.0 %	2	50.0 %	0	0.0 %	0	0.0 %	2	50.0 %	2	50.0 %	0	0.0 %	19.5 %
TOTAL	13	0	0.0 %	1	7.7 %	6	46.2 %	0	0.0 %	0	0.0 %	7	53.8 %	5	38.5 %	1	7.7 %	54.0 %

Grade	Total	%	% in
-------	-------	---	------

Group	Staff	Grade Group	Council
MANUAL	0	0%	2.4%
Sc1-5	2	15.4%	37.1%
Sc6-SO2	2	15.4%	26.2%
PO1-3	2	15.4%	14.7%
PO4-7	3	23.1%	13.9%
PO8+	4	30.8%	5.9%
TOTAL	13	100.0%	100.0%

4. Highlight any grade groups that are very under represented (10% or more difference) compared with the council profile and where relevant the borough profile.

Overall, the staff affected by these proposals are at higher grades than the typical council distribution – 69.2% of affected staff are at the equivalent of PO1 or above, compared to 34.4% of staff across the council (note though that all but two of the staff are on teachers pay and conditions or Soulbury pay scale).

The proportion of BME staff affected is in line with the overall council profile (53.8% compared to 54.0%).

5. Do any ring fences disproportionately impact on staff from one ethnic minority group (white, white other, asian, black, mixed race) or Black & Minority Ethnic (BME) staff only?

- *If No, go to question 8.*

No. The ring fence for the manager post includes 2 White UK and 2 Black staff. The ringfence for the adviser posts includes 3 White UK, 1 White Other, and 3 Black staff.

6. By how much does these staff change the % (percentage) of BME staff in the structure? Show start and end %.

N/A

7. Can any of these staff be accommodated elsewhere within the proposed new structure or can you amend the structure to accommodate them e.g. consideration of flexible working or reduced hours including flexible retirement, voluntary reduction of grades, etc.?

- *If Yes, how many and what effect do they have on the BME %? Show start and end %.*

N/A

Gender

8. Provide a breakdown of the current organisation by Grade Group and Gender breakdown following the format below

Grade Group	TOTAL STAFF	Male		Female			
		No. Staff	% of Grade Group	No. Staff	% of Grade Group	% Females in Council	% Females in Borough
MANUAL	0	0	N/A	0	N/A	49%	
Sc1-5	2	0	0%	2	100%	68%	
Sc6-SO2	2	0	0%	2	100%	74%	
PO1-3	2	1	50%	1	50%	62%	
PO4-7	3	0	0%	3	100%	64%	
PO8+	4	0	0%	4	100%	52%	
TOTAL	13	1	8%	12	92%	67%	49.80%

9. Highlight any grade groups that are very under represented (10% or more difference) compared to the % of females/males in the council.

Males are underrepresented in this proposal – only 1 of the 13 affected staff is male.

10. Do any ring fences disproportionately impact on female or male staff?

- *If No, go to question 13.*

No – given the starting population of one male and twelve females, the ringfences do not disproportionately impact on one gender.

11. By how much do these staff change the % (percentage) of female/male staff in the whole structure? Show start and end %.

N/A

12. Can any of these staff be accommodated elsewhere within the proposed new structure or can you amend the structure to accommodate them e.g. consideration of flexible working or reduced hours including flexible retirement, voluntary reduction of grades, etc.?

N/A

Age

13. Provide a breakdown of the current organisation by Grade Group and Age breakdown following the format below

Grade Group	16-24		25-34		35-44		45-54		55-64		65+		TOTAL STAFF
	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	
MANUAL	0	N/A	0	N/A	0	N/A	0	N/A	0	N/A	0	N/A	0
Sc1-5	0	0%	0	0%	0	0%	0	0%	2	100%	0	0%	2
Sc6 - SO2	0	0%	0	0%	0	0%	1	50%	1	50%	0	0%	2
PO1-3	0	0%	0	0%	0	0%	1	50%	1	50%	0	0%	2
PO4-7	0	0%	0	0%	1	33%	1	33%	1	33%	0	0%	3
PO8+	0	0%	0	0%	1	25%	2	50%	1	25%	0	0%	4
TOTAL	0	0%	0	0%	2	15%	5	38%	6	46%	0	0%	13
Council Profile	3%		18%		25%		35%		18%		1%		
Borough Profile	14%		27%		23%		16%		10%		1%		

14. Highlight any grade groups with a high level of staff from a particular age group compared to the council profile.

Compared to the overall council profile there are more staff drawn from the higher age bands and fewer from the lower age bands. None of the involved staff are under 35, whereas across the council 21% of staff are in this group. At the upper end of the age range, 46% of the involved staff are aged 55 or older, compared to just 18% of council staff.

15. Do any ring fences disproportionately impact on staff from one age group only?

- *If No, go to question 18.*

No - both of the ring fences include staff from all three of the age bands represented in this review.

16. Does the displacement of these staff result in no representation of staff from a particular age group within the structure as a whole?

N/A

17. If Yes, can any of these staff be accommodated elsewhere within the proposed new structure or can you amend the structure to accommodate them e.g. consideration of flexible working or reduced hours including flexible retirement, voluntary reduction of grades, etc.?

N/A

Disability

18. Identify the total number of disabled staff in the service following the format below:

Grade Group	TOTAL STAFF	No. declared disabled Staff	No. staff declared not disabled	No. staff disability not stated	% of Service declared disabled	Council profile
MANUAL	0	N/A	N/A	N/A	N/A	2.8%
Sc1-5	2	0	0	2	0.0%	6.9%
Sc6 - SO2	2	0	1	1	0.0%	6.8%
PO1-3	2	0	0	2	0.0%	2.6%
PO4-7	3	1	0	2	7.7%	6.9%
PO8+	4	0	2	2	0.0%	9.5%
TOTAL	13	1	3	9	7.7%	7.2%
Borough Profile						7.6%

19. Do any ring fences disproportionately impact on disabled staff?

There is one officer with a disability in the affected group. They will be in the ring fence for one of the advisor posts. Depending on whether they are successful or not, the percentage of staff with a disability will either decrease to zero or rise to 14% (as a consequence of one person becoming a greater percentage of the total as the total number of posts decreases).

20. Can any of these staff be accommodated elsewhere within the proposed new structure or can you amend the structure to accommodate them e.g. consideration of flexible working or reduced hours including flexible retirement, voluntary reduction of grades, etc.?

Where posts can be matched to more than one staff member under ringfencing, staff will be subject to a competitive interview process conducted in line with the Council's Equal Opportunities Policy.

The Director of C&YPS has agreed with the Trade Unions to try and maximise opportunities in schools for employees at risk of redundancy, through 'bumping'. Bumping is where staff who are not at risk of redundancy but who would like to take voluntary redundancy are granted voluntary redundancy in order to allow someone who is at risk of redundancy to be redeployed. Staff in schools have been invited to express an interest in taking voluntary redundancy. C&YPS staff at risk of compulsory redundancy who could potentially be redeployed into posts in schools (this includes all staff involved in this review) have been invited to express their interest in any such opportunities.

The formal redeployment period runs concurrently with an employee's notice period, during which the Council is committed to trying to redeploy staff facing redundancy into

suitable alternative posts, however in the current financial situation, opportunities are likely to be limited.

21. In addition to the above analysis of race, sex, age and disability you will need to consider the impact on groups with the following characteristics: gender reassignment, pregnancy and maternity, religion or belief, sexual orientation. Please ask HR for help with the data on:

- **Gender Reassignment**
- **Religion/ Belief**
- **Sexual Orientation**
- **Maternity & Pregnancy**

The relevant data on gender reassignment, religion/belief, and sexual orientation is not available. None of the affected staff are pregnant or on maternity leave.

22. If you provide services to residents please also identify the potential impact/ issues relating to the change in service delivery as a result of your proposals.

These issues will be addressed in the 'service delivery' EqIA.

Date Part 1 completed - 01/02/2011

**PART 2
TO BE COMPLETED AT THE END OF CONSULTATION WITH STAFF/ UNIONS
ON THE STRUCTURE**

Step 3 – Consultation

Formal consultation with staff and unions on the restructuring of the Behaviour Support Teams commenced on 26th January 2011 and was completed on 2nd March 2011. A number of issues were raised and are detailed alongside the management response in Appendix 6 of the report to the Director of the Children & Young People's Service and the Chair of the General Purposes Committee.

The issues raised did not relate to the eight equalities characteristics. The key points raised were:

- There is no clear rationale for replacing teacher posts with NJC posts, and that to do so would be unlawful - the job descriptions for the posts include functions which fall within the statutory definition of specified work, therefore the posts must be under teachers' pay and conditions
- Schools need more support with behaviour, not less
- Insufficient consultation has taken place with headteachers and governors, including regarding their willingness to buy in the service.

- What is the rationale for replacing the scale 4 SNAs with scale 6 HLTAs, as the SNAs have been working effectively to date?

Step 4 – Address the Impact

1. **Are you in a position to make changes to the proposals to reduce the impact on the protected groups e.g. consideration of flexible working or reduced hours including flexible retirement, voluntary reduction of grades, etc. - please specify?**

No

2. **What changes or benefits for staff have been proposed as a result of your consultation?**

In response to comments received from staff and unions, one of the four Education Personal Development Worker posts has been replaced with a BIS Adviser post. This post will be on teachers' pay and conditions and will require the postholder to have a teaching qualification. The post will have responsibility for any aspect of the work of the service that comes under the definition of 'specified work' and will line manage the two HLTAs. The job description for the Education Personal Development Worker posts has been amended to clarify that undertaking 'specified work' is not part of the remit of these posts.

All staff ringfenced against the Education Personal Development Worker posts in the original proposal will now also be eligible to apply for the BIS Adviser posts, therefore the analysis in previous sections of this EqIA relating to the equalities impacts of the ringfence arrangements remains correct.

The Scale 5 team administrator post (currently vacant and covered by agency staff) was not shown on the original structure in the consultation document. This post will be released for redeployment once the proposed structure has been agreed by members.

3. **If you are not able to make changes – why not and what actions can you take?**

N/A

4. **Do the ringfence and selection methods you have chosen to implement your restructure follow council policy and guidance?**

Yes

5. **Will the changes result in a positive/ negative impact for service delivery/ community groups – please explain how?**

Please see service delivery EqIA.

6. How can you mitigate any negative impact for service users?

Please see service delivery EqIA.

Date Steps 3 & 4 completed – 07/04/11

Step 5 – Implementation and Review

- 1. Following the selection processes and appointment to your new structure are there any adverse impacts on any of the protected groups (the eight equalities characteristics). Please identify these.**

To be completed following completion of recruitment process.

- 2. If there are adverse impacts how will you aim to address these in the future?**

It is proposed that affected staff will be considered for any suitable alternative opportunities within CYPS during the consultation period. The formal redeployment period runs concurrently with an employee's notice period, during which the Council is committed to trying to redeploy staff facing redundancy into suitable alternative posts, however in the current financial situation, opportunities are likely to be limited.

- 3. Identify actions and timescales for implementation and go live of your new service offer.**

It is intended that the interviews of existing staff be completed during May 2011, however the new structure may not be fully implemented until the beginning of the new school year in September 2011.

- 4. If you are not in a position to go ahead on elements of your action plan – why not and what actions are you going to take?**

At this stage we have no reason to presume that we will not be able to implement these proposals. Any alternative course of action proposed would depend on the nature of the barrier that presents itself.

- 5. Identify the timescale and actions for review of the restructure to ensure it achieved the expected benefits/ outcomes.**

The Head of Behaviour and Alternative Provision will ensure that processes for monitoring the work of the team and evaluating impact are in place from the start of the new service offer, allowing a review to take place after the first 18 months of operation.

Step 6 – Sign off and publication

There is a legal duty to publish the results of impact assessments. The reason is not simply to comply with the law but to make the whole process and its outcome transparent and have a wider community ownership. You should summarise the results of the assessment and intended actions and publish them.

COMPLETED BY (Contact Officer Responsible for undertaking this EqIA)

NAME: Terry O'Reirdan
 DESIGNATION: Head of Attendance & Welfare
 SIGNATURE:
 DATE:

QUALITY CHECKED BY (Equalities,)

NAME: Arleen Brown
 DESIGNATION: Senior Policy Officer
 SIGNATURE: *A. J. Brown*
 DATE: 18th April 2011

SIGNED OFF BY Director/ Assistant Director

NAME:
 DESIGNATION:
 SIGNATURE:
 DATE:

SIGNED OFF BY Chair Directorate Equalities Forum

NAME: Ian Bailey
 DESIGNATION: Deputy Director, Business Support & Development
 SIGNATURE:
 DATE:

Note - Send an electronic copy of the EqIA to equalities@haringey.gov.uk; it will then be published on the council website

APPENDIX 5

Equalities Impact Assessments Screening Tool Guidance

The Council understands that a pragmatic approach to undertaking Equalities Impact Assessments (EqIA) is essential and that some policies, projects, functions or major developments/planning applications are more relevant to and have a greater impact on equality and diversity than others.

Because of this we have developed this screening tool to help officers to identify:

- the relevance of each policy, project, function or major development/planning application to equality
- whether an EqIA should be undertaken

The screening process must be used on ALL new policies, projects, functions, staff restructurings, major developments or planning applications, or when revising them. It should also be used to help identify existing policies or projects that should be subject to an assessment. An EqIA is a thorough and systematic analysis and should ensure that we give due regard to the effect the actions we take as an organisation could have on residents, customers and staff, in the delivery of services and employment practices.

Equality Impact Assessments are intended to:

- encourage a more proactive approach to the promotion of equality within public policy development
- identify any adverse equalities impact and detail actions to reduce this impact
- detail positive equalities impacts

Is a full Equalities Impact Assessment required?

- If the answer to any of the questions below is yes, consideration must be given to undertaking a full EqIA.
- If the answers to all of questions below are no you do not need to undertake an EqIA, however you will need to provide a detailed explanation for this decision in the last column.

In either case, please submit the e-form to equalities@haringey.gov.uk and include the explanation as part of the Equalities comments on any subsequent related report.

Equalities Impact Assessments (EqIA) Screening Tool				
1.	Name of the restructure: Behaviour, Attendance and Welfare			
2.	Brief summary of the above:			
	<p>The proposal is to delete the Primary Behaviour Support Team, the Secondary Behaviour Support Team, and one Inclusion Manager post and replace them with an integrated Behaviour Intervention Service. Whilst the requirement to make significant reductions to the C&YPS budget is a key driver for the proposal, the restructure also involves a shift in emphasis for this area of work that will better meet the needs of vulnerable children and young people.</p> <p>The aim of the team will be to ensure sustained, evidenced based improvement in pupil behaviour. The core work of the team will be to support vulnerable pupils tier 2b and above on the Haringey Continuum of Need and Intervention, and who are at risk of exclusion or subject to exclusion. The team will also provide training to schools on de-escalation and physical control using the Team Teach approach.</p>			
3.	Lead Officer contact details:			
	Terry O'Reirdan terry.oreirdan@haringey.gov.uk 0208 4893872			
4.	Date: 24 January 2011			
	Response to Screening Questions	Yes	No	Please explain your answer. If answering YES but after consideration a full EqIA is not necessary please provide a detailed explanation¹ for NOT undertaking a full EqIA
5.	Could the proposed restructuring or the way it is carried out have an adverse impact on any of the key equalities protected characteristics age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation? Or relations between any equalities groups?	Yes		Whilst it is hoped that this proposal will result in positive changes for vulnerable children and young people, nevertheless as a significant change in provision a service delivery EqIA will be carried out to identify the impact on protected groups. A staffing EqIA will also be carried out to address the equalities impacts of the employment implications of these proposals.
6.	Is there any indication or evidence	Yes		

¹NB This explanation MUST be included in the Equalities comments in all subsequent reports relating to this issue.

Equalities Impact Assessments (EqIA) Screening Tool				
	(including from consultation with relevant groups) that different groups have or will have different needs, experiences, issues and priorities in relation to the particular policy/project/function/major development/planning application? Or do you need more information?			
7.	If there is or will be an adverse impact, could it be reduced by taking particular measures?	Yes		
8.	By taking particular measures could a positive impact result?	Yes		
9.	As a result of this screening is a full EqIA necessary?	Yes		Both a service delivery and staffing EqIA will be carried out.

Signed off by Lead Officer: _____

Name: _____

Designation: _____

Date: _____

Signed off by Policy, Equalities and Partnerships Team: _____

Name: Arleen Brown_____

Designation: Senior Equality Officer_____

Date: _____

APPENDIX 6 – TRADE UNION AND STAFF COMMENTS AND MANAGEMENT RESPONSE

Ref	Trade Union/Staffing Comments	Response
Unison comments		
(1)	The work that this team have been carrying out over the years has been vital for the pupils that the team have been working with, as well as the support and advice it has given to both Primary and Secondary schools. We would therefore like to know how and when, or if, the schools, parents and pupils have been consulted re these proposed changes, and has a Community Impact Study been carried out?	<p>Head teachers are fully aware of the loss of grants and funds to Haringey Council. A number of meetings have taken place with Primary and Secondary Heads to discuss how remaining funding will be used in relation to support to schools. Discussion has taken place in relation to the BST and feedback from Heads clearly indicated the need for change. This has been taken into account and is reflected in the working document 'Behaviour Intervention Service' Haringey provided to staff and unions prior to the meeting on the 9th February 2011.</p> <p>A sample of 56 parent/ carers were invited to a consultation meeting on the 24 February 2011 (and on 2 March 2011 for those parents who advised that they would not be able to attend the meeting). Overall, the feedback from the parents/carers was positive about the changes – see the Service Delivery Equalities Impact Assessment for further information.</p> <p>A full Service Delivery Equalities Impact Assessment has been carried out.</p>
(2)	The re-structure document makes reference to the new team being “relocated within a new management structure” As the unions have not been supplied with “the new management structure” it is difficult to assess or comment on how or if this would work.	The proposed new Council structure is in the Public domain contained in the 'Rethinking Haringey' document.
(3)	In relation to the objectives of this consultation, we do not see how “a continuum of support arrangements for vulnerable pupils” can be achieved taking into account the proposed changes to the team and the number of staff reductions.	This will be achieved by realigning the Behaviour Support Team within the Behaviour and Alternative Provision Service, clarifying roles and avoiding duplication and reducing the impact on vulnerable pupils of staff changes. The staff will work across services with children and young people in a variety of settings.

Ref	Trade Union/Staffing Comments	Response
(4)	<p>In relation to the ring fence arrangements:</p> <ul style="list-style-type: none"> ❑ The behaviour Intervention Service Co-ordinator post – as a School Improvement manager from School Standards & Inclusion has been included in the ring fence, as a result of a potential skills match. Has the same consideration been given, re any potential ring fence opportunities, to the 3 Behaviour Support Team Managers? ❑ What is the rationale re requiring scale 6 Higher Level Teaching Assistants rather than the scale 4 Special Needs Assistants, which have been working effectively as part of the team to date, as this rationale is highly likely to result in the compulsory redundancy of the current scale 4 SNA? ❑ Will the current administrative post, which is vacant, be retained? ❑ If this post is to be retained when will it be released for redeployment? 	<p>The 3 Behaviour Support Team Managers were not located within School Standards & Inclusion and therefore were not considered within the restructure of that service.</p> <p>However, the member of staff who is included in the ring fence for the Co-ordinator post has been working supporting Secondary Schools as the LA Behaviour and Attendance Consultant. All those within this ringfence have been working in behaviour fields.</p> <p>The rationale for requiring scale 6 is due to the need for the HLTAs in the new service to not only work with children (as is the case with the scale 4 Special Needs Assistants currently), but to lead, model and train school based TAs.</p> <p>Yes, it will be released for redeployment when the final structure has been agreed by members.</p>
(5)	Has a staff equalities impact assessment been completed?	Yes a Staffing Equalities Impact Assessment has been carried out.
<p>NUT – initial response <i>Following a meeting with staff and Unions the NUT responded on 9th February 2011 as an Initial Response to S188 proposal for the Restructure of the Behaviour Support Team</i></p>		
(6)	<p>This response is to one aspect of the proposal only, namely the creation of the three Education Personal Development Worker posts.</p> <p>As is the case throughout the proposal, no educational rationale is presented for the deletion of teacher posts and the proposal to</p>	<p>The rationale for the need for change is reflected in the working document ‘Behaviour Intervention Service’ which was provided to staff and unions prior to the meeting on the 9th February 2011. Whilst it is accepted that there is reduced funding to the LA, and therefore a need to make savings, there is also a need to work differently. The Behaviour Support Teams were set up over 20</p>

Ref	Trade Union/Staffing Comments	Response
	<p>replace them with staff on NJC posts graded at PO3. We therefore assume that there is only one reason for this change, namely an attempt to reduce costs in the longer term.</p> <p>We present two arguments as to why the new posts established should be under teachers' pay and conditions rather than NJC.</p> <p>Firstly, for the avoidance of compulsory redundancy, there is the scope within the financial constraints to establish the posts as teacher posts so that the seven teachers matched to them in the proposed open ring fence could be selected by interview in a closed ring fence. This would avoid three potential redundancies together with the associated costs. This would also avoid a potential dispute about the associated change in both pay and conditions. If the teachers were appointed to PO3 posts, there would in any event be statutory salary protection for three years under the provisions of STPCD, so no savings would result for that three year period. Another option would be for the posts to be initially established as teacher posts for the purpose of avoiding compulsory redundancy, and then, subject to the other points raised below, which would require some modification of job description, for the posts to be redesignated as PO3 upon natural turnover of the incumbents.</p> <p>Secondly, and of overriding significance, we contend that there is a legal requirement to apply the STPCD to these posts.</p> <p>Section 122 of the Education Act 2002 gives authority to the Secretary of State to make Statutory Orders making provision for the determination of school teachers' pay. Section 122(2) provides as follows: (2) Where an order under this section applies to a school teacher - (a) his remuneration shall be determined and paid in accordance</p>	<p>years ago, and much has changed since that time.</p> <p>Many schools now are very familiar with materials and schemes such as SEAL, circle work, and circle of friends, have learning mentors and access to school counsellors. In addition, the CAF process is now in place and other workers such as Family Support Workers can be allocated to some cases, where children may have behavioural issues (Family Support Workers work within the family home and also within schools.) All of this was not available in schools when the BST was first set up.</p> <p>Feedback from headteachers has been that in many cases, they needed a different type of support than was currently offered by the BST. It was always the intention that the Behaviour Intervention Service would be a multi-disciplinary team and not solely a team of teachers, for the reasons given above.</p> <p>Consideration has been given to the feedback from both staff and Unions and one post previously identified as an Education Development Worker (PO3) will now be a post on Teachers Pay and Conditions, and will require a teaching qualification. The proposed job title is BIS Adviser. Current teachers within the BST will be considered for this post.</p> <p>This post holder will be responsible for any aspect of the work of the service that is determined by activities as specified work covered by regulations under section 133(1) of Education Act 2002:</p> <ul style="list-style-type: none"> (a) planning and preparing lessons and courses for pupils; (b) delivering lessons to pupils; (c) assessing the development, progress and attainment of pupils; and (d) reporting on the development, progress and attainment of pupils.

Ref	Trade Union/Staffing Comments	Response
	<p>with any provision of the order which applies to him, (b) a provision of the order which relates to a condition of employment other than remuneration and which applies to him shall have effect as a term of his contract of employment; and (c) a term of that contract shall have no effect in so far as it makes provision which is prohibited by the order or which is otherwise inconsistent with a provision of the order.</p> <p>This means that the pay and conditions for any person to whom such an Order applies must be those for school teachers set out in the STPCD and not those of the NJC or any other structure.</p> <p>The Orders in question are those giving effect to the School Teachers' Pay and Conditions Documents. The current Orders are the Education (School Teachers' Pay and Conditions) Orders Nos. 1 and 2 of 2009.</p> <p>The 2009 Pay Orders both provide that they apply to school teachers "within the meaning of Section 122 of the Act in England and Wales" and the STPCD itself contains a similar provision.</p> <p>Section 122(3) of the 2002 Act provides as follows:</p> <p>(3) A person is a school teacher for the purposes of this section if –</p> <p>(a) he is a qualified teacher, (b) he provides primary or secondary education under a contract of employment or for services, (c) the other party to the contract is a local education authority or the governing body of a foundation, voluntary aided or foundation special school; and (d) the contract requires him to carry out work of a kind which is specified by regulations under section 133(1).</p>	<p>The BIS Adviser will supervise the work of the HLTAs.</p> <p>The job descriptions of the remaining PO3 posts (Education Development Worker) have been amended to clarify that these post holders will not carry out work of a kind which is specified by regulations under section 133(1) of Education Act 2002.</p>

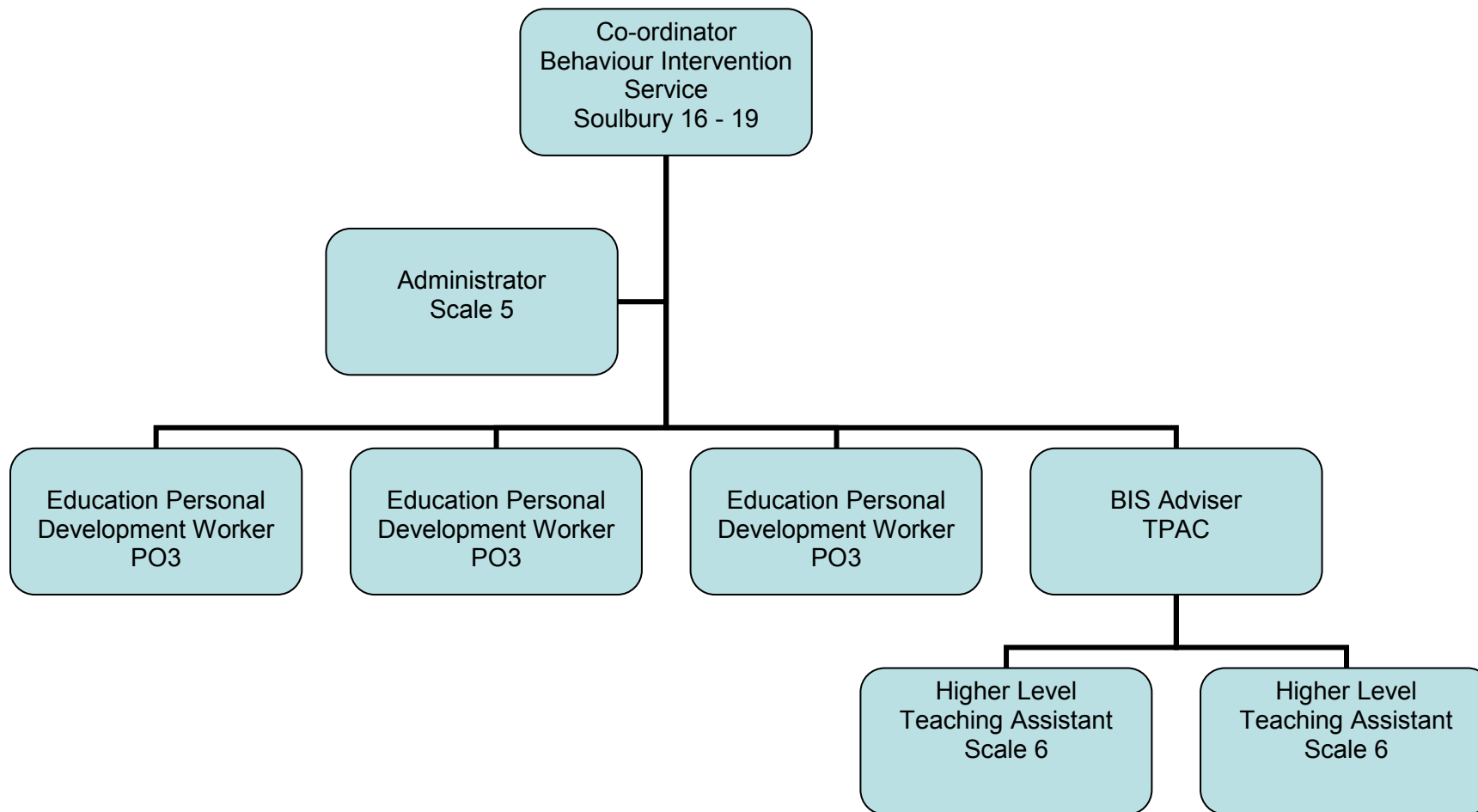
Ref	Trade Union/Staffing Comments	Response
	<p>The present Regulations under Section 133(1) are, for England, the Education (Specified Work and Registration) (England) Regulations 2003. Regulation 6 of those Regulations provides as follows:</p> <p>(1) Each of the following activities is specified work for the purposes of these Regulations</p> <p>(a) planning and preparing lessons and courses for pupils;</p> <p>(b) delivering lessons to pupils;</p> <p>(c) assessing the development, progress and attainment of pupils; and</p> <p>(d) reporting on the development, progress and attainment of pupils.</p> <p>Taking this altogether, any postholder who carries out responsibilities within the meaning of Regulation 6 of the Specified Work Regulations will as a consequence come within the definition of a school teacher as set out in Section 122(3) and are, therefore, statutorily subject to the pay and conditions provisions of the STPCD. LAs are precluded from applying other provisions for pay and conditions.</p> <p>The proposed job description contains such responsibilities.</p> <p>I therefore request that the Education Personal Development Worker posts be regraded on teacher terms and conditions.</p>	
(7)	Is the current admin post going to be retained?	Yes, it will be released for redeployment when the final structure has been agreed.
NUT – additional response		
<i>A further response was made by NUT at the end of the consultation period, on 2nd March 2011.</i>		
(8)	The consultative document clearly stated that the reason for	Head teachers are fully aware of the loss of grants and funds to

Ref	Trade Union/Staffing Comments	Response
	<p>change was driven by financial cuts. No other reason was stated. No rationale was presented for the replacement of teacher posts by NJC posts. We believe that this was at least an honest explanation albeit educationally inappropriate. Replacing teachers by staff on lower grades does indeed save costs. However, we believe that quality of provision is unlikely to be maintained. Further, as set out in our initial response, the use of non-teaching staff to perform functions which fall within the statutory definitions of specified work and of the relevant pay orders will be unlawful. Our analysis of the initial job descriptions indicated that they did indeed fall within the definition of specified work. Additionally, as statutory salary safeguarding applies to teachers, we pointed out that were any of the teachers in the BST to be appointed in the NJC ring fence there would be no salary savings in respect of these posts for three years. We cannot therefore see any logical reason why these posts should not be retained as teacher posts.</p>	<p>Haringey Council. A number of meetings have taken place with Primary and Secondary Heads to discuss how remaining funding will be used in relation to support to schools. Discussion has taken place in relation to the BST and feedback from Heads clearly indicated the need for change. This has been taken into account and is reflected in the working document 'Behaviour Intervention Service' Haringey provided to staff and unions prior to the meeting on the 9th February 2011.</p> <p>Non teaching staff will not be expected to perform functions which fall within the statutory definitions of specified work. This has been clarified in the revised JDs.</p> <p>Please see response at (6) above.</p>
(9)	<p>Our members in schools, both nationally and locally report that the need for support with pupil behaviour is increasing rather than diminishing. We asked in the consultation meeting whether headteachers and school governors had been consulted on their willingness to buy into central arrangements for providing such support. We also requested an educational rationale for the proposal.</p> <p>We were told that headteachers would not be willing to buy in to such arrangements. We have not seen the evidence of this and find the reported response surprising. We suggest that members of the Council should seek to verify that such consultations with headteachers have taken place and that this was the outcome. We believe that a consultation with teachers would demonstrate that there is a clear need for such support to continue and that they would dispute the notion that the BST has completed its original mission with regard to supporting schools with pupil</p>	<p>It is accepted that there is a need to support schools with managing pupil behaviour, but also that there are a number of professionals apart from teachers that can impact positively in this area.</p> <p>Whilst there has been no formal consultation with headteachers and school governors, there has been feedback from headteachers at a range of meetings over a period of time and including prior to any financial cuts, and feedback from headteachers was that in many cases, they needed a different type of support than was currently offered by the BST.</p>

Ref	Trade Union/Staffing Comments	Response
	<p>behaviour strategies and good practice as are aware of a number of schools in which this task is far from complete.</p> <p>We have seen no evidence that school governors have been consulted and do not believe that they have been. Again, we would ask members of the Council to ensure that school governors are consulted and their views taken into account before any final decision on the proposal is made.</p>	
(10)	<p>After our initial response had been made setting out how the job descriptions for the proposed NJC posts fell within the statutory requirements for teacher posts, we received revised job descriptions which attempted to avoid any such requirement. It is clear to us that the rationale for the proposal and the revised job descriptions are evidence that the real intention is simply to save money at the expense of quality. However, even the attempt to revise the job description such that it would fall outside of the School Teachers' Pay and Conditions Document is flawed. We maintain that even the revised job description would fall under the category of specified work, as evidenced by the following phrases, for example:</p> <p>“BIS encompasses a wide range of curriculum pathways and will work with HLTA in order to support schools/PSC’s to deliver personalised learning based upon an assessment of need.....”.</p> <p>(NB there is no mention of a scheme of supervision of the HLTA’s by qualified teachers as required by legislation.)</p> <p>“The EPD officers will.....use a Social Learning Theory”</p> <p>We believe that making teachers potentially redundant in order to seek to replace them with staff who do not have qualified teacher status is not only misguided but is likely to exacerbate the</p>	<p>Please see response at (6) above.</p> <hr/>

Ref	Trade Union/Staffing Comments	Response
	deterioration of industrial relations within CYPS. We urge members of the Council to refer back these proposals for further consideration.	

APPENDIX 7: REVISED SERVICE STRUCTURE AND POSTS



New Post	Grade	Selection Method	Current Posts in ring fence
Co-ordinator Behaviour Intervention Service x 1	Soulbury 16 - 19	Closed Ring Fence	<ul style="list-style-type: none"> • Primary Manager – Behaviour Support Team • Secondary Manager - Behaviour Support Team • Inclusion Manager • School Improvement Manager
Behaviour Intervention Service Adviser	TPAC - Main Pay Scale (Inner London) + 2 SEN points + TLR 2a	Open Ring Fence	<ul style="list-style-type: none"> • 4 x Teacher Primary Behaviour Support Team² • 3 x Teacher Secondary Behaviour Support Team
Education Personal Development Worker x 4	PO3		
Higher Level Teaching Assistant x 2	Scale 6	Internal Recruitment	NA

² Not all primary and secondary teachers are full time staff.