

Overview and Scrutiny Committee

THURSDAY, 10TH APRIL, 2014 at 18:30 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Bull (Chair), Winskill (Vice-Chair), Adamou, McNamara and Newton

Co-Optees: Ms Y. Denny (Church of England representative),¹ Catholic Diocese vacancy and Mr E. Reid (Parent Governor)

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 17 below).

4. DECLARATIONS OF INTEREST

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

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

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

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

5. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

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

6. CHILDREN MISSING FROM HOME AND CARE - SCRUTINY REVIEW UPDATE (PAGES 1 - 16)

To note the update on the Children Missing from Home and Care Scrutiny Review.

7. FINAL REPORT - UNDER OCCUPATION OF SOCIAL HOUSING (BEDROOM TAX)

To agree the recommendations of the report of the Overview & Scrutiny Committee.

TO FOLLOW

8. FINAL REPORT - TWO YEAR OLD EARLY ENTITLEMENT (PAGES 17 - 28)

To agree the recommendations of the report of the Children and Young People Scrutiny Panel.

9. FINAL REPORT - MENTAL HEALTH AND COMMUNITY SAFETY (PAGES 29 - 46)

To agree the recommendations of the report of the Communities Scrutiny Panel.

10. FINAL REPORT - MENTAL HEALTH AND ACCOMMODATION

To agree the recommendations of the report of the Adults and Health Scrutiny Panel.

TO FOLLOW

11. FINAL REPORT - MENTAL AND PHYSICAL HEALTH

To agree the recommendations of the report of the Adults and Health Scrutiny Panel.

TO FOLLOW

12. FINAL REPORT - STRATEGIC ENFORCEMENT

To agree the recommendations of the report of the Environment and Housing Scrutiny Panel.

TO FOLLOW

13. FINAL REPORT - COMMUNITY ENGAGEMENT WITH PLANNING

To agree the recommendations of the report of the Environment and Housing Scrutiny Panel.

TO FOLLOW

14. SCRUTINY PANELS REPORT BACK (PAGES 47 - 88)

To note the minutes and agree any recommendations of the Scrutiny Panels:

Children & Young People Scrutiny Panel
27 February 2014

Environment & Housing Scrutiny Panel
29 November 2013
2 December 2013
28 January 2014
24 February 2014

Communities Scrutiny Panel
31 March 2014 - ***TO FOLLOW***

15. REFLECTIONS ON THE PAST YEAR AND 2014/15 WORK PROGRAMME IDEAS

16. FEEDBACK FROM CHAIRS OF AREA COMMITTEES

17. NEW ITEMS OF URGENT BUSINESS

18. MINUTES (PAGES 89 - 100)

To approve the minutes of the meeting held on 23 January 2014.

To note the minutes of the Overview & Scrutiny Committee meeting held at the Laurels on 27 January 2014.

19. FUTURE MEETINGS

20. SCRUTINY COMMITTEE ACTIONS REQUESTED (PAGES 101 - 102)

To note the actions completed since the last meeting.

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2 April 2014



Haringey Council

Report for:	Overview and Scrutiny Committee 10 April 2014	Item Number:	
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Title:	Progress Update on the Recommendations made in the Scrutiny Review of Children Missing from Care and Home
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Report Authorised by:	<p><i>LISA REDFERN</i></p> <p>Lisa Redfern Director, Children's Services (Acting)</p>
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Lead Officer:	Elaine Redding Assistant Director (Interim) Children and Families
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Ward(s) affected: All	Report for Non Key Decision
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1. Describe the issue under consideration

To update Members on the recommendations made in the Scrutiny Review of Children Missing from Care and Home in April 2012 which were agreed by Cabinet on 10 July 2012.

2. Recommendations

That Overview and Scrutiny Committee note and agree the update found in Appendix 1.

3. Alternative options considered

NA

4. Background information

5.1 The Committee commissioned a review of Children Missing from Care and from Home. The review was set up as a result of a recommendation from the Scrutiny Review of Corporate Parenting and in response to concerns that were raised in respect of missing children. It focused on three specific categories of missing children and young people:

- children missing from the Council's care;
- children missing from the care of other local authorities who have been placed in Haringey; and
- children missing from home.

5.2 The review noted the differences that exist in practices and procedures for dealing with these different categories and which reflect their different circumstances.

Terms of Reference

5.3 The Terms of Reference for the review were as follows:

“To consider how the Council and its partners respond to instances where children or young people run away from home and from the Council's care and, in particular, its policies, procedures, practices and performance”.

5.4 In undertaking the review, the Panel considered:

- Research documentation, national guidance and targets;
- Statistical evidence including relevant performance data and benchmarking;
- Comparison with other areas such as statistical neighbours; and
- Interviews with a range of stakeholders.

5.5 Evidence was received from a range of stakeholders including:

- Haringey Children and Young People's Service;
- First Response Team;
- Police Missing Persons Unit;
- Barnardo's MissU Project; and
- residential care providers and private fostering agencies; and
- foster carers.

5. Comments of the Chief Finance Officer and financial implications NA

6. Head of Legal Services and legal implications

6.1 The Assistant Director Corporate Governance has been consulted on the contents of this report.

6.2 The Department for Education has issued new Statutory Guidance on Children who run away or go missing from home or care (January 2014). The Council must comply with this guidance unless local circumstances indicate exceptional reasons

to depart from it. The guidance sets out the roles and responsibilities of local authorities and Local Safeguarding Children Boards (LSCB) to prevent children from going missing and to protect them when they do.

6.3 The guidance requires local authorities to “name a senior children’s service manager as responsible for monitoring policies and performance relating to children who go missing from home or care. The responsible manager should look beyond this guidance to understand the risks and issues facing children missing from home or care and to review best practice in dealing with the issue”.

6.4 Also, local authorities are expected to agree with local police and other partners a protocol for dealing with children who run away or go missing in their area. The protocol should be agreed and reviewed regularly with all agencies and be scrutinised by the LSCB.

7. Equalities and Community Cohesion Comments

NA

8. Head of Procurement Comments

NA

9. Policy Implication

NA

10. Reasons for Decision

NA

11. Use of Appendices

Appendix 1: Recommendations and Update
Appendix 2: Monthly Statistical Report

12. Local Government (Access to Information) Act 1985

NA

Action Plan for implementing the recommendations of the Scrutiny Review of Corporate Parenting

No	Recommendation	Service Response	Update
1	That the Council continue to monitor and report progress in supporting and protecting young runaways through the use of National Indicator 71 (paragraph 3.11).	<p>The Quality Assurance sub group of the Local Safeguarding Children's Board will review the criterion for the self assessment required for this indicator and set out how it will be reported to the Local Safeguarding Children's Board (LSCB).</p> <p>Lead: Myra O'Farrell Assistant Director (Interim), Quality Assurance and LSCB Management</p>	<p>Each local area had to self-assess on the following issues:</p> <ul style="list-style-type: none"> • local information about running away is gathered; • local needs analyses, based on gathered information, are in place; • local procedures to meet the needs of runaways are agreed; • protocols for responding to urgent/out of hours referrals from police or other agencies are in place; and • local procedures include effective needs assessment protocols, to support effective prevention / intervention work. <p>The new pan-London Guidance Part B consultation ended on 19th March 2014 – section B3 part 4 includes the new Missing from Home and care guidance with the publication of the final 5th edition by Spring 2014.</p> <p>There has been a specific review of National Indicator 71 as described above:</p> <ul style="list-style-type: none"> • numbers of runaways are captured in the LSCB dataset; and • a weekly discussion is held between the Director Children's Services and the Lead Member where the full details and level of risk are discussed. This issue is taken extremely seriously.

			The 2006 Pan-London procedures were due for review by the best practice sub group this year but were deferred due to the delay in new London guidance being published.
2	That, when available, the Council give specific consideration to signing up to the Children's Society's runaways charter (3.13).	When the charter is published it will be presented to the Cabinet Member for Children to consider on behalf of the Council.	<p>Consideration was given to the Charter at the Joint Meeting of Corporate Parenting Advisory Committee and Children's Safeguarding Policy and Practice Committee on 29 October 2012.</p> <p>The consensus among Committee members was that the main priority should be keeping children safe and as statutory guidance and Pan London procedures were being followed in respect of children missing from care they were satisfied that adherence to a separate charter, that would require allocation of additional resources, was not needed.</p>
3	That, in order to enhance monitoring of progress, action in respect of children missing from both home and from care to be included within the LCSB Annual Report (5.5).	<p>The QA sub group will monitor as part of their QA role of the safeguarding dataset and data and commentary will be included in the LSCB annual report.</p> <p>Lead: Angela Bent LSCB Business Manager</p>	<p>The LSCB dataset 2013/14 has a number of missing indicators including:</p> <p>a) Number of children missing/ absconded from care at any point in the month; and</p> <p>b) Numbers of missing children [police] This data is supplied from the police and will include those missing from home as well. Urgent work is required to ensure that both systems are aligned within 2013/4</p> <p>The LSCB annual report 2013/14 will include the data and commentary.</p>
4	That the Council consider, in	In line with the London Safeguarding Board	Since April 2013, police forces have been rolling

<p>consultation with partners, the setting of a finite time limit for unauthorised absences of children and young people (5.15).</p>	<p>Procedures and as set out in the missing from care protocol any unauthorised absence in excess of 24 hours is reported to the Head of Service. For all children and young people where there is a history of going missing or who are likely to have unauthorised absences a risk assessment takes place at the point of placement and a plan developed. This plan is reviewed at the Placement Planning meeting which takes place within 5 days of the placement and at subsequent Looked After Child reviews.</p> <p>Lead: Chris Chalmers Head of Service, Children in Care</p>	<p>out new definitions of ‘missing’ and ‘absent’ in relation to children / young people and adults reported as missing to the police. These are:</p> <ul style="list-style-type: none"> • <i>Missing</i>: Anyone whose whereabouts cannot be established and where the circumstances are out of character or the context suggests the person may be the subject of crime or at risk of harm to themselves or another; and • <i>Absent</i>: A person is not at a place where they are expected or required to be. <p>Looked after children (LAC) who are missing or absent</p> <ol style="list-style-type: none"> 1. <i>Looked after child (LAC) missing from their placement</i>: Where a looked after child is missing from their placement, and his/her whereabouts are not known and/or the child is known or suspected to be at risk or considered to be at risk they should be reported to the police as missing and a record of this should be made. 2. <i>Looked after children (LAC) absent from their placement without authorisation</i>: Where a looked after child is not in their placement as agreed, their whereabouts are known and they are not at risk, carers/local authorities need to record as absent without authorisation from their placement. <p>Most of the young people who are “missing” from placement fall into the second category above, although with some there may be risk factors related to the address they are staying at even where it is known and these are assessed on a</p>
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			case by case basis.
5	That the Children and Young People's Service, the Police and other relevant partners work together to explore how data and statistical information on missing children and young people can be better consolidated electronically and quality improved. (5.20).	<p>The implementation of the Multi Agency Safeguarding Hub provides the opportunity to review how data is gathered and shared. All children missing from home are logged centrally on FWI and a report run weekly. This information is passed to the Barnardo's MissU worker for action.</p> <p>Lead: Marie Bell Head of Service (Interim)</p>	<ul style="list-style-type: none"> • At point of contact (screening) a child missing from home/care will be recorded on Framework-i on the open allocated case for data to be gathered. • Should the case not be open it is logged as a contact/referral and reviewed by a manager. • At the point of the referral moving to a child and family assessment a missing child can again be logged for data collection. • The LSCB's scorecard gives data around missing children reported by the police. • Given the concerns around the links between children running away and the risks of sexual exploitation (CSE) and studies showing that child sexual exploitation is much more prevalent than previously thought, a Haringey Multi Agency Sexual Exploitation Group (MASE) has been developed not only to look at cases but to discuss data, themes, hotspots, identify and map problems and patterns as well as concerns about any individuals to whom children runaway to be with or involvement in drugs, gangs or criminal activity, and trafficking. The service is looking into implementing a specific flag on open cases where missing children at risk of CSE are processed to MASE. <p>Expectations of the screening team:</p> <ul style="list-style-type: none"> • refer to the Department for Education

			<p>statutory guidance June 2013 issued under Section 7 of the Local Authority Social Services Act 1970;</p> <ul style="list-style-type: none"> • understand the difference between missing and absent; • be aware of Runaway and Missing from Home or Care protocols; • be aware of the 'hidden missing' - children who have not been reported missing to the police, but have come to an agency's attention from having accessed other services; • work with the police to risk assess cases of children missing or absent from home and analyse data for patterns that indicate particular concerns and risks; • be clear about risk levels; and • be aware of what support services are available for children and young people before, during or after running away.
6	<p>That risk assessments are updated automatically and as a matter of routine whenever children or young people go missing (5.29).</p>	<p>Protocol requires that Risk assessments must be placed on file at the beginning of each child or young person's placement. This includes relevant information regarding their current contacts, whether or not their social relationships have changed and what new risks might therefore be present.</p> <p>A strategy meeting is arranged as soon as the Young Person is reported missing with the Police Missing Person' Unit and a joint professional assessment undertaken of the</p>	<p>The process for missing children is already clearly set out in the July 2012 Action Plan. In addition a new tool has been launched to assess those at risk of sexual exploitation. This will be used in all situations where this might be a factor.</p>

		<p>risks to the young person with a clear plan, which includes the individual roles and responsibilities of those involved in the recovery of the young person.</p> <p>Lead: Chris Chalmers Head of Service, Children in Care</p>	
7	<p>That C&YPS work with foster carers to develop improved information sharing where there is a high risk of a young person going missing through the use of a suitable pro forma to record the information necessary to assist the Police, including provision of a recent photograph (6.18).</p>	<p>The service has worked with foster carers and the provider forum, which has representatives from the Independent agencies and police missing persons unit, to review the information that is shared when a young person is reported missing. A flowchart for staff guidance has been produced and a proforma to gather information which includes a photo of the child, these are available to staff and foster carers.</p> <p>Lead: Paul McCarthy Head of Service (Acting) Resources and Placements (Children in Care)</p>	<ul style="list-style-type: none"> • Foster carers are required to have a recent good quality photograph of every child for whom they care. Independent Fostering Association foster carers are also required to do this. . • Placement Plans address actions and strategies where there is a known risk of absconding or going missing from placement. • Foster carers are required to maintain up to date details of family members and friends of young people so that they can be contacted in the event of a young person going missing.
8	<p>That action be taken to improve support for foster carers after children or young people in their care have returned after going missing and, as part of this, all incidents be followed up by social workers to provide reassurance for carers that the situation is being monitored and, where appropriate, action being taken.(6.24).</p>	<p>The missing form care and home procedure has been updated to reflect the expectation that social workers contact children/young people and carers when the child/young person returns following an absence with out permission or missing episode. A series of work shops focusing on working with children who are at risk of going missing is being developed and the programme will be delivered during</p>	<ul style="list-style-type: none"> • Training has been provided to foster carers. • Support groups address carers' concerns and support them in taking the correct action when young people go missing or are considered at risk of going missing. • The relevant sections of the Fostering Handbook have been revised and updated. • Regularity of supervising social worker visits has been increased from a minimum of 6

		<p>October and November 2012 to support staff and carers in their understanding of the issues and procedures.</p> <p>Lead: Paul McCarthy Head of Service (Acting) Resources and Placements (Children in Care)</p>	<p>weekly to 4 weekly with effect from 1.4.14</p> <ul style="list-style-type: none"> • An out of hours fostering duty service is now provided by the Fostering Service so that foster carers can obtain out of hours advice and support if a foster child goes missing. • Annual reviews of approval address how well foster carers deal with the challenge of children going missing or absconding.
9	<p>The Panel recommends that work be undertaken with the out of hours service provider to ensure that:</p> <ul style="list-style-type: none"> • all reports of missing children or young people are followed up appropriately and foster carers are kept informed of progress; and • information is appropriately recorded and accessible to operatives so that callers do not need to fully repeat details of incidents that have previously been reported (6.25). 	<p>Where children and Young People have been reported missing by day time services a referral is completed, out of hours services alerted and plan for return placed on the Young Person child's file. When the Young Person is returned all appropriate lead agencies are informed by either the out of hours service or the day time worker.</p> <p>Currently all calls to the Out of Hours Service are initially received by Haringey's call handling centre Vangent. This inevitably results in some duplication of information.</p> <p>Lead: Marie Bell Head of Service (Interim)</p>	<p>Duplication now minimised but further work is still being undertaken with Customer Service Transformation to further enhance these systems.</p>

10	<p>That the Local Authority Designated Officer (LADO) within C&YPS works with schools and, in particular, the faith community to raise the profile of the issue, including training for designated teachers (7.11).</p>	<p>The LSCB and the LADO and staff from CYPS work with the designated teacher network and faith groups to raise awareness of safeguarding issues. The issues relating to missing children and their role in reducing risk for these young people will be highlighted in future events.</p> <p>Lead: Myra O'Farrell Assistant Director (Interim), Quality Assurance and LSCB Management</p>	<ul style="list-style-type: none"> • The Local Authority Designated Officer (LADO) no longer undertakes training with schools as they have their own training.
11	<p>That action is taken to confirm that all children and young people who go missing from care and from home are offered an independent return home interview on the basis outlined in the pan London procedures, with any shortfall identified met through the commissioning by C&YPS of additional capacity from an appropriate third sector organisation and that this be subject to regular monitoring and evaluation to ensure its cost effectiveness.</p>	<p>The London procedures recommend that: <i><u>The child must receive the interview with the independent person within 72 hours of being located or returning from absence</u></i> <i>The independent person could be a social worker other than the child's social worker, if they have one, or a teacher, school nurse, Connexions, Youth or YOT Worker, a voluntary sector practitioner or a police officer whom the child knows and trusts. The independent interview should be with someone the child trusts and who is separate from the police and children's social services interview. The child should be asked who they wish to speak to.</i></p> <p>For looked after children it is the responsibility of children's services to ensure that an independent interview is offered, for children living in the community it the responsibility of the police and</p>	<p>Independent return to care interviews are always offered. There is a clear protocol in place which we have been operating to with regard to children in care since December 2012. This has assisted the service in furthering the objectives in recommendation 13 below. The protocol is as follows:</p> <ol style="list-style-type: none"> 1. A young person is reported to allocated social worker as missing from care – this notification can be from a variety of sources e.g. police notifications (these come from First Response), Emergency Duty Team, foster carers, residential social workers. 2. The young person's allocated social worker notifies their manager and Deputy Head of Service, Children in Care (CiC), and enters the episode on Framework-i (FWi). 3. The young person's allocated social worker completes the return to care interview referral, passes this to the Deputy Head of Service, CiC, and enters on FWi.

		<p>children's services. Police Missing Person's Unit meet with all Young People who have been returned following an episode of being missing. This interview includes a face to face meeting with the missing person and an exploration of the reasons for absence are explored to include potential risk from others. Local procedures will be reviewed with partner agencies and with Youth and Community Partnership to ensure that were appropriate an interview with an independent person is offered to a young person.</p> <p>Lead: Chris Chalmers Head of Service (Children in Care)</p>	<ol style="list-style-type: none"> 4. The Deputy Head of Service forwards the referral to the Youth, Community and Participation (YCP) administrator and the team leaders; a YCP practitioner will be allocated. 5. The practitioner will let the allocated social worker know who to contact when the young person returns. 6. When the young person returns/is returned, the allocated social worker will contact the practitioner to discuss arrangements for the interview (may or may not involve a meeting depending on complexity of the situation). 7. Practitioner will hold an interview with young person within 48 hours of being informed of young person's return`. 8. Record of the return to care interview e-mailed to the Deputy Head of Service, CiC who will enter on FWi. 9. YCP practitioner and allocated social worker have de-brief session. 10. Data collected from the return to care interview to be evaluated by Deputy Head of Service, CiC / allocated social worker/ team manager/ independent reviewing officer, and changes to care planning carried forward and recorded on FWi. YCP practitioner to be kept informed of progress. 11. Outcome of the return to care interview is entered by the Deputy Head of Service, Children in Care on the weekly missing from care return.
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12	That residential care providers be requested to confirm that arrangements are in place for all Haringey children who are placed out-of-borough and go missing to receive an independent interview (8.20).	<p>Where children and Young People are placed out of borough the arrangements reflect to protocol and arrangements of the Local Authority in which they are living. Providers forums are held to ensure compliance with this.</p> <p>Lead: Paul McCarthy Head of Service (Acting) Resources and Placements (Children in Care)</p>	<ul style="list-style-type: none"> • Placement agreements and placement contracts with residential care providers specify this requirement. • Compliance is checked through regular placement monitoring meetings by the Placements Officers.
13	That C&YPS should seek to gain a greater understanding of the 'push' factors behind running away from Council care and seek to develop and deliver a strategy to address them. (8,21)	<p>Tighter monitoring of the effectiveness of placements is contributing to a far more cohesive approach to tackle issues which might cause young people to run away from Council care. Incidences of unauthorised absence are much more likely where a young person is not engaged with their carers and additionally feels a strong sense of connection to their birth family or other significant social contacts.</p> <p>Current joint approaches involve IROs, the placements team, foster or residential carers and the social work team with case responsibility for the young person. The use of an independent interview process on the young person's return to care assists in providing a fuller picture of the motivating factors behind their desire to get away from their placement. There are comprehensive local and national</p>	<ul style="list-style-type: none"> • A combination of tighter placement monitoring and use of return to care interviews has been instrumental in reducing the number of children going missing. • One clear factor in repeated episodes of absconding is often that the young people are keen to return to Haringey to be near to their birth family members. One outcome of the return interviews has been that this issue has been highlighted, leading to some decisions regarding either return home to family (maybe an aunt or grandparent if parents are not appropriate) or a more local foster/residential unit. • There has been a steady decline in numbers of children going missing and weekly reporting to the DCS and Lead Member confirms this.

		procedures which underpin this work. Lead: Chris Chalmers Head of Service (Children in Care)	
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Missing and Stability

Highlighted Pls are in the Corporate plan

	2012/13	Sep-13	Oct-13	Nov-13	Dec-13	Jan-14	Feb-14	YTD	2013/14	Traffic Light
Number of children missing/absconded from care at any point in the month	68	15	12	7	8	3 Missing 2 Absent 1 Abscond	2 Missing 3 Absent 7 Abscond	↓	-	
Stability of placements of looked after children: number of moves	7.6%	8.8%	8.8%	8.1%		7.8%	8.6%	↓	8.6%	Green
Stability of placements of looked after children: length of placement	68%	73%	74%	72%	72%	73%	73%	↔	72.7%	Green
Percentage of children placed 20 miles or more	20.0%	18.4%	19.5%	18.4%	17.2%	16.8%	18.7%	↓	18.7%	Red

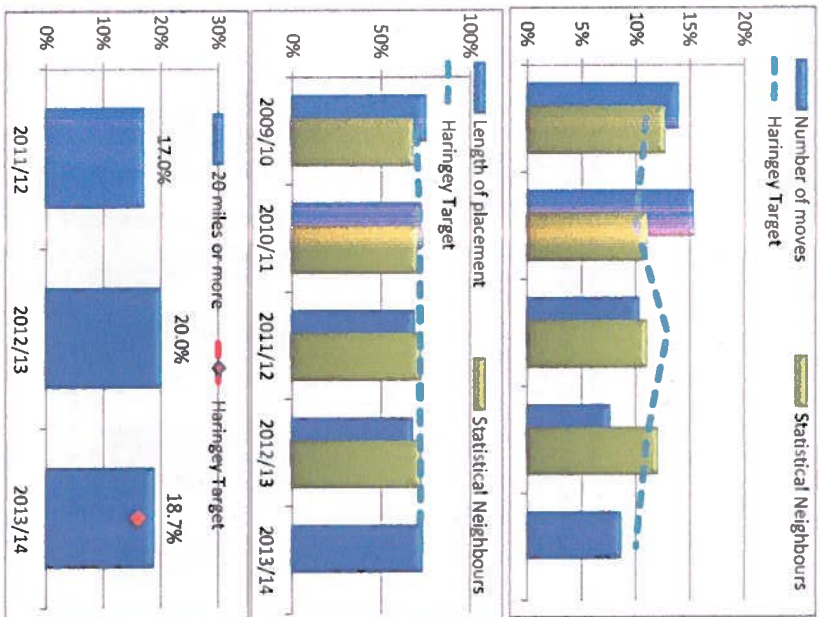
Service Analysis

Why does the data look the way it does?

Numbers of missing from care remain at a reduced level although the actual figure needs inclusion in the data. There has been a slight rise (less than a % point) in 3 moves or more. We are still well within our target % and, in relation to benchmarking across London, in a strong position. Stability of longer term placements remains at the improved figure of 73%, again a very good position for the service. 20 miles or more is of some concern as this has risen more sharply. This correlates with the need for some placement types that are hard to find within the 20 mile radius. The 20 mile distance figure presents a greater challenge: to this end all residential placements are currently being reviewed in order to try to establish placement choice nearer home. The new commissioning arrangements coming into force should have a helpful impact upon this too.

What are you going to do about it?

Appendix 2



When are you going to do it by?

A renewed drive on the 20 mile distance is currently in place. There is a strong theme of prevention here too, with a need to make earlier stage placements fit for purpose so that a young person's needs do not escalate to the extent that they have to be placed far from Haringey. New commissioning arrangements commence from April 1st and these will underpin a smarter approach.

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Haringey Council

Report for:	Overview and Scrutiny Committee – 10 April 2014	Item Number:	
Title:	Two-year-old Early Entitlement – Conclusions and Recommendations of Children and Young People’s Scrutiny Panel Project		
Report Authorised by:	Cllr Martin Newton Chair, Children and Young People’s Scrutiny Panel		
Lead Officer:	Rob Mack, Senior Policy Officer (Scrutiny)		
Ward(s) affected:	Report for Key/Non Key Decisions:		

1. Describe the issue under consideration

1.1. The Panel has been undertaking an in-depth piece of work on the two-year-old early entitlement. This report outlines the conclusions and recommendations from this piece of work.

2. Cabinet Member introduction

N/A

3. Recommendations

That the following recommendations, as approved by the Children and Young People’s Scrutiny Pane at its meeting on 27 February and outlined in Section 6 of the report, be approved:

- (i) That further intensive work be undertaken with childcare providers to develop the two-year-old early entitlement scheme, particularly where they have expressed an interest in expanding, with a proactive approach adopted.
- (ii) That action be taken to enhance the status of childminders so that they are encouraged to provide places as part of the entitlement and parents are more likely to consider using them. This could be done through, for instance, improved training arrangements and the development of links with Children’s Centres. In addition,



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consideration could be given to forming them into groups/cooperatives. Childminding could also be promoted in Haringey People.

- (iii) That further consideration be given by C&YPS to the transition process for provision for three-year-olds, with a view to identifying how available funding streams can be most effectively exploited.
- (iv) That work is undertaken to identify potential sites through liaison with Ward Councillors and that consideration is given to a wider call for suggested sites which could be promoted through residents associations, the Council's website and Haringey People.
- (v) That childcare provision be prioritised when considering the future use of empty Council premises and properties.
- (vi) That communication with parents and carers be improved, including:
 - More user-friendly and attractive letters, with a named contact; and
 - A Freephone contact number that is also free from mobile phones.
- (vii) That work be undertaken with NHS commissioners to facilitate the involvement of Health Visitors in promoting the two-year-old early entitlement by providing information to parents during their visits. This should be built into protocols as the local authority will be taking over responsibility for commissioning the Health Visiting Service from 2015 and there is an aspiration for a return to a Universal Offer.
- (viii) That work to promote the entitlement be extended to other professionals in contact with expectant mothers and mothers with very young children, who should be encouraged to disseminate information on the two-year-old entitlement.
- (ix) That work is undertaken to look at setting up 'Playground Champions' within infant and primary schools as a means of promoting the scheme.
- (x) That the model used by the School Admissions service should be the template for arrangements to allocate places and fill vacancies for the two-year-old early entitlement.
- (xi) That mapping should be published which shows levels of take up, available places and children awaiting placement in each ward. A system of tracking outcomes should also be developed. This could include case studies.

4. Other options considered

N/A

5. Report

Introduction

5.1 The Panel has been undertaking an in-depth piece of work on the two-year-old early



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entitlement and its implementation within Haringey. From September 2013, all local authorities in England have had a statutory duty to secure free part time early education for the 20% most disadvantaged 2 year olds. This will be extended to the 40% most disadvantaged in September 2014. Children whose parents meet the eligibility criteria will become eligible for a place from the start of the term after they turn two years old until the start of the term after they turn three.

5.2 The overall aim of the scheme is to improve outcomes for two-year-olds who have been identified as potentially benefitting from access to high quality early years and childcare provision. The entitlement is for 570 hours per year, which equates to 15 hours per week for term time only. The national eligibility criterion are as follows:

- Children looked after by Local Authorities;
- Children meeting the criteria for entitlement to Free School Meals (FSM), where the child's parents are in receipt of any one or more of the following support payments;
 - Income support (IS);
 - Income-based jobseeker's allowance (IBJSA);
 - Income-related employment and support allowance;
 - Support under Part 6 of the Immigration and Asylum Act 1999;
 - The guarantee element of State Pension Credit;
 - Child Tax Credit but not to Working Tax Credit and have an annual income not exceeding £16,190 (as of 6 April 2012), as assessed by Her Majesty's Revenue and Customs;
 - Entitled to Working Tax Credit four week run-on; and
 - Universal Credit.

5.3 The additional eligibility criterion for Phase Two will be as follows:

- Children in families receiving Working Tax Credits or Universal Credits and with annual gross earnings of no more than £16,190 a year;
- Children receiving a current statement of SEN or an education, health and care plan;
- Children attracting Disability Living Allowance; and
- Children leaving care through special guardianship or through an adoption or residence order.

5.4 Local authorities have the discretion to agree their own local criteria, which will allow vulnerable and disadvantaged children whose parents do not meet the eligibility criteria to access a place.

5.5 The Department for Education (DfE) estimated that in Haringey, 882 two-year-olds would become eligible for a place from September 2013 and that would increase to approximately 1790 children from September 2014. The DfE is supplying local authorities with a termly list of parents who have a child they believe may be eligible for a place. This is based on benefits data held by the Department of Work and Pensions.

5.6 Nationally, 130,000 children qualified for the two-year-old offer in September 2013,



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with an estimated 26,761 (20.5%) of these in London. The high levels of poverty in some London boroughs mean that very high percentages of children within them can qualify for the entitlement. This figure is as high as 80% in some boroughs. From September 2014, 285,000 children in total will qualify for the scheme, with an estimated 50,373 (17.6%) children in London.

- 5.7 London boroughs have been allocated £86 million for the offer. This works out as an average hourly rate of £5.71 (£5.28 in Haringey), assuming all the money is transferred over to providers. However, this is below the rate that was provided for the pilot projects, which had been £6.00 per hour. No specific funding has been provided to cover the local authority costs of administering the new duty. The revenue funding allocation forms part of the ring-fenced Dedicated Schools Grant (DSG) in 2013-14. The DfE has also provided capital funding allocations. Guidance on expectations of how funding should be allocated to providers was issued by the DfE in November 2012, which included a requirement on local authorities to fund places through an Early Years Single Funding Formula (EYSFF).
- 5.8 As part of the 2013/14 budget process, the Council's Cabinet endorsed the Haringey Schools Forum recommendation to ring-fence funding for the two-year-old entitlement. The revenue funding comprised of:
- £2.656 million revenue funding for statutory place provision; and
 - £1.043 million trajectory funding to support the expansion of the programme.
- 5.9 Trajectory funding has been provided to develop the infrastructure required to support both phases of the programme and can be used for a range of purposes, including to:
- Develop systems for the allocation of places and payments to providers;
 - Further develop systems for tracking the progress of children;
 - Improve the quality of provision so that more providers are good or outstanding;
 - Stimulate the local market and encourage new providers to set up;
 - Support the sustainability of new providers to deliver good quality places by initially funding on planned places rather than actual participation. From April 2015, Councils will only be able to fund settings based on actual participation; and
 - Promote and advertise the programme and deliver outreach to families.
- 5.10 The DfE provided capital funding for Haringey of £736,659 to support the expansion of the programme. The Cabinet noted the comments of the Chief Financial Officer that this was an extremely modest amount taking into account the work that was required. The criteria for allocating this funding are:
- Need for places in the area;
 - Number of new places that the setting will offer; and
 - Value for money e.g. number of places delivered compared to cost of adaptations.
- 5.11 Funding is currently provided on a full participation model but from 2015 this will change to a funding model based on actual participation levels.
- 5.12 Haringey's Schools Forum appointed an Early Years Working Group, comprising of forum members, Headteachers and Governors, to work with officers to develop the formula. The formula was required to use a base hourly rate and could also include a



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quality supplement. The Council currently receives funding based on a notional rate of £5.28 an hour.

- 5.13 The Early Years Working Group consulted with potential providers for their views. In particular, it looked at what places might be available and what providers considered to be a reasonable rate. The results of the consultation were inconclusive due to the low response rate but feedback from the majority of those who did respond suggested that very few providers felt able to deliver places for less than the funded rate of £5.28. Most respondents indicated that a rate of £6.00 per hour would be most appropriate but it was not considered possible to fund all potential eligible places at this rate within current levels of funding.
- 5.14 The Cabinet meeting of 9 July 2013 agreed that the Council would adopt a formula model underpinned by the following approach:
- A flat rate for all types of providers;
 - A modest top slice of 2% on the rate to meet the cost of administering the programme; and
 - Maintaining existing levels of provision by continuing to fund an existing, fixed number of places at the current provider rate (£5.74) to the end of March 2013.
- 5.15 The flat rate that was agreed for all providers was £5.18 per hour and reflected a 2% top slice on the funded rate of £5.28. It was acknowledged that this was a challenging rate for maintained childcare provision and some private providers. It was therefore also agreed that further work would be done to support some providers to develop sustainable models for the delivery of places at this funding rate. It was noted by Cabinet that there was a risk that there may be a statutory requirement for a flat rate from September 2014.
- 5.16 In December 2013, the DfE announced the two-year-old funding allocations for each local authority for 2014-15. The basis on which the funding allocation has been calculated for Haringey is split between 891 children for the first term of the 2014-15 financial year and 1790 for the remaining two terms. Funding allocations have been based on estimates for children meeting the economic criteria only (i.e. children from families meeting the benefits-related criteria also used for free school meals or children whose parents are in receipt of working tax credits and earning under £16,190)
- 5.17 Numbers used to calculate funding allocations do not include children eligible under non-economic criteria (i.e. looked after children, children with special educational needs, children from asylum seekers, adopted children) and the DfE's expectation is that funding for those children meeting the non-financial eligibility criteria is provided through the allocation of trajectory funding.

Panel Project

- 5.18 The Panel's project began in September and has looked in detail at plans by the Council to implement the early entitlement offer and, in particular, ensuring that there are sufficient high quality places available for two-year-olds in all areas of the borough where they are needed and that take up levels meet targets. In addition, it also looked at the transition process for places for three-year-olds. The objective of the project was



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to make recommendations for endorsement by the Overview and Scrutiny Committee and submission to the Cabinet on potential measures that could be taken by the Council and its partners to improve support for the most disadvantaged children and maximise the benefits and outcomes of the new entitlement.

5.19 The terms of reference were as follows:

“To consider and make recommendations to the Overview and Scrutiny Committee on local arrangements to implement the early entitlement offer for two-year-olds and, in particular, measures to ensure that;

- Sufficient high quality places are available for two-year-olds in all areas of the borough where they are needed;
- Take up levels meet targets;
- There is a smooth transition to provision for three-year-olds.”

5.20 The work of the Panel was informed by evidence from a number of sources:

- The Children and Young Peoples Service (C&YPS) provided briefings to the Panel on progress with implementation locally;
- London Councils made a presentation to the Panel and answered questions on the specific research that they have commissioned on the issue and the implementation of the entitlement across London;
- Local providers from across the borough, including maintained and independent ones, on the challenges that they face; and
- The Chair of the Early Years Working Group of the Schools Forum on the work undertaken by them on the issues and the conclusions that they reached.

6. Conclusions and Recommendations

6.1. For the two-year-old entitlement to be effectively implemented, it is dependent on the following:

- Enough places of the required quality being available for children eligible for a place; and
- Parents and carers taking up the places to which they are entitled to in sufficient numbers.

6.2. 666 places have been established in Haringey to date for eligible two-year-olds. The number of children taking up their entitlement in Haringey has increased from 266 at the end of the pilot to 423 of the 882 who are eligible by December 2013.

6.3. The number of children that will be eligible for a place in the next academic year (2014-15) will be 1790. Whilst the aspiration is that all eligible children will take up their two-year-old programme place, the DfE has anticipated that 80% of all eligible children will actually take up a place. If this was the case, a minimum of 1432 places would be required.



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Challenges

- 6.4. In ensuring that sufficient places are available and take-up levels meet the anticipated level, there are some specific challenges that all London boroughs are facing to some extent. A number of these are particularly relevant to Haringey.
- 6.5. There are currently insufficient providers within the capital that meet the necessary quality threshold. The Panel notes the view of London Councils that funding from government is not sufficiently high enough to offer a competitive hourly rate to attract many providers to expand or set up new provision to provide additional places for two year-olds. Their research has found that a rate closer to £8 is required. There are additional costs associated with looking after two-year-olds. It is not possible, for instance, to use the same toys as for three-year-olds. There are also additional costs associated with children with additional needs, such as family support, disability, attending conferences, reviews.
- 6.6. A proposal to increase the current place funding rate from £5.18 per hour to £6.00 per hour was approved by the Council's Cabinet on the 11th February 2014. This was strongly supported by the Overview and Scrutiny Committee and will bring the funding rate in line with the minimum rate being paid by many neighbouring local authorities and encourage more childcare providers to participate in the scheme. This has been made possible due to underspends arising from low participation in the Dedicated Schools Grant (DSG). Although this will be sufficient to fund the increase for the next two years, after this time additional resources will need to be identified.
- 6.7. The Panel noted that families from minority ethnic communities are less likely to take up early entitlement places and that parents/carers from such communities were also generally less likely to place their children in early years settings. London has a higher percentage of families from ethnic minorities than other regions and boroughs are therefore likely to have greater challenge in ensuring that places are taken up. In addition, residential mobility in London is the highest of any English region. Amongst other things, this can result in extra costs to local authorities and early years' providers, including additional costs of enrolment outside normal cycles.
- 6.8. The anticipated take-up rate of 80% has also proven to be a very challenging target for London boroughs so far. The Panel noted that anecdotally, according to London Councils, take-up of the entitlement across London was likely to be below the government target of 80% and that average take up rate was likely to be approximately 50%, although some authorities may achieve higher.

Provision of Places

- 6.9. Officers from C&YPS estimate that significant numbers of additional places will be required in some wards to provide enough places from September 2014. The largest numbers of places required are in the following wards:
- Bruce Grove
 - Northumberland Park
 - Seven Sisters
 - Tottenham Hale



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- White Hart Lane
- West Green
- Tottenham Green.

- 6.10. Work is being carried out by the Children and Young Peoples Services (C&YPS) to develop provision for the scheme across the early years sector and maximise the capacity of current providers to expand. This will take into account the need to ensure effective transition for two-year-old children once they reach the term after their third birthday and become eligible for a universal three and four-year-old free entitlement place.
- 6.11. The Panel received evidence from providers who were restricted in their capacity to offer places due to lack of physical capacity and were keen to expand. As previously mentioned there is some limited capital funding available to assist with this.
- *1. The Panel recommends that further intensive work be undertaken with childcare providers to develop the two-year-old early entitlement scheme, particularly where they have expressed an interest in expanding, with a proactive approach adopted.*
- 6.12. The Panel noted that there are currently only 13 childminders offering 43 places within the borough in total as part of the scheme. In addition, there are comparatively fewer childminders than elsewhere and, in addition, some parents and carers can be reticent to use them. Work is being undertaken by C&YPS to encourage more good and outstanding childminders within the borough to participate in the programme. Childminders are also being provided access to training and business support.
- *2. The Panel recommends that action be taken to enhance the status of childminders so that they are encouraged to provide places as part of the entitlement and parents are more likely to consider using them. This could be done through, for instance, improved training arrangements and the development of links with Children's Centres. In addition, consideration could be given to forming them into groups/cooperatives. Childminding could also be promoted in Haringey People.*
- 6.13. The Panel noted the suggestion from London Councils that moving three-year-olds from Private, Voluntary and Independent (PVI) providers to schools, thus freeing up space for two-year-olds, could assist in maximising available spaces. In addition, effective liaison with Primary schools is important in order to encourage children to move onto nursery classes therefore liberating places for two-year-olds in PVIs. However, evidence from a local provider suggested that such moves could have the potential to impact adversely on providers as three and four-year-olds are more lucrative sources of income for them than the two-year-old entitlement.
- *3. The Panel recommends that further consideration be given by C&YPS to the transition process to provision for three-year-olds, with a view to identifying how available funding streams can be most effectively exploited.*
- 6.14. Plans to develop further the childcare market in the borough are also being implemented by C&YPS and include the commissioning of additional places from new



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providers and the establishment of cross-borough protocols. Planned market expansion and engagement activity includes targeted work with schools and childminders to support the development of good quality places, particularly in areas where we anticipate the highest demand for places.

6.15. In order to assist in developing additional provision to meet the number of places required, the Panel would emphasise the need for services to liaise closely with people who have local knowledge in order to assist in identifying potential sites for provision. For example, Panel Members have suggested a number of potential premises for provision through their knowledge of their local area. Ward Councillors are particularly well placed to assist. In addition, a wider call for suggestions for sites might assist in identifying sites with potential. Childcare provision could also be prioritised when considering the future use of empty Council premises and properties.

- *The Panel recommends;*
 - *4. That work is undertaken to identify potential sites through liaison with Ward Councillors and that consideration is given to a wider call for suggested sites which could be promoted through residents associations, the Council's website and Haringey People.*
 - *5. That childcare provision be prioritised when considering the future use of empty Council premises and properties.*

Take Up

6.16. Haringey's current level is approximately 48%, which is very close to the average. However, the Panel is of the view that the borough should aspire to be better than the average for London, particularly in the light of the challenges that it faces and the work that is being undertaken as part of the Haringey 54000 scheme. In addition, revenue funding will be dependent on participation levels in future years and therefore any underachievement will have an impact on resources for the scheme.

6.17. Termly lists of potentially eligible families are provided by the DfE. The eligibility checking system that the Council currently uses to check these lists will be enhanced from April 2014 to enable checking of families who may meet the Working Family Tax Credit criteria. This will support plans for the early introduction of this eligibility criteria which it is anticipated will increase access to, and the take-up of, the scheme.

6.18. The Panel concurs with the view of C&YPS that active engagement with parents and carers to encourage more children to benefit from the free entitlement is required. Promotion of the two-year-old offer will be a top priority for the borough in the coming months, with the launch of a marketing and awareness-raising campaign, including parent road shows and established information points at key locations in the community. Action is also being taken, together with partners, to improve communication. As part of this, a marketing day is being held.

6.19. The Panel is of the view that communication with parents and carers needs to be reviewed to ensure that its effectiveness is maximised in order to encourage further



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those entitled to free places to take them up. The Panel feel that personalised letters to parents and carers could help promote higher levels of response. It suggests that a Freephone number would assist residents who needed advice and information and that this should also be free for people using mobile phones.

- *6. The Panel recommends that communication with parents and carers be improved, including:*
 - *More user-friendly and attractive letters, with a named contact; and*
 - *A Freephone contact number that is also free from mobile phones.*

6.20. The Panel believes that all professionals in contact with expectant mothers and mothers with very young children should be encouraged to disseminate information on the two-year-old entitlement as a means of promoting the scheme. Health visitors could play a particularly important role and this should be built into protocols, particularly as the local authority will be taking over responsibility for commissioning the Health Visiting Service from 2015 and there is an aspiration for a return to a Universal Offer. In addition, “playground champions” could also be identified to promote the scheme to parents and carers who might be entitled.

- *The Panel recommends:*
 - *7. That work be undertaken with NHS commissioners to facilitate the involvement of Health Visitors in promoting the two-year-old early entitlement by providing information to parents during their visits. This should be built into protocols as the local authority will be taking over responsibility for commissioning the Health Visiting Service from 2015 and there is an aspiration for a return to a Universal Offer;*
 - *8. That work to promote the entitlement be extended to other professionals in contact with expectant mothers and mothers with very young children, who should be encouraged to disseminate information on the two-year-old entitlement.*
 - *9. That work is undertaken to look at setting up 'Playground Champions' within infant and primary schools as a means of promoting the scheme.*

6.21. The implementation of the scheme initially relied on self-referral for the allocation of places, with parent/carers receiving letters informing them of their entitlement which they could then take to providers who were offering places. The Panel received evidence from providers that there had been a lack of awareness of where there were vacancies. In addition, whilst some providers were oversubscribed, others in the same area had vacancies.

6.22. The Panel is of the view that self-referral has not proven to be effective in allocating places and that it is important that the process is managed. It notes that C&YPS has been addressing this issue. The Panel feels that much could be learnt from the very effective and efficient way that school admissions are administered and suggests that this could be the template for good practice.

- *The Panel recommends:*



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- 10. *That the model used by the School Admissions service should be the template for arrangements to allocate places and fill vacancies for the two-year-old early entitlement; and*
- 11. *Mapping should be published which shows levels of take up, available places and children awaiting placement in each ward. A system of tracking outcomes should also be developed. This could include case studies.*

6.23. London Councils research has identified the need for a flexible approach to deliver long term improved outcomes for the most disadvantaged two-year-olds that also included working with the family. They are of the view that the government should relax the requirement to only provide 15 hours of funded childcare for the most disadvantaged children and allow flexibility for an alternative model whereby local authorities would instead be allowed to make two offers to parents, based on 15 hours funded childcare:

- 10 hours of early education, plus additional home learning and parenting, developing the model trialled by the Royal Borough of Greenwich and in more local authorities in the 2009 offer. Evidence had so far suggested it was the model that delivered the best long term outcomes; and
- 15 hours of early education.

6.24. To date, the DfE had rejected any calls for greater flexibility in the programme. The Panel endorses London Councils proposal that flexibility should be built into the scheme so that the hours can be used in innovative ways that maximise outcomes.

7. Comments of the Chief Finance Officer and financial implications

Funding for the free early education offer for two-year-olds is provided through the Dedicated Schools Grant. As explained in the body of the report, this funding has been ring-fenced within the Early Years Block. Through modelling take-up from September 2013, it became clear that significant underspends would occur in 2013-14 and 2014-15 as a result of low take-up. In order to support increasing the supply of places, Cabinet has now approved an hourly rate of £6 per hour. This exceeds the £5.28 per hour funding provided with the result that a funding gap is projected by 2016-17. Schools Forum has committed to continuing to fund a rate of £6 per hour through a combination of increasing 3 and 4 year old participation and reductions in other Early Years Block budgets.

Whilst the recommendation to focus limited capital funding on increasing places through expansion is supported, members should note that it is increased participation that will ultimately maximise future funding and outcomes for vulnerable children.

Although the specific cost of the recommendations are unclear, it is anticipated that they would be met through two-year-old participation and trajectory funding.

8. Head of Legal Services and Legal Implications



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From 1st September 2013 as a result of section 7 of the Childcare Act 2006 and the Local Authority (Duty to Secure Early Years Provision Free of Charge) Regulations 2012, the Council has had the duty to secure for all eligible two-year-olds in its area free early education for 570 hours a year over no fewer than 38 weeks of the year. Children are eligible for such education if they are looked after by a local authority or if they come within the criteria used to determine eligibility for free school meals. One of the aims of the recommendations in this report is to ensure that the Council complies with this duty by putting forward measures to ensure that sufficient high quality places are available for two-year-olds in all areas of the borough where they are needed.

9. Equalities and Community Cohesion Comments

- 9.1. The report concerns the implementation of the two-year-old early free entitlement, which aims to improve outcomes for identified two-year-olds who would benefit from access to high quality early years and childcare provision. The scheme is particularly targeted at the most disadvantaged children from within the community. The recommendations within the report seek to enhance the effectiveness of the scheme and maximise its effectiveness in addressing disadvantage.

10. Head of Procurement Comments

10.1. N/A

11. Use of Appendices

N/A

12. Local Government (Access to Information) Act 1985



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Report for:	Overview and Scrutiny Committee – 10 April 2014	Item Number:	
Title:	Community Safety and Mental Health – Conclusions and Recommendations of Communities Scrutiny Panel Project		
Report Authorised by:	Cllr David Winskill Chair, Communities Scrutiny Panel		
Lead Officer:	Rob Mack, Senior Policy Officer (Scrutiny)		
Ward(s) affected:	All	Report for Key/Non Key Decisions:	

1. Describe the issue under consideration

1.1. The Panel has been undertaking an in-depth piece of work on the issue of community safety and mental health. This report outlines the conclusions and recommendations from this piece of work.

2. Cabinet Member introduction

N/A

3. Recommendations

That the following recommendations be approved:

(i). That ongoing links between the Mental Health Sub-Group of the Health and Well Being Board and the Community Safety Partnership be strengthened through the appointment of a representative from the Police or other agency with a key role in the criminal justice system onto the Mental Health Sub-Group (*Health and Well Being Board (HWB)*).

(ii). That the Police and community safety partners develop a system for monitoring the number of incidents locally that have a mental health aspect to them, including assessment of base levels, and that this is fed into JSNA process. (*Community Safety*



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Partnership (CSP)

(iii). That the joint protocol between Barnet, Enfield and Haringey for addressing the issue of mentally disordered people who are found in public places and the use of Section 136 be refreshed in the light of changes to the NHS and, in particular;

- Links to CCGs be developed; and
- Meetings of the Inter Agency Monitoring Group be rotated between the three boroughs and service users and carers re-invited to attend future meetings. *(BEH MHT)*

(iv). That joint work be undertaken by the Inter Agency Monitoring Group to improve the quality of statistical information that it receives on Section 136 detentions. *(BEH MHT)*

(v). That proposals be drawn up by the Community Safety Partnership, in liaison with mental health commissioners, to develop a pilot project for Haringey whereby a small percentage of the total spend on the criminal justice system is top sliced to provide resources to support prevention and early intervention work with people identified as having mental health issues and either already within the criminal justice system or likely to enter it. *(CSP)*

(vi). That urgent and long term action be taken by Community Safety partners to address the issue of the financial exploitation of vulnerable people and drug dealing in accommodation provided specifically for them. *(CSP)*

(vii). That the Cabinet Member of Communities be requested to write to the appropriate Home Office Minister raising the issue of the impact of the reduction in the number of prison officers on access to treatment for mental health issues by prisoners. *(Cabinet Member for Communities)*

(viii). That the Police and community safety partners invite mental health carers and user groups to work with them to develop a suitable means of providing regular feedback on their performance in respect of mental health issues. *(CSP)*

(ix). That the Police and other community safety partners in Haringey work with mental health agencies, particularly Barnet, Enfield and Haringey Mental Health Trust, to ensure that mental health issues are covered effectively in relevant training programmes. *(CSP)*

(x). That the effectiveness of the Mental Health First Aid programme be evaluated fully and consideration given to commissioning a further programme of such training in due course if proven to be effective. *(Director of Public Health)*

(xi). That a seminar be arranged for relevant stakeholders and partners;

- To consider recently published national and London wide reports and hear how they will be implemented;
- To identify Haringey specific priorities; and
- To assist partner agencies by informing them on how the various recommendations could be implemented in the borough. *(CSP)*



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4. Other options considered

N/A

5. Report

Introduction

5.1 The Communities Scrutiny Panel has been undertaking a piece of in-depth work on the issue of mental health and community safety. The suggestion for this came from the Police Service, who had been concerned for some time about the complexity of the challenges that individuals suffering from mental health issues may face, which usually involve more than one agency. The view was that work by the Panel on this issue could lead to a wider acknowledgement of the issues and provide opportunities to identify solutions through partnership working.

5.2 The aims of the Panel's project have been twofold:

- (i). To raise the profile of the impact of mental health on community safety and cohesion; and
- (ii). To make recommendations on how the Council and its partners might enhance joint working in this area.

5.3 The Terms of Reference were as follows:

“To consider and make recommendations to the Overview and Scrutiny Committee on how Haringey Community Safety Partnership address the issue of people with mental health issues who come to the attention of law enforcement agencies, with particular reference to:

- Service provision available and any gaps;
- Sharing and management of information; and
- Joint working.”

5.4 The work of the Panel was informed by evidence from a number of sources:

- The Police Service;
- Adults and Housing;
- Barnet, Enfield and Haringey Mental Health Trust;
- Public Health;
- Mental Health GP lead Haringey CCG;
- The Probation Service;
- Service users; and
- MIND in Haringey;

5.5 The role of overview and scrutiny in respect of crime and community safety issues is to scrutinise the work of the Crime Reduction Partnership i.e. partnership activities. However, the issue of mental health overlaps considerably with areas covered by the Health and Well-Being Board (HWB).



Impact of Mental Health on Community Safety

- 5.6 On a national basis, the significant impact that mental health can have on policing and community safety can have has been outlined by the Association of Chief Police Officers (ACPO);
- 15% of all Police incidents have an identified mental health aspect (Centre for Mental Health). This equates to approximately 10.5 million calls a year;
 - 35% of deaths in custody involve detainees with mental ill health (IPCC);
 - 40% of fatal Police shootings involve people with mental ill health (IPCC)
 - 10% of the prison population has a “serious mental health problem”, equating to 8,800 people
- 5.7 In addition, the Psychiatric Morbidity of Offenders Study (1998) found that 70% of prisoners had a mental disorder. The HMIC Inspection of Metropolitan Police Service (MPS) custody suites in 2011-12 reported that an average of 25% of individuals taken into police custody were on the record as having a mental health problem or were suicidal/self harming.
- 5.8 The recent report of the Independent Commission on Mental Health and Policing, chaired by Lord Victor Adebawale, also outlined the scale in which mental health impacts on policing within London. A survey of Metropolitan Police Service (MPS) officers indicated ‘daily or regular’ encounters with victims (39%), witnesses (23%) and suspects (48%) with mental health conditions. 67% reported encountering unusual behaviour, attributed to drugs and/or alcohol. The report commented that there is nevertheless little understanding of how often the Police respond to incidents linked to mental health. This was attributed largely to the fact that data is not available.
- 5.9 A review of mental health related calls in London undertaken for the Commission identified mental health was an increasing demand on the MPS;
- Of a total number of 3,958,903 calls to the MPS between September 2011 and August 2012, 1.5 per cent (60,306) were flagged on the Crime Related Incident System as being linked to mental health.
 - In 2012 there were 61,258 mental health related calls. This was 21,741 more than robbery and 47,203 more than sexual offences.
 - The MPS review also stated that it was estimated that between 15% and 25% of incidents were linked to mental health. Using this estimate the daily contact rises to a minimum of 1,626 calls per day - the equivalent of around 600,000 calls per year.
 - Estimates from MPS officers who specialise in mental health are that mental health issues account for at least 20% of police time.



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5.10 There is some limited data available that shows the scale of the issue within Haringey. According to the Community Safety Strategic Assessment 2012/13, the annual audit of crime and disorder in Haringey, almost a third of offenders have been identified as having mental ill health. Mental ill health was particularly prevalent amongst violent and acquisitive offenders. Over two thirds of domestic violence offenders were identified as having a mental health issue. There is also a particularly high level of severe mental illness, with high levels of psychotic disorders (including schizophrenia and bipolar disorder), concentrated in the east of the borough and people with such conditions will have a greater likelihood of coming into contact, in one capacity or other, with community safety agencies.

The Bradley Report

Synopsis

5.11 In recent years, there have been several initiatives of note to address the impact that mental health has on policing and community safety. In December 2007, Lord Bradley was asked by the government to look into diverting people with mental health problems and learning disabilities away from the criminal justice system. The review considered evidence from criminal justice and health practitioners as well as vulnerable people who had been through the criminal justice system and published its report on 30 April 2009.

Main findings

5.12 The report's main findings included:

- There was a need identified for interventions to help vulnerable children and adults as early as possible within the criminal justice system and ways of preventing them from being involved in crime in the first place;
- It called for all police custody suites to have access to liaison and diversion services, including screening for vulnerable people and assessing their needs, providing information to Police to enable diversion and signposting to local health and social care services;
- Adequate community alternatives to prison for vulnerable offenders should be provided where appropriate;
- Better mental health screening and assessment needed to be provided on arrival at prison;
- There was a need for greater continuity of care as people enter and leave prison to re-enter the community; and
- Help needed to be given to petty offenders with mental health problems or learning disabilities to ensure they are helped to stay out of trouble.

Response



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5.13 The government responded by stating its commitment is to improve mental health support for people in contact with the criminal justice system. In particular, it pledged to develop care pathways that enhanced health and social care provision and contributed to the delivery of justice, especially focussing on assessment and intervention at as early a stage as possible. The development of effective liaison and diversion services were central to the delivery plan.

Independent Commission on Mental Health and Policing

Synopsis

5.14 The Independent Commission on Mental Health and Policing was set up in September 2012 at the request of the Metropolitan Police Commissioner. It was chaired by Lord Victor Adebawale and published its final report in May 2013. Its brief was to review the work of the Metropolitan Police Service (MPS) with regard to people who have died or been seriously injured following police contact or in police custody. The Commission's recommendations nevertheless addressed mental health issues in a wide ranging manner.

Findings

5.15 Key findings of the review covering the following issues:

1. Failure of the Central Communications Command to deal effectively with calls in relation to mental health;
2. The lack of mental health awareness amongst staff and officers;
3. Frontline police lack of training and policy guidance in suicide prevention;
4. Failure of procedures to provide adequate care to vulnerable people in custody;
5. Problems of interagency working;
6. The disproportionate use of force and restraint;
7. Discriminatory attitudes and behaviour;
8. Failures in operational learning;
9. A disconnect between policy and practice;
10. The internal MPS culture;
11. Poor record keeping; and
12. Failure to communicate with families.

Response

5.16 The recommendations have been accepted by the Metropolitan Police Commissioner and an action plan is in the process of being put together. The Police and Crime Committee of the London Assembly met on 21 November 2013 to discuss progress with the implementation of the recommendations and other relevant matters. The following progress was reported:

- Every single MPS policy relating to mental health has now been reviewed, including human resources policies;



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- Vulnerability assessment framework training is being developed. This will address how frontline Police services deal with people who are vulnerable, including those with mental health issues. Training will begin shortly and will cover every single member of the service;
- Engagement has taken place between the Metropolitan Police Service (MPS) and the London Ambulance Service (LAS) on responding to mental health crises. It has been agreed that should a mental ill-health crisis plus restraint occur, it will be treated as a medical health emergency and subject to an LAS eight-minute response;
- There will be a named lead Police officer within each borough at superintendent level who has responsibility for the protecting vulnerable people portfolio delivery, which will include mental health;
- The Merlin system is now used to track vulnerable adults, including people with mental health issues coming to the attention of the Police. This has enabled the Police to develop a greater awareness of the numbers involved and to bring individuals to the attention of health partners who can then consider interventions and support;
- The Pan-London Mental Health and Policy Partnership Board was set up nearly two years ago. It arose originally from work conducted by NHS London around joint concerns of the Police and NHS on the application of the Mental Health Act, particularly Section 136¹. It originally comprised of representatives from the MPS and mental health and adult social services. Since the publication of the Commission's report, it now includes NHS commissioners, such as NHS England, and the MOPAC. It is currently co-ordinating work with the Mayor's Office and NHS England around mental health triage pilots as well as working with the Police and health services to develop a scheme where nurses go out with the Police to try and prevent mental health crises requiring the use of Section 136 occurring;
- NHS England already commissions 25 diversion and liaison schemes in 19 boroughs which aim to keep mentally ill people out of Police custody. Such schemes are shortly to be extended to all London boroughs.

Use of Police Cells/Section 136

¹ **Section 136 of the Mental Health Act:** If a Police officer finds in a place to which the public have access a person who appears to them to be suffering from mental health disorder and to be in immediate need of care or control, the officer may remove that person to a place of safety if they think it necessary to do so in the interests of that person or for the protection of other persons.

This legislation allows for the person to be held in a place of safety for up to 72 hours to enable further assessment by a Registered Medical Practitioner and an Approved Mental Health Professional. This informs whether or not further mental health intervention is required and, if so, whether such intervention should be provided under the ambit of the Mental Health Act.



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Synopsis

5.17 A report was published June 2013 on the use of police cells as a place of safety under Section 136 in the light of joint inspections by Her Majesty's Inspectorate of Constabulary (HMIC), Her Majesty's Inspectorate of Prisons, the Care Quality Commission and Healthcare Inspectorate Wales. The inspection report was based on the results of fieldwork undertaken in 7 Police force areas and two Metropolitan Police boroughs (Bromley and Lewisham).

Findings

5.18 The report found that Police cells were still being used as a primary or secondary place of safety in many areas. This varied between 6% and 76% of those people detained under Section 136 in the areas inspected for the report. Police officers spoken to as part of the review expressed the view that Police custody was not an appropriate place for people who were suffering from mental illness. Figures compiled by the Association of Chief Police Officers (ACPO) in 2011/12 also showed that more than 9,000 were detained in Police custody under Section 136 in that year.

Response

5.19 Following this report, a pilot scheme was launched by the government and funded by the Department of Health to improve responses to mental health emergencies. In particular, it aimed to reduce the number of people with mental health issues being detained in inappropriate settings and cut demands on Police time. The scheme involved mental health nurses going on patrol with Police officers. This was piloted initially in four police force areas but has since been extended to a further five.

6. Conclusions and Recommendations

Introduction

- 6.1 People with mental health issues may come to the attention of the criminal justice system for a range of reasons, including the following:
- They may be witnesses or victims of crime. These are by far the most common reasons;
 - They may be having a mental health crisis and causing a disturbance in a public place that requires an intervention;
 - Although there is no direct link between mental health and offending, it is possible that a mental health condition may be a factor in a person's offending behaviour; or
 - They may have committed an offence and have an unrelated mental health issue.
- 6.2 The Panel's project focussed on the issues concerning people in crisis and offenders. It did not specifically deal with people with mental health issues who may be witnesses or victims of crime as these are as issues with their own individual processes and challenges and best dealt with separately.



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- 6.3 The Panel has found that the most acutely and chronically ill people appear to be able to access treatment, supported housing and targeted interventions in a timely manner. The area where there may well be a shortfall is in support for petty offenders whose needs are at the lower end of the spectrum as such people are not sufficiently ill to require in-patient treatment and fall beneath the threshold for eligibility for supported housing. A significant percentage will not have a GP and may also not have a stable address. Effective treatment in the community is therefore likely to be inadequate and patchy in such circumstances and they are therefore more likely to revert to offending behaviour.
- 6.4 The Panel noted evidence that commissioning can often focus on time limited support, which may not meet the long term needs of people whose illness is a long-term condition. This accounts for a significant percentage of people. In addition, the Panel heard that only 50% of people respond to treatment for mental illness. Some conditions that are disproportionately high amongst offenders can be especially hard to treat. According to Mind, at least half of offenders have a diagnosis of personality disorder which can be particularly hard to treat successfully. It may therefore also be the case that interventions will not necessarily be effective or prevent further offending. An offender's mental health condition may also well not be linked in any way to their offending.

Links

- 6.5 The report of the Independent Commission emphasises that mental health is a core part of the day-to-day business of the MPS. However, it goes on to say that a joint approach with partners and involving families and service users. The issue of mental health and community safety straddles the work of two partnerships in Haringey - the Community Safety Partnership and the Health and the Health and Well Being Board (HWB). There are already established and ongoing links between the Community Safety Partnership and relevant health partners, with the MHT and the CCG represented on the Partnership. However, the same links between the Health and Well Being Partnership and community safety partners have yet to be established. The Panel is of the view that the establishment of such a link would help ensure that community safety considerations are considered routinely in strategic commissioning decisions relating to mental health.
- *The Panel recommends that ongoing links between the Mental Health Sub-Group of the Health and Well Being Board and the Community Safety Partnership be strengthened through the appointment of a representative from the Police or other agency with a key role in the criminal justice system onto the Mental Health Sub-Group.*

Data

- 6.6 There is currently a lack of data that is available to demonstrate the impact of poor mental health on the criminal justice system, as highlighted by the report of the Independent Commission, and this makes it difficult to be precise about the scale of the issue and to take it into account in commissioning and to monitor progress. The Department of Health has acknowledged this by making an "information revolution" one



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of its priorities for transforming support for people with mental health problems over the next two to three years in its “Closing the Gap” document. The need for better local information sharing is also emphasised in ensuring personalised, joined up support.

- 6.7 The one key piece of data relating to mental health in Haringey’s Community Safety Strategic Assessment of 2012/13 is the number of offenders who have a mental health issue (332 or 31.7%). The Panel is of the view that there is a clear need to develop more comprehensive data locally, such as number and type of incidents, in order to more accurately monitor the scale and impact of the mental health on community safety. This could then be fed into the Joint Strategic Needs Assessment and allow it to be given consideration when commissioning decisions for health and social care services are taken.
- 6.8 There is the potential for issues relating to community safety and mental health to impact disproportionately on some communities. For example, there are disproportionate rates of psychotic illness amongst the African Caribbean community which can therefore put them at greater risk of coming into contact with the criminal justice system. It is therefore important that the impact on particular communities is monitored in order to identify and respond to any disproportionate impacts on particular communities.
- *The Panel recommends that the Police and community safety partners develop a system for collecting data on the number of incidents locally that have a mental health aspect to them, including assessment of base levels, and that this is fed into JSNA process.*

Crisis Care

- 6.9 People can be vulnerable to coming to the attention of the Police when experiencing a mental health crisis. The Panel noted that a Crisis Care Concordat has recently been signed by 22 organisations including NHS England, ACPO and the Royal College of Psychiatrists which sets out the standards of care that people should expect if they suffer a mental health crisis. It challenges local areas to ensure that health based places of safety and beds are available 24/7 and that patients get suitable help swiftly. It also refers to the need for more early intervention so that mental health problems do not escalate.
- 6.10 The Concordat states that, in every locality in England, local partnerships of health, criminal justice and local authority agencies will agree and commit to local Mental Health Crisis Declarations. These will consist of commitments and actions at a local level that will deliver services that meet the principles of the Concordat. This should include:
- A commitment for local agencies to work together to continuously improve the experience of people in mental health crisis in their locality;
 - Development of a shared action plan and a commitment to review, monitor and track improvements;



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- A commitment to reduce the use of police stations as places of safety, by setting an ambition for a fast-track assessment process for individuals whenever a police cell is used; and
- Evidence of sound local governance arrangements.

- 6.11 The Department of Health and the Home Office, with the Concordat signatories and other partners, are planning practical ways to support and promote the development of these local agreements. It is unclear at this stage at what organisational level the declaration is expected to be agreed. In London, this could feasibly be undertaken either on a pan London basis, at CCG level or at a level that is co-terminus with mental health trust boundaries.
- 6.12 The Panel notes that the Concordat does not appear to offer any additional funding to ensure that the necessary services are in place to deliver more effective crisis care. Mental health is still underfunded compared to physical health and the level of resources have declined by 2.3% in real terms in the past 2 years according to statistics collated by the BBC and Community Care. Crisis care funding has fallen by 1.7% in the same period, despite referrals having increased, on average, by 16%.
- 6.13 In terms of Barnet, Enfield and Haringey, total referrals have increased by 11% over the last three years, whilst funding had decreased in real terms by 13%. There is also significant pressure on in-patient beds due to the number of patients being sectioned, with in-patient wards currently operating at a 100-105% occupancy rate. There is therefore no scope to respond to any additional need for beds that actions arising from the Concordat might possibly generate.
- 6.14 The Concordat also refers to the need to develop early intervention services in order to prevent mental health issues escalating and reaching crisis level. However, many early intervention services have been subject to budget cuts in recent years. For example, Rethink have recently reported that the majority of Early Intervention in Psychosis (EIP) services have had their care provision decreased and cut jobs in the past year. Some cuts were reported to be by as much as 20%. Rethink have highlighted the fact that psychosis in young people can make them vulnerable to developing a serious mental health crisis, being detained under the Mental Health Act or getting caught up in the criminal justice system. They further state that early intervention can make a massive difference in helping young people recover.

Section 136

- 6.15 There is currently a joint protocol between Barnet, Enfield and Haringey for addressing the issue of mentally disordered people who are found in public places and the use of Section 136. The protocol dates from 2005 and constitutes a joint agreement between the Barnet, Enfield and Haringey Mental Health Trust (BEH MHT), Police, LAS, A&Es and all three local authorities. The preferred place of safety specified within the protocol for Haringey is St. Ann's Hospital. The Panel was pleased to note that Police cells are very rarely used as places of safety, with only one instance recorded in Haringey in 2012.



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- 6.16 The Protocol provides for regular monitoring through a Joint Protocol Monitoring Group. The Panel noted evidence from BEH MHT that the Group is now referred to as the Inter Agency Mental Health Law Monitoring Group. It meets regularly to look at issues of mutual concern, including the use of Sections 135 and 136 and any calls to mental health wards. The Panel also noted that user groups were invited but do not always attend. Meetings currently always take place at Chase Farm Hospital.
- 6.17 The Panel would recommend that the Protocol is refreshed in the light of the Concordat and to take into account any relevant changes that have taken place within the NHS since it was first agreed. It is of the view that the Clinical Commissioning Groups (CCGs) within the three boroughs should be included within this process and consideration be given to providing them with a formal role within the updated protocol. This is due to the increasingly significant role that primary care plays in addressing mental illness as well as the key strategic commissioning role of CCGs.
- 6.18 The Panel is also of the view there needs to be a closer relationship between the joint monitoring group and Barnet and Haringey so that better links to local stakeholders can be facilitated, especially with service users and carers. It should therefore rotate its meetings between the three boroughs, ideally in locations provided by different agencies.
- 6.19 The borough of origin of people detained under Section 136 has been recorded since 2012 and statistics are submitted to the Monitoring Group. The average number of people detained is just below 300 per year across the three boroughs. This figure has remained stable for the last three years. The last full year figures that are available, which is 2012, show that 134 people were detained in Haringey.
- 6.20 The MHT acknowledge that there are issues relating to the accuracy of the statistics. In particular, they currently show extremely low levels of detention of Barnet residents. A key factor in this could be the fact that the Section 136 suite at Barnet Hospital has been closed and therefore detentions have to be made at either Chase Farm or St Ann's hospitals. This has coincided with a large drop in detentions in Barnet from 105 in 2009 to 0 in 2012. The total number of detentions across the three boroughs is very similar to the number before the closure so it is suspected that at least some Barnet residents may be being incorrectly recorded as Enfield or Haringey residents.
- 6.21 The Panel noted that breaking down the figures by borough is extremely difficult because it relies on the Police correctly recording precisely where they picked the patient up from and on the person filling in the spreadsheet knowing which borough the address is in, which may not always be obvious.
- 6.22 The Panel is nevertheless of the view that joint work should be undertaken to improve the level of accuracy of the statistics in order that patterns can be better monitored and responded to, particularly by commissioners. The need for improved data is particularly pertinent in the light of the new Crisis Care Concordat and will better enable improvements in response to crises to can be monitored.
- *The Panel recommends;*



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- *That the joint protocol between Barnet, Enfield and Haringey for addressing the issue of mentally disordered people who are found in public places and the use of Section 136 be refreshed in the light of changes to the NHS and, in particular;*
 - *Links to CCGs be developed; and*
 - *Meetings of the Inter Agency Monitoring Group be rotated between the three boroughs and service users and carers re-invited to attend future meetings.*
- *That joint work be undertaken by the Inter Agency Monitoring Group to improve the quality of statistical information that it receives on Section 136 detentions.*

Integrated Offender Management

- 6.23 The Panel received evidence regarding the Integrated Offender Management (IOM) scheme, which is a partnership initiative to reduce reoffending by addressing the needs of offenders who were considered to carry a high risk of reoffending. Many have mental health issues and these can cover a wide spectrum. There are also often co-morbidities with other issues, particularly drug and alcohol misuse. Offenders are very often victims of circumstances and can find it very difficult to break the cycle of offending. The Panel noted that fact that very few offenders have GPs and there is also a comparatively high percentage without fixed addresses.
- 6.24 The current model is specific to Haringey and considered “cutting edge”. It involves the co-location of a range of partners, who are based at Wood Green Police station. The scheme also funded a prison officer, who was located in Pentonville, to work with the cohort that are on the scheme and an officer in Holloway from April 2014. There are several people on the scheme who have exhibited signs of psychosis and around a quarter have mental health issues. The availability of mental health nurses in the custody suite means that is now possible to make referrals directly to mental health services. Probation staff manage offenders and monitor appointments with treatment agencies. Offenders are closely monitored and this could be on a daily or weekly basis.

Liaison and Diversion

- 6.25 The aim of liaison and diversion services is to identify and assess individuals with mental health needs when they come into contact with the criminal justice system. They provide identification, assessment and referral of people in Police custody suites and may lead to better decision making by the criminal justice system and information sharing but do not provide treatment.
- 6.26 The Panel received evidence that Liaison and Diversion has been in operation for over ten years within Haringey. BEH MHT are to trial a new operating model which has been developed by NHS England and are the pilot site for London. This has allowed the current service to be extended. The pilot scheme is primarily concerned with facilitating better informed decision making which will help to identify what is most likely to work. It will facilitate the wider dissemination of assessment recommendations to support decision makers at the Police station and Court and services, like Probation



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and the Youth Offending Service, that have the ongoing case management roles. The post diversion infrastructure is still being developed and services will be delivered by the voluntary sector, NHS and private sector. There is a high level of support for the pilot and it is to be independently evaluated.

- 6.27 The scheme is not a treatment facility though and any additional mental health referrals generated will have to be addressed within existing mental health resources. The Panel noted the view of the MHT that is unlikely that there will be a significant rise in referrals as those individuals with acute or chronic illness are likely to be already known to the MHT or would quickly come to their attention by another means.
- 6.28 The Panel is of the view that the pilot scheme might nevertheless identify previously undetected needs amongst people that are less acutely ill. Treatment services, which are already under severe pressure, may find it difficult to address referrals arising from these. The MHT acknowledge that there might well be some identified unmet need or gaps in service that are identified by the pilot. There will be both a local mechanism and one developed by NHS England that will see the dissemination of this data to the CCG and local authority to inform the joint strategic needs assessment.
- 6.29 The Panel has noted the introduction of the Better Care Fund to promote integrated care in health and social care by the reallocation of money from the NHS to areas covered by CCGs. The Panel is of the view that a similar project to address the impact of poor mental health on the criminal justice system could be piloted in Haringey by indentifying the aggregate spend on criminal justice in the borough and moving a small percentage of this to be spent via the Mental Health Trust on those people identified as having mental health issues and either already within the criminal justice system or likely to enter it.
- *The Panel recommends that proposals be drawn up by the Community Safety Partnership, in liaison with mental health commissioners, to develop a pilot project for Haringey whereby a small percentage of the total spend on the criminal justice system is top sliced to provide resources to support prevention and early intervention work with people identified as having mental health issues and either already within the criminal justice system or likely to enter it.*

Accommodation

- 6.30 The Panel noted that accommodation is a particular challenge for offenders with mental health issues. Supported housing is nevertheless available for offenders with an identified mental health condition and a housing officer is based within Probation to assist with this. If mental health needs are of a lower level, advice can be provided. Supported housing is generally available for two years. The rationale for this is that it is hoped that clients will have gained sufficient skills to be independent and therefore able to obtain private rented accommodation. However, this period can be extended if need be.
- 6.31 The Panel nevertheless noted that some offenders with mental health issues are ineligible for supported housing due to their illness not being of sufficient severity. Whilst all offenders are provided with accommodation when they leave prison, this is



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mainly temporary housing. The lack of stable housing can make it difficult for offenders to access support and the Panel noted that, in terms of referral pathways, the biggest single issue in terms of long term offender support is appropriate housing.

6.32 The Panel received evidence from the MHT, the lead GP for mental health at Haringey CCG and services users that service users are vulnerable to financial exploitation and threats by drug dealers and that they had evidence of this. They were of the view that there was a particular issue with drug dealing in hostels where people with mental health issues are accommodated. In particular, service users can be lent money and then have to pay this back at exorbitant rates. They stated that they currently had at least three patients subject to safeguarding in respect of this and were of the view that residential facilities can sometimes provide rich pickings for those wishing to exploit people. Similar issues to this were reported by Dr Akunjee, who is the Haringey Clinical Commissioning Group's lead on mental health issues.

- *The Panel recommends that urgent and long term action be taken by Community Safety partners to address the issues of the financial exploitation of vulnerable people and drug dealing in accommodation provided specifically for them.*

Treatment in prison

6.33 The Panel noted that BEH MHT were responsible for managing the delivery of mental health services in Brixton and Pentonville Prison and Feltham Young offender Institute as well as custody suites. All prisoners receive a mental health screening on arrival and were also screened for drug and alcohol, physical health and neurological issues. They could be provided with a range of interventions from in-house professionals. The major challenge in London is that most prison accommodation is used for remand which meant that prisoners are only there for 4-6 weeks, which leaves little scope for interventions. Most prisoners are moved out of London to serve their sentences.

6.34 The Panel heard that one specific barrier to interventions in prison is that there are now significantly fewer prison officers than previously and this means that escorting prisoners around is more difficult. One or two prison officers can now typically find themselves responsible for 3-400 prisoners. The Panel noted that efficiency savings that had prompted the reductions in staffing levels are still in the process of settling down. The budgets and nature of care available are relatively unchanged but now sit with NHS England rather than with primary care trusts.

6.35 The Panel is concerned that offenders may be being prevented from accessing treatment facilities that assist with their rehabilitation and reduce the potential levels of re-offending despite the interventions being available. Successful rehabilitation is undoubtedly cost effective in the long term and, if it is the case that reduced numbers of prison officers are providing a barrier to treatment of offenders, this is likely to have cost implications in addition to the human cost of the increased likelihood of continued offending.

- *The Panel recommends that the Cabinet Member of Communities be requested to write to the appropriate Home Office Minister raising the issue of the impact of the reduction in the number of prison officers on access to treatment for mental health issues by prisoners.*



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Feedback from service users;

- 6.36 The Panel are of the view that it is important that the Police and other community safety partners obtain good ongoing feedback from service users concerning their performance in respect of mental health issues. Feedback information is available on a Metropolitan Police wide basis but not locally. The Panel would therefore recommend that a local means of obtaining feedback from service users and carers be developed, which could be used to help determine and refine training. The most appropriate way of taking this forward would be for service users and carers to consider what might be appropriate.
- *The Panel recommends that the Police and community safety partners invite mental health carers and user groups to work with them to develop a suitable means of providing regular feedback on their performance in respect of mental health issues.*

Training;

- 6.37 The Panel received some very positive feedback from service users on how well Police officers address mental health issues. However, service users also stated that some officers can be indifferent. The Mental Health Trust offered to assist with future training plans, particularly with new Police recruits. Vulnerability Assessment Training is nevertheless to be provided for all Police staff as part of the response to the Independent Commission and this will include mental health. However, the Panel is nevertheless of the view that the Police and other community safety partners in Haringey should, wherever possible, work with mental health agencies, particularly the Mental Health Trust, to ensure that mental health issues are covered effectively in relevant training programmes.
- *The Panel recommends that the Police and other community safety partners in Haringey work with mental health agencies, particularly Barnet, Enfield and Haringey Mental Health Trust, to ensure that mental health issues are covered effectively in relevant training programmes.*

Public Health Initiatives

- 6.38 The Panel noted that there are a number of local public health initiatives concerned with mental health issues, such as programmes to address the issue of the stigma attached to mental illness through awareness raising, particularly work with primary and secondary schools. Work to address stigma is especially welcome as there can be a particular stigma attached to mental illness within some communities within the borough.
- 6.39 Of particular relevance to community safety is the Mental Health First Aid initiative that seeks to equip front line staff with the skills to deal with people who are having a crisis, which has the potential to save Police resources as well as improving care for people experiencing a mental health crisis.
- *The Panel recommends that the effectiveness of the Mental Health First Aid programme be evaluated fully and consideration given to commissioning a further*



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programme of such training in due course if proven to be effective.

Further Action

6.40 The Panel is mindful that this issue of community safety and mental health is an area which is currently subject to considerable change. It is also aware that this is a complex area and cuts across the work of partnerships and agencies. It is therefore of the view that further discussion of the issue including relevant stakeholders and partners would be helpful.

- *The Panel recommends that a seminar be arranged for relevant stakeholders and partners;*
 - *To consider recently published national and London wide reports and hear how they will be implemented;*
 - *To identify Haringey specific priorities; and*
 - *To assist partner agencies by informing them on how the various recommendations could be implemented in the borough.*

7. Comments of the Chief Finance Officer and financial implications

7.1 This report makes a number of recommendations, some of which have fairly minimal financial implications and should be able to be funded from within existing resources. (Recommendations i, vii, viii, and xi.) However others could have more significant cost impacts.

7.2 Recommendations ii and iv concern improvements to data gathering – this could increase administrative burdens depending on the scale of the changes required. Recommendations ix and x relate to training provision which will have a small cost, falling on Police and other partners and Public Health. This will require some prioritisation of resources. Recommendation iii concerning the protocol between Police and the BEHMHT may have implications for those partners but should have no impact on the Council. Recommendation vi concerning protection of vulnerable people may require additional resources to be identified.

7.3 Recommendation v is an innovative proposal to topslice criminal justice budgets to create a pooled budget for early intervention and preventative work. Although this proposal does not require any additional resources across the whole system it will require some level of reprioritisation with funding being cut from some current services so that it can be reinvested elsewhere. The proposal will also present a number of governance and control issues that will need careful consideration.

7.4 At this stage, the proposals are high level recommendations. If adopted further work will need to be undertaken to identify resources and put in place appropriate control arrangements.

8. Assistant Director Corporate Governance and Legal Implications

8.1 The Assistant Director Corporate Governance has been consulted on the contents of



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this report.

- 8.2 The interaction between the police and mental health services is set out in sections 135 and 136 of the Mental Health Act 1983 (MHA) for those persons in the community and in sections 35 – 45 for those subject to criminal proceedings. These provisions are fleshed out in the relevant sections of the Code of Practice to the Mental Health. As stated in the footnotes to the report, section 135 provides a power to enter premises and remove persons suffering from mental disorder. Section 136 provides the corresponding power to remove to a place of safety such persons found in public places.
- 8.3 Section 10 of the Code of Practice sets out the expectations in the implementation of sections 135 and 136. It requires a locally agreed policy to monitor their use, as referred to in this report, and that parties to that policy should meet regularly to discuss its effectiveness. Recommendations (i) and (iii) reflect the requirements of the Code in strengthening links with the police and the CCGs. As the Code expects that effectiveness be monitored systems for data gathering and feedback are important which ties in to recommendations (ii), (iv), (x) and (xi). As per recommendation (ix) the Code states that all parties involved in the use of sections 135 and 136 should receive the necessary training.
- 8.4 The access to treatment for prisoners is set out in section 33 of the Code. It requires that prisoners should have access to treatment for mental disorders in the same timeframe as a community patient. Any unacceptable delays in the transfer of a prisoner to hospital should be actively monitored and investigated.
- 8.5 In summary, the report and recommendations broadly facilitates compliance with duties already incumbent on those with responsibility for the powers and duties set out in the report.

9. Equalities and Community Cohesion Comments

- 9.1. There are disproportionate levels of mental illness amongst some ethnic minority Communities. In addition, there can be a particular stigma associated with mental illness amongst some communities. Both of these issues are addressed within the body of the report.

10. Head of Procurement Comments

10.1. N/A

11. Use of Appendices

N/A

12. Local Government (Access to Information) Act 1985

MINUTES OF THE CHILDREN AND YOUNG PEOPLE'S SCRUTINY PANEL
THURSDAY, 27 FEBRUARY 2014

Councillors Brabazon, Bull, Christophides, Engert and Newton (Chair)

Co-opted Members Ms Y Denny (Church representative) and Mr E Reid (Parent Governor representative)

CYPS109. APOLOGIES FOR ABSENCE

None.

CYPS110. URGENT BUSINESS

See item CYP 115 (Hartsbrook – E-Act).

CYPS111. DECLARATIONS OF INTEREST

None.

CYPS112. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

None.

CYPS113. MINUTES

In respect of the meeting of 18 December, the Panel noted that Lisa Redfern, Director of Children Services (Acting), was now meeting regularly with a group of young people, as discussed at the meeting. The issue of the quality of careers guidance had also been raised at the meeting. Ms Redfern reported that clear evidence of the need for improvements was needed in order to challenge effectively the Headteachers. Whilst there was some anecdotal evidence of the need for improvements, this needed to be collected in a more structured way. The Year 11 to post 16 data from schools regarding the destination of school leavers was the best in 3 years, which implied that they were providing better advice and guidance. However, it appeared the picture in schools was nevertheless patchy but probably better than most boroughs. In particular, many schools in the borough had dedicated careers staff. One possible option would be to develop a careers co-ordinator network to share practice and highlight resources. A free "light touch" review to all schools. A more detailed and costed review could also be offered.

Jon Abbey, Assistant Director for School Improvement, stated that there was a need to improve the tracking of young people and a youth worker would be assigned to undertake work on this area. The Panel noted that £300k had been obtained from the Mayors Fund to increase the number of young people from Haringey going to Russell Group universities.

It was also noted that links with Highgate School had been maintained and, in particular, they were continuing to assist with helping to encourage and prepare pupils who might wish to apply for the most selective universities. In addition, Highgate parents were also assisting on Haringey school governing bodies.

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AGREED:

That the minutes of the meetings of 12 November, 5 December (budget) and 18 December 2013 and 3 February 2014 (evidence session) be approved.

CYPS114. FOSTERING SERVICE REVIEW AND IMPLEMENTATION

Ms Redfern reported that the recommendations of the review were now being actively by Impower. The Council wished to have high quality foster carers as well as those with appropriate skills. It was essential that the service was both responsive and efficient and offered high quality outcomes. There was a need for carers to deal with a wide range of children and young people – from babies to adolescents. Good carers could help turn children's lives round. The Panel noted that there were currently only 23 children in residential care. The remainder and vast majority were all being cared for by foster carers.

Paul McCarthy, Interim Head of Service (Commissioning and Placements), stated that the service wished to carry staff and carers with them in making improvements. Although a very high proportion of looked after children were fostered, only a minority were actually placed within Haringey. Addressing this would mean that children were closer to their birth families and have greater continuity in their education.

Ambitious objectives had been set. This year, 17 new foster carers had been recruited but 10 had ceased to be carers. The target for the New Year was to recruit 45 and research suggested that this was achievable, especially as it had been done elsewhere. The service wanted all people using the service to receive a prompt and friendly response to their enquiries. The aim was that everyone would receive a visit within five days and have their assessment completed within 16 weeks. The assessment could take up to 11 months at the moment. There appeared to be a high level of interest at becoming Haringey foster parents. The prospective provider had a good track record in recruiting foster parents, with around 100 taken in Lewisham over 18 months and 40 new carers heading towards approval in Southwark.

There could be misconceptions about barriers to fostering and it was important that a consistent understanding was developed. There were a diverse range of foster carers and all enquiries were welcome. Full time employment was not a barrier as there were some children who could be left alone at home for short periods of time. He was confident that targets could be achieved and that this would lead to a transformation of the service. Collaborative work was being undertaken with neighbouring boroughs, particularly in respect of specialist foster carers. It was expected that the contract with the provider would be signed next week.

The Panel noted that it was aimed to have 60% of foster carers in-house. The median age of carers was mid 40s and significantly higher than elsewhere. However, the majority of people recruited were also likely to be in their 40s. In terms of ethnicity, the service had become less dogmatic on matching children to carers of similar ethnic background. The most important thing was that a carer could provide suitable support for the individual child. Adolescents could be very clear about their identity and were therefore less likely to become

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confused. There was now greater emphasis on the skills set of carers. The Panel also noted that there was now greater clarity on the issue of personal allowances for children and their apportionment.

AGREED:

That regular updates on progress with the achievement of targets be reported to the Panel and that the first of these be submitted to the Panel in six months time.

CYPS115. HARTSBROOK SCHOOL - E-ACT

At the request of the Chair and as a late item of urgent business, Jon Abbey, Assistant Director for School Improvement, reported on the current position of Hartsbrook School in the light of recent developments in relation to their sponsor, E-Act.

He stated that he had met with the Chief Executive and Deputy Director of E-Act regarding concerns about performance. Hartsbrook were one of 16 schools that E-Act were responsible for and had been inspected by OFSTED at the same time. The issue of safeguarding was of particular concern as absences had not always been followed up by the school, according to the inspection. Reviews on governance and operational issues had been instigated by the local authority. It had been made clear that the local authority was not happy with the level of engagement that there had been. A letter to the school outlining the authority's concerns regarding performance was being drafted and this would also be sent to E-Act, the Department for Education and Ofsted. The letter would make clear the desire of the authority to support and engage with the school. He was not aware yet whether Hartsbrook were one of the ten schools that had been removed from E-Act's control.

The Panel noted that the local authority did not have a specific role in respect of the performance of academies. Ofsted had advised that it was nevertheless possible for authorities to send warning notices to such schools. E-Act had indicated that they were prepared to attend a Panel meeting if invited. There was currently no information about possible replacements for E-Act should there be a need for the contract to be re-brokered. However, all providers needed to be mindful of avoiding overstressing themselves and due diligence would be insisted upon by the authority.

The Panel noted that the authority would have to continue to admit children to the school despite its vulnerable status. Consideration was being given to how challenge could be factored into school admissions criteria so such schools were not overburdened. It was agreed that any further information about developments would be shared with the Panel.

CYPS116. EARLY HELP OFFER FOR CHILDREN AND YOUNG PEOPLE

Ms Redfern reported that a dedicated team had been put together to assist with piloting the early help approach and were being supported by Impower, who were the Council's strategic partner. The full strategy would be put in place

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after the pilot. Delivery and outcomes would be monitored so that the success of the initiative could be evaluated.

The Panel noted that an Early Help Summit was being held on 4 March and Ms Redfern agreed to check to see if Councillors had been included in the arrangements for this. Panel Members stated that the Corporate Parenting Advisory Committee had been involved in earlier discussions regarding this issue and were of the view that Members of the Committee should have been asked for their input. It was also felt that the aspiration of the initiative might be incompatible with the need to focus work on available funding streams.

AGREED:

That further consideration be given to providing an opportunity for Members to feed into the development of the initiative.

**CYPS117. EARLY YEARS REVIEW (CORPORATE DELIVERY UNIT) AND UPDATE
ON WORK TO DATE**

Ms Redfern reported that the review was comprehensive and clarified clearly the issues that needed to be addressed.

The Panel noted that Waltham Forest had provided grant funding for some premises so that they could be developed to enable them to deliver the two-year-old early entitlement. Jon Abbey, Assistant Director (School Improvement), reported that the service had been tasked to undertake a similar process in Haringey. However, all potential providers would need to be either rated as good or outstanding. It was also noted that the Early Years Project Board was currently being reconfigured. In respect of management costs, it was noted that these could appear to be high if Headteachers salaries were included and there was a danger that this could provide a misleading impression.

Mr Abbey reported that the review had given the service the evidence base that had previously been lacking. It was important that Children's Centres developed further. An infrastructure needed to be put in place to support them as well as a strategy that underpinned financing. The service was committed to drafting a strategy by the end of March and engaging on it with a wide range of stakeholders.

Panel Members commented that, in the light of the budget reductions that they had faced, Children's Centres were performing well. They indicated that they would welcome a presentation on the Early Years review.

Panel Members also stated that governors had not been interviewed as part of the review process. In addition, some of the comparisons that had been made between provision had not been comparing like with like. Schools were the biggest providers of childcare and the challenge was the support and develop provision. The lack of protocols with the NHS had not helped with the progress of services. It was important that there was a strategic document to guide the development of services. The development of the strategy needed to include opportunities for input from a range of people, including Members.

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AGREED:

1. That the completed draft Early Years Strategy comes to a future meeting of the Panel; and
2. That, following the local government elections, a presentation of the Early Year Review be arranged for Members of the new Panel.

CYPS118. MULTI-AGENCY SAFEGUARDING HUB (MASH) AND FIRST RESPONSE SERVICE INFORMATION SHARING - OUTCOME OF AUDIT

AGREED:

That the report be noted.

CYPS119. TWO-YEAR-OLD EARLY ENTITLEMENT - CONCLUSIONS AND RECOMMENDATIONS OF CHILDREN AND YOUNG PEOPLE'S SCRUTINY PANEL PROJECT

AGREED:

That the recommendations of the report be approved and submitted to the Overview and Scrutiny Committee for endorsement.

CYPS120. WORK PLAN

AGREED:

That the following issues be added to the future work plan;

- Academies and that Academy sponsors be invited to attend; and
- 6th Form College – update.

CYPS121. VOTE OF THANKS

It being the last meeting of the Panel for the current Municipal Year, the Chair was thanked by the Panel for his work as Chair. The Chair thanked Members and officers for their kind assistance and co-operation.

**Cllr Martin Newton
Chair**

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Minutes of the Environment and Housing Scrutiny Panel 19th November 2013

Present: Cllr Gibson, Cllr McNamara (Chair) and Cllr Weber

In attendance: Graham, Beattie (LBH), Sandra Hoiz (Groundwork), Emma Williamson (LBH), Clodah McGuirk, Sule Nisancioglu, Zoe Robertson (LBH) and Ransford Stewart (LBH).

1. Apologies for absence

1.1 Apologies were received from Cllr Alexander, Cllr Bloch and Cllr Bull.

2. Declarations of interest

2.1 None received.

3. Deputations

3.1 None received.

4. Minutes and actions points of last meeting

4.1 The minutes of the previous meeting (28th September 2013) were agreed by the panel.

5. Environmental Community Groups - Groundwork

5.1 The panel agreed to invite a number of community groups to attend to present some of the work that is being undertaken in Haringey. The focus of this work was to:

- Help raise the profile of local environmental community groups in the borough;
- Help to build links with members and council services;
- Identify current work challenges and make recommendations on how these may be overcome,
- Identify opportunities to extend work and improve outcomes in the borough.

5.2 Groundwork is a charity that has been delivering environmental regeneration projects for 30 years. The group has a long history of working in Haringey (8 years) and has worked with the Council, Homes for Haringey and voluntary sector groups. A key approach of groundwork is to work with and empower local residents. The group offers:

- Consultation, design and implementation expertise;
- Professional input into local environmental projects (landscape architecture, project management);
- Community engagement and capacity building skills;
- Employment skills and training.

5.3 Groundwork London helps people and organisations make changes in order to create better neighbourhoods, to build skills and job prospects and to live and work in a greener way. A six year funding agreement is in place with the council which Groundwork use to attract further funding into the Borough. The panel noted that an additional £565k of external funding has been secured towards projects in Haringey over the past 2 years.

- 5.4 A key area of work of Groundwork is to produce Master Plans for Parks development and produces 3 per year. A typical landscape project on a park or open space will involve a prolonged period of consultation, working with a stakeholder group. Once a design has been agreed Groundwork will work to secure the required funding, typically through charitable trusts, the Big Lottery and landfill funding awards. Once secured, the project will be delivered in partnership with the council. Past development projects included:
- Fairland's Park (£270k); LBH, Big Lottery, LMT and Veolia
 - Stationers Park (£160k) – LBH, Biffa, Big Lottery LTWGS
 - Duckets Common (£250k);
- 5.5 Groundwork also supports the development of Community Action Plans which help to guide local people's efforts to look after green spaces. This simple plan is developed in partnership with LBH, residents and local groups and sets out tasks and responsibilities for implementation. Local groups are trained to help build capacity.
- 5.6 A timebank is also supported by Groundwork in which the skills and experience of local people (e.g. cooking, baking, woodcraft) are exchanged for other services. This service operates out of Winkfield Road, has 200 members and exchanged over 5,000 volunteer hours.
- 5.7 The panel noted that a community gardening scheme is in operation, which seeks to bring back in to use small areas of land which are neglected or abandoned. There is a good partnership with Homes for Haringey, which has helped to identify local green spaces on housing estates and facilitated community engagement and involvement. In Ferry Lane, there were 30 local residents involved in community gardening. Other outcomes from this work include:
- Skill building, improved confidence
 - Community cohesion
 - Access to cheap fruit and vegetables
- 5.8 The panel noted that employment, skills and training is provided through Green Teams. This scheme offers accredited training to dedicated groups (young people, vulnerable people) to learn new skills, gain qualifications and enhance employment prospects as well as helping to create better greener places. There are two schemes in operation in Haringey one within Homes for Haringey (vulnerable tenants scheme) and the other within LBH Parks (parks maintenance). The Green Team maintain 3 parks in Haringey including Downhills and Chestnuts,
- 5.9 The panel noted the key priorities for commissioned work in Haringey for 2013-2015 include:
- Master Planning for Parks
 - Community Action Plans
 - Capacity building for local groups
 - Local volunteer and recruitment
 - Developing effective marketing and publicity
 - Working with hard to reach groups
 - Employment, skills and training

- Fundraising.

5.10 The panel noted that key outcomes delivered by Groundwork included:

- Bringing together, social, economic and environmental regeneration and improving local green parks and spaces;
- On average, 650 days of active involvement of local adults and young people in local projects
- Fundraising ability: £565,000 of external funding secured to projects in 2 years;
- Supporting two Green Teams (Employment, skills and training to local people).

5.11 The panel indicated that there was significant potential to build and extend upon the principles embodied through the work of Groundwork, in particular using community engagement and involvement to identify, cultivate and maintain small pockets of neglected green spaces across the borough. This approach could help to bring community ownership / involvement in to green regeneration and bring neglected areas back in to use.

5.12 It was noted by the panel that a significant factor in the success of local projects was the degree to which local residents, community groups and friends of parks could be engaged and involved. The panel noted the success of Lorship Rec, of which a contributory factor was the presence of strong, effective and mobilised community groups. In other areas, engagement had proved more difficult.

5.13 The panel noted that current sites supported by Groundwork for community gardening were on the whole, those nominated by officers (in consultation with other bodies). The panel suggested that there should be a more organic or 'bottom up' approach to the identification of potential sites to be developed, and indicated that there should be a mechanism through which to consult local communities to help identify areas of neglected green space in each ward.

Agreed: that a mechanism is created through which to consult local residents to help identify 'pocket sites' to be potentially redeveloped as community green-space (e.g. community garden).

5.14 Similarly, the panel felt that the selection of sites for redevelopment could also contribute to 'designing out' those sites associated with fly tipping, particularly if these were cross referenced with Veolia and Neighbourhood Action Team data (NAT).

Agreed: that Veolia and NAT fly-tipping data further informs the selection of pocket sites for potential redevelopment.

5.15 It was noted in discussions, that whilst conversions of pocket sites would not necessarily be problematic, that maintenance and upkeep of such sites would represent much more of a challenge. There were however, examples presented to the panel of such pocket sites which could be very low maintenance e.g. green roofs, green walls and rain gardens.

5.16 In addition, the panel noted that there were too many instances within new development which were creating small pockets of land which were becoming

neglected. It was acknowledged that in respect of technical guidance on landscaping there was lack of in-house expertise, and that the planning service would welcome further input. It was suggested that the experience and skills of Groundwork could be put to greater effect in design consultation stage of local development to ensure that potential 'dead land' is not incorporated within plans and to maximise the greening of local development.

Agreed: that Groundwork would attend a future meeting of the Development Management team to provide further expertise and guidance as to how green spaces can be incorporated in to new development and minimise the occurrence of 'dead spaces' that could become neglected.

Agreed: That the sustainable Design Guidelines would be reassessed.

5.17 The Chair and the panel thanked Groundwork for attending and for giving a full and informative account of its work in the borough.

6. Performance report

6.1 This report was deferred from the last agenda and was noted by the panel.

7. Environment Department Update

7.1 At the previous meeting, an update was requested on a number of issues relating to services within Frontline.

Out Haringey App

7.2 Officers gave a short presentation on the Our Haringey App, a reporting tool for smart phones for street based issues (e.g. potholes, fly tipping, rubbish and pavement repairs). The system uses GPS to pinpoint the location of reported item, allows details to be recorded (including a photo) and can be used with iPhone and Android operating systems (via free download). The APP can be used by local residents, groups as well as front line and all other council staff.

7.3 Reports generated through the APP go to the contact centre at Veolia and directed to the appropriate Haringey service (e.g. NATs or Highways). Residents (or other reporter) will receive an email update when report is received and confirmed when the job is closed.

7.4 The panel noted that whilst this APP did allow pictures to be sent to support the report, it was not encouraged to use this facility to report 'in-situ' contraventions such as fly tipping. Aside from the personal risk of reporting such instances, it was not clear if such material could be used as evidence to support any prosecutions.

7.5 It was confirmed to the panel however that if there were suspicions of illegal or unauthorised dumping, details could be checked within NAT to ensure that there was an appropriate license to support this (trade waste), and if necessary, appropriate enforcement action taken.

Waste Contract Management Group

- 7.6 A briefing repapered for the panel was discussed. It was noted that this group was no longer functioning as it was perceived that this duplicated the contract management function of the Partnership Board.
- 7.7 The panel indicated that the current arrangement did not allow for sufficient member involvement for a service which was of particular importance within the community and is a significant contributor to local casework. The panel agreed that it would be useful if data could come to the EHSP as this may help bring further accountability and inform further scrutiny work.

Contamination Policy

- 7.8 The Panel noted that where contamination was present in recycling, this could potentially contaminate the whole truck, which may mean that the entire load being rejected and incorporated in to residual waste. A contamination policy was developed in April 2013 to minimise such occurrences. The panel heard that NAT deployed a three step approach to tackling contamination with offending residents; this was a balance between education and enforcement.
- 7.9 Prior to April 2013, contamination reports totalled (on average) 500-600 per week or 0.7% collections. Despite an initial increase after the introduction of the policy (where possibly more cases were being reported), contamination reports had reduced to back to original levels (500 reports per week).
- 7.10 Analysis undertaken by Veolia over the period late July to 13th October 2013 indicated that there were 9,200 contamination reports that involved 7,450 individual properties. The overwhelming majority (83%) of these reports related to the first contamination incident (12% of reports were for a 2nd incident, 3% for 3rd incident, 1% for a 4th incident and 1% for a 5th incident. This would seem to infer that most households comply after one incident and that there is not a significant core of repeat offenders.
- 7.11 In the 3 months to November, it was noted that there were just 100 households with 3 or more contamination notes. NAT was preparing FPNs under the Environmental Protection Act (section 46 Notice) which would incur a £65 fine to offending households. HMOs would be dealt with under provision within the Town & Country Planning Act (Section 215).

Community Environmental Champions

- 7.12 The panel understood that up to 30 local residents would be trained as environmental champions developed across Haringey. Environmental Champions would:
- Help to report environmental crime in their area;
 - Cascade environmental information across the community;
 - Act as a reference or focus group to discuss environmental issues within Haringey.
- 7.13 The panel noted that the initial training and recruitment day was being held on the 20th November 2014 and would initially seek at least one community environmental champion from each ward. The panel indicated that it would be useful if members

could be notified of local environmental champions, to be able to offer them support and links to other local groups.

Agreed: It was agreed that members would be notified of the environmental champion for each ward

Heavy Good Vehicles (Automatic Number Plate Recognition (HGV – ANPR))

- 7.14 Further to previous panel discussions and the successful business case presented, it was noted that HGV ANPR was being procured and would commence operation in January 2014. As this was a mobile unit (not fixed but not a car), there was a possibility that this could also be used for other traffic enforcement issues, for example, on zig zag lines near schools.

8. Community engagement with planning

Scope

- 8.1 The panel agreed that community engagement with planning would be a project in the work programme for 2013-14. The panel discussed and agreed the proposed project scoping report. The overarching aim of this work was to:

'To assess whether residents and communities have appropriate opportunities to engage meaningfully in local planning processes through community engagement and involvement strategies within the planning service (with particular reference to the Statement of Community Involvement).'

Evidence from Planning Officers

- 8.2 The panel noted that the Planning Service was committed to involving and consulting with local people in all planning processes and decisions and that the views of local people were important in shaping the future of the borough. Effective community involvement and consultation is fundamental to this process to ensure that decisions are reasoned, transparent and accountable to the community.
- 8.3 The panel heard that the planning service undertakes consultations for two types of planning processes:
- planning applications; and
 - planning policy documents.

Statement of Community Involvement

- 8.4 It was noted that consultations on both planning applications and planning policy documents are subject to statutory requirements. In addition, the principles and methods of local planning consultations are statutorily required to be set out in a local Statement of Community Involvement (SCI). The panel noted that the SCI is generally a framework document as too much detail may stifle creativity and could be subject a Planning Service to legal challenge if not complied with.
- 8.5 The panel noted that Haringey's SCI was first adopted in May 2007 and was reviewed in February 2011 in response to changes in planning law. The planning service aims to exceed any minimum requirements detailed in the SCI, though this

will depend on the type of consultation, the targeted consultees and resources available.

- 8.6 The panel noted that the SCI needs to be updated to reflect the introduction of Localism Act, National Planning Policy Framework and Neighbourhood Planning. The review will also incorporate a review of new engagement tools available to the Council. The panel noted that its work, which would involve consulting local groups on the SCI, would also contribute to the review process.

Planning Consultations

- 8.7 The Planning Service consults in the formulation of local planning policies; these would include major planning documents at the Core Strategy, as well as more specific policies for particular planning issues. Minimum requirements for consultations are set out by government, and the SCI provides additional methods and approaches to help ensure community involvement is effective and reaches local stakeholders.

- 8.8 Different methods and requirements for consultation are required depending on the status of the planning document, for example, whether it is a Development Plan Document (DPD) or a Supplementary Planning Document (SPD):

- A DPD brings forward statutory local policy which requires at least two stages of community consultation and an independent examination.
- An SPD provides further guidance for policies in DPDs and as such requires only one stage of community consultation and is not subject to an examination.

- 8.9 The panel noted that a variety of local stakeholders were involved at various stages of the plan making process and include:

- Statutory consultees (e.g. Mayor of London, neighbouring boroughs, fire, police, utilities, health, transport);
- Representative bodies
- Community groups
- Business groups, planning agents and consultants
- Local residents and individuals.

- 8.10 The planning service maintains a database of local stakeholders and currently this has almost 1,500 entries. The database is updated every three years and this last occurred in 2012. In some cases the Planning Policy team will access other consultation databases to target groups or individuals for particular issues, for example the London Landlord Association database was used for consultation on the for the introduction of the Article 4 Direction.

- 8.11 Consultations need to be flexible, accessible and proactive and above all, tailored to meet the needs of consultees and the scope of the planning document. In this context a wide range of consultative methods can be deployed to inform and engage local residents. These could include:

• On line surveys	• workshops
• Dedicated focus groups	• Area Forums

<ul style="list-style-type: none"> • Drop in sessions 	<ul style="list-style-type: none"> • Street leafleting
<ul style="list-style-type: none"> • Attendance at residents and community group meetings 	<ul style="list-style-type: none"> • Public roadshows, exhibitions, stalls

8.12 Informal methods of consulting such as drop-in sessions, public exhibitions and on street leafleting proved to be successful in engaging with individuals who have not been involved with Planning before and who would otherwise not have the time, interest or inclination to submit a formal response to a consultation. Their views and issues are captured and in some cases the participants will ask to be included in the consultation database to receive information on future consultations.

8.13 Notifications setting out when and how the Council will consult on a particular document is published through a variety of mediums including: local press; the Council’s website; emails and letters to statutory consultees, all organisations, voluntary and community groups, and individuals on the Planning Policy consultation database; the Council’s consultation calendar; Haringey People (when appropriate); and information leaflets and posters (when appropriate). Printed documents are made available in public libraries and in the planning service office.

8.14 The panel noted that wherever possible, the Planning Service seeks to work with established structures such as the Developers Forum, Conservation Area Advisory Committees, Tenants Forums and residents’ associations which allow engagement with a wider audience.

Statutory Consultees

8.15 In the presentation given to the panel it was noted that there were a number of agencies which need to be systematically consulted within certain planning processes these included Thames Water, Fire Service, Police Service, Environment Agency and English Heritage. Contact is predominantly via email and is made in accordance with guidance from individual bodies.

8.16 In discussion on statutory planning consultees it was noted that:

- statutory consultees do not have to respond to consultations
- In respect of development consultations, there is a threshold for statutory consultation.
- The provision of responses from statutory consultees varies, and that a planning view or judgement has to be taken where there has been no response.
- In respect of Development Management, statutory consultees would be re-evaluated.

Internal consultees

8.17 The panel discussed those services from within the Council that are routinely consulted within planning applications. The panel indicated that it would be useful to understand further what services were included, what was asked and how frequently these responded to consultations.

Website

8.18 The panel discussed the use of the website as a tool through which to provide planning information. A wide range of planning information is contained on the site, including local planning policies, planning proposals and planning advice. Whilst it was acknowledged that there was a lot of information on the website and that improvements have been made, it was acknowledged that further work to improve the content and accessibility would be undertaken (it would be assessed as part of the Development Management improvement programme). The panel also noted that:

- It would be useful, if (panel) members could receive a demonstration of the planning service website, how and information is stored and can be accessed;
- Planning consultation responses would be labelled in the future.

Pre-application discussions

8.19 The panel noted that constructive pre-application discussions between potential applicants and planning officers can help to ensure all relevant considerations are addressed when an application is submitted. The opportunity for local stakeholders to engage and discuss proposals offers a number of potential benefits to the planning process:

- It can help to identify improvements needed to a scheme before it is formally considered;
- Improve the quality of the submitted application (for example, ensure that it is supported within development plan, conforms with local planning policies);
- Facilitate the speedier delivery of decisions, time and cost savings and higher quality development;
- Bring greater certainty into the process;
- Less pressurised timescales also allows for greater community engagement and involvement.

8.20 Due to issues of probity, the panel noted that there was no formal member involvement in the pre-application process. Planning Authorities were naturally wary that members could be accused of predetermination when applications subsequently came in for consideration that may result in legal challenge. The panel noted however that the Localism Act (2011) has recognised the benefits of involving members in pre-application consultation and seeking of advice at a pre-application stage so long as members:

- Avoid expressing an overall view and indication of how they intend to vote
- Limit their questions to an understanding of the proposal
- Asking questions which could not be viewed as having a closed mind.

8.21 In written evidence submitted at the meeting the panel noted that a number of other London Authorities had established pre-application consultation processes in which members were involved:

- **Camden** – operates Development Management Forum for large scale development proposals at a pre-application stage to help understand the aims and any constraints as early as possible and see how proposals can be adapted to better reflect community aspirations. The forum enables local residents, business and organisations to comment on proposals at an early stage and

supplements any developer consultation. Members and officers attend but do not express any opinions on the merits of the proposal.

- **Croydon** – operate a Strategic Planning Committee that both determines major planning applications and receives presentations on them at the pre-application stage. At key points in the pre-application process the developer has the opportunity to present their schemes to the committee and for members ask questions and give their opinion on aspects of the scheme (though must avoid giving their opinion on the scheme as a whole).
- **Lambeth** – operate a strategic panel where members and senior officers are briefed on major development proposals at pre-application stage. The protocol sets out that the panel will have no decision-making powers, nor will views expressed be binding or influence the way in which applications may be reported to and determined by the Planning Applications Committee.
- **Wycombe**– have a facility for developer presentations to members and stakeholders immediately before Planning Committee. Invitees include all members of the Council, relevant officers, representative of the Highway Authority, Chairman of the Parish/Town Council and a deputy, members of local associations and residents groups.

8.22 It was noted however, that member involvement at the pre-application stage should not be undertaken without an agreed protocol as this may unnecessarily open any member on the planning committee to avoidable risks of challenge on apparent pre-determination. The panel noted that a review of the current member protocol for involvement in planning is scheduled for 2014 which will draw on experience and best practice in other authorities.

Member involvement (general)

8.23 The role of members in local planning processes was discussed by the panel. The panel noted that there were three issues:

- that greater use could be made of the existing knowledge and skills of local councillors in planning consultations and processes;
- the need to further publicise to members the planning resources available to them (e.g. website, publications, public advice services) to support their role in community planning processes (e.g. liaison with local residents and groups);
- the need for further ongoing tiered training on the role of members in local planning processes should be made available to support members role (as above).

Benchmarking consultation costs with other Local Authorities

8.24 The panel noted from the officer presentation that the average cost for consulting on applications for residential development in Haringey was £708, this was significantly higher than the comparator average of £266. In fact, the nearest borough average was £300. It was suggested that this figure would indicate that there is a wide level

of consultation and engagement in Haringey. It was suggested this additional cost of consultation could in part be attributed to larger / or wider consultation areas for each development in Haringey.

8.25 From written evidence submitted to the panel it was noted that a summary of consultation is produced for each planning application and this accompanies application document on the website. A sample from these provides an illustration of the levels of consultation:

- Hornsey Depot application for Sainsbury's and 438 residential units, 3,931 residents were consulted;
- Mowlem Trading Estate – the replacement of warehouses, 102 residents were consulted;
- Somerset Gardens Health Centre an application for change of use of part of Doctors surgery to include a pharmacy, 92 letters were sent
- for recent householder application - 64 Elmer Road 5 letters were sent.

Defined community consultation post

8.25 It was noted that whilst community consultation figured within a number of individual roles, there was no defined designated community consultation post in the planning service. It was suggested that it may be of some value for the planning service to conduct an option appraisal of the community engagement function which sought to assess value and contribution of different methods (e.g. cost of scaling back quantitative consultation and being retackled by more specialist community development input).

New technology

8.26 The panel noted that the planned review of the SCI would include an assessment of new methods of engagement, particularly the use of more interactive online tools, such as SNAP surveys and online discussion forums. The panel noted that the service is trialling SNAP survey tool which not only allows for on-line consultation, but can also record and note responses and non-responses.

8.27 It is anticipated that on-line methods of consultation will develop further in this sector as people use more mobile and remote communications. The panel noted that the planning service would continue to work with corporate consultation to ensure that the best use of new technologies were utilised within consultation processes.

Capacity Building – local community

8.28 In written documentation presented, the panel noted that notifications of a planning policy consultations sets out the scope and role of the draft document, the stage of preparation, how to access the relevant documents, and how to respond to and participate in the consultation. The planning policy team also offer advice on the document and how to engage via dedicated web pages, email and telephone. In addition, information and advice is provided through meetings attended by officers during the consultation period.

8.29 The panel noted that the policy team held a number of training events in the past for community groups and are currently considering an open-day event in June/ July 2014. This will coincide with the preparation of our next three key planning policy documents. In addition, the panel also noted that an open day session for community groups early was being planned for early 2014 as part of the development management improvement plan.

Minutes of the Environment and Housing Scrutiny Panel 2nd December 2013

Present: Cllr Alexander, Cllr Bull, Cllr McNamara (Chair) and Cllr Weber

In attendance: Cllr Bevan, Matthew Gaynor (Corporate Finance), Phil Harris (AD Housing), Katherine Heffernan (Corporate Finance), Mustafa Ibrahim (Stephen McDonnell (AD Environmental Services and Community Safety), Ransford Stewart (AD Planning)

1. Apologies for absence

1.1 Apologies were received from Cllr Gibson and Cllr Bloch.

2. Declarations of interest

2.1 None received.

3. Deputations

3.1 None received.

5. Budget Scrutiny 2013/14

5.1 The panel noted that Budget proposals for 2013/14 were contained in two papers:

- Financial Outturn 2012/13 and Budget 2014/15 (as presented to Cabinet in June 2013)
- Draft Medium Term Financial Plan 2014/15 to 2016/17 (December 2013)

5.2 Items were considered line-by-line for the three service areas covered by the panel which were:

- Planning
- Housing
- Environment

Planning

5.3 The following discussion relate to planning items in the Financial Outturn 2012/13 and Budget 2014/15 (as presented to Cabinet in June 2013):

Savings proposals Dir. Place and Sustainability

#5: Planning Regeneration and Economy – staff budget reduction £135k: The panel noted that the proposed savings related to 1 in 33 posts (3% of staff budget). In this context they were felt to be achievable. There were some concerns voiced by the panel that staff reductions were being made to the service when the economy was improving and where an increase in planning applications may be expected.

#9: Removal of recruitment and retention allowances Planning Regeneration and Economy £12k: This brings terms and conditions into line with other staff. The panel noted that affected staff had been notified, were aware and none had left their post. The job market has also changed and there is no need to have a retention bonus.

#15: Supplies and service reduction in Planning Regeneration and Economy £25k: the panel noted that this predominantly related to printing and stationery and was

achievable on previous years spend (based on a £25k under spend in previous years).

#20: Increase in scaffolding hoarding income £100k: the panel noted that the number of planning applications received by the Council (projected to be 2,500 in 2013/14 rising from average of 1,800 per annum) and subsequent income from planning fees was rising again (peak of £1.6m in 2007, fell to £700k, currently at about £1m). In this context, increased fee income from this source was achievable and generally healthy.

The panel noted that planning enforcement income generally goes back in to the planning enforcement budget. It is difficult to reclaim or secure that income from whom the penalty has been imposed, even when this is through the courts.

At present, planning enforcement income is about £20k, but if this was to radically exceed that (to say £100k), then there would probably be some Cabinet consultation as to whether this income should be retained in planning, or used to support other services across the Council.

There is potential for developing POCA derived income, though the practicalities of receiving this income. Looking to use this income more strategically and to focus enforcement work.

Housing

5.4 The following discussion relate to planning items in the Financial Outturn 2012/13 and Budget 2014/15 (as presented to Cabinet in June 2013):

Savings proposals Dir. Adults & Housing

#9: Supplies and service savings on Housing and Adults £106k: this related to anticipated savings across the directorate and relates to printing and stationery.

#10: Housing Management rationalisation £186k: then panel noted that this related to restructure of housing management and predominantly related to savings with the deletion of three posts. The panel noted that these were not front line services. These changes will be approved by Corporate Committee in January when the management review with Homes for Haringey will be completed. This will reduce number of heads of services from 4 to 3 and reduce other capacity below this. There are risks, particularly in relation to the delivery of services transformation, but it is hoped that this joint organisational review will also create opportunities for new ways of working.

#11: Community Housing Staffing Efficiencies: to delete two posts in this service by £77k
The Panel noted that this related to the deletion of two front-line posts one of which was in the Private Sector Housing Management Team and the other in the Vulnerable Adults team. The Panel noted that the deletion of posts would have impact.

The panel discussed whether fee income could be used to offset or mitigate the impact of this savings proposal. It was noted that fee income from HMO licensing

comes in to the Housing Improvement Team budget, however, income derived from fines and prosecutions are received in to the general fund.

Agreed: The panel indicated that it could not support this savings proposal because:

- It conflicted with other financial proposals in the Medium Term Financial Plan (i.e. growth proposal relating to 'increased resources allocated to HMO licensing due to dramatic rise in private sector renting in the borough');
- There was an evident need to develop and expand enforcement within private rented sector in Haringey;
- The retention of the post in the Private Sector Housing Management Team may potentially increase enforcement income;
- The post in the Vulnerable Adults team relates to advice provided to vulnerable adults who are homeless and the deletion of this post may significantly impact on the work of the remaining team;
- Officers indicated that there may be likely an over-achievement of procurement savings in relation to Item 12 (Housing Related Support – contract efficiencies) which could be off-set against this and negate the need for the deletion of both these posts.

It was noted that Cabinet would be considering the development of the Private Rented Management Strategy to assess what can be done to support higher standards of housing management housing conditions for tenants in this growing sector of the housing market (30%).

Similarly, it was noted that the Council would be considering the introduction of a borough wide licensing scheme similar to that introduced in Newham which could also improve regulation and standards in this sector.

Action: That the department notify the panel on its current position in terms of considering the evidence and models for possible implementation in Haringey.

#12: Housing Related Support Programme: a procurement saving achieved through renegotiation and contract efficiencies with providers of £250k. There is no staff impact within the Council, though there may be some reductions among contractors and suppliers. The panel noted that significant savings (£7m) have already been achieved in this budget and the service is confident that a further £250k can be found. It is hoped to over achieve in this item so not as to implement recommendation 11.

Savings proposals Place and Sustainability

#19: Increased income from Service Level Agreement with Homes for Haringey for Grounds Maintenance £25k. This relates to including inflation in SLA.

#25: Recharge to the HRA of £45k. A fuel poverty post has been redefined which means that the scope of this work can now be chargeable to the HRA account (i.e. they are working solely in Homes for Haringey stock).

Draft Medium Term Financial Plan – Adults and Housing

- #1: Enforcement in Industrial Units (HMO licensing in industrial units) additional investment of £400k. The panel noted that there was unauthorised use of industrial areas for residential purposes and this extra income would be to support HMO and enforcement work being undertaken across these sites.
- #2: Growth item of £994. As a result of the impact of welfare reform there has been a significant increase in cost of securing temporary accommodation and reduced income from rents (bad debts). Item is made up of 1) incentive for landlords in private sector 2) bad debt provision.

Action: Figures on TA different unit costs for types of accommodation to be supplied to the panel.

Since August 2012, joint council agreements securing the cost of securing private rental accommodation to support local housing needs (TA) have been lost. Since April 2013, London Councils are paying much more to secure housing, over and above what can be reclaimed centrally and has had to be met through local sources. There is a shortage of housing supply which has driven up housing costs.

Through the Corporate Delivery Unit, the leader has committed to reduce TA total to 2,800 and continue this trend onward into 14/15 and 15/16 – through joint procurement (LA consortium) and securing rents in cheaper parts of London. Other schemes being considered include inward investment (to secure housing for TA) and the use of containers.

Also in relation to the DHP, the panel noted that £1.35m had been granted to support the tenants affected by benefits cap, though grants given this year to date is £2.2m. DHP grant from central government for the benefits cap will be reduced £700k, creating a £1.5m shortfall.

The Panel noted the increasing cost of temporary accommodation in supporting local residents to respond to welfare reforms. The panel wished to highlight the possible use of Cumberland Road (or other soon to be vacant office buildings) for temporary accommodation. The Panel suggested that should similar accommodation become available, this should be considered for use as temporary accommodation within the planned Property Review currently being undertaken.

Medium Term Financial Plan Capital Programme

- #17: Compulsory Purchase of empty properties £500k. Although this is a growth proposal, the panel noted that this item is self funding as this generally brings in funding through the resale of properties to responsible owners. There is an enforced sale programme where monies are owed to the Council, though this has to be authorised by the Secretary of State.

Housing Revenue Account

Fire Safety: the panel noted that there is a £1m to £3m jump in provision within the HRA. All the improvements coming out of the Coroner's report from the Southwark Council flat fire have been implemented bar 1 (sprinkler systems in sheltered housing).

Decent Homes: The panel noted that funding for 2014/15 (£37m) is last year of the DH programme administered by GLA. Therefore funding for 2015/16 (£33m) is to come from the Councils own resources. There is no DH funding for 16/17 but there will be the Planned Preventative Maintenance (£4m) to contribute to similar type work and a 'DH successor programme' which will provide £25m from the Councils own resources from 2016/17 to improvement of council owned housing stock.

At end of 2013/14 non-decent homes projected to be 26%, though not sure what would be the position at the end of 2016/17 (as this fluctuates). It was unclear what percentage of the housing stock would not be uneconomical for investment through DH.

Action: Further information on the flow of homes in and out of non-decent status each year (trend data).

Environment

5.5 The following discussion relate to planning items in the Financial Outturn 2012/13 and Budget 2014/15 (as presented to Cabinet in June 2013):

Savings proposals Place and Sustainability

#2 & 4 & 6: Staff reductions and vacancy factor in the Parks Service and Single Front Line to achieve £94k, £219k and 3220k of savings respectively. This was marked as amber as this report was compiled in June. Parking savings relates in part to channel shift as more parking services are moving on line and reduced need for back office staff. There is also de-layering within the parking service.

#10: Single Front Line Restructure; saving of £100k. This related to loss of one post (Head of Neighbourhoods).

#17: Contract savings of £20k for car parks: the panel noted that this saving would be achieved through improved contract arrangements. The panel noted that the IT system, CCTV and the car pound (e.g. with Civica and Time) are not run by the Council and these represent small savings on this overall budget.

#18: Efficiencies in the renegotiation of the Veolia Contract t of £250k. The panel noted that this represented 1% of the total contract value with Veolia and the Council would seek to minimise the front line impact of any contract changes. The contract has yet to be renegotiated.

The panel were concerned as to whether there was a contingency to cope with additional demand (e.g. harsh winter). It was noted that in this context, the department would put in a bid to the general contingency fund. The panel noted that the £250k may lead to a reduce performance, but it would be hoped that any reduced service would be mitigated.

Action: The panel is provided with further information on the changes in services provided by Veolia as a result of renegotiation.

Action: Waste Management Group and data that comes to EHSP in the New Year report back on the Veolia contract.

The panel discussed dog excrement and if road sweepers had sufficient resources to deal with this. It was suggested that instead of investing in capital resources to deal with the issue, that increased use of enforcement could be a cheaper option and deliver improved response and greater accountability to regulate poor behaviour.

#21: Increase in Street Works Income of £175k. This relates to the permits income charged to utility companies for works on highways. As penalties have increased, it is assumed that income will increase (25% increase in budget). There is a risk however, as there is a risk of greater compliance by utility companies.

#22: Increase in scaffolding hoarding income £150k. This budget line has been overachieving to this figure for the last couple of years, so this is reflected as additional income.

#23: Increase parking income of £200k. This is to reflect new CPZ in Tottenham and other areas. Incomes relate more to PCN rather than issuing of permits.

#26: Increased enforcement income £75k. This is a 50% increase. The panel indicated that this would support more preventative work.

#27: Fund General Fund salaries in Transport from increased fee income (£330k).

#28: Pre-agreed savings staffing savings of £400k. This relates to the earlier than planned departure of senior staff in the Place and Sustainability Directorate.

Medium Term Financial Plan – Savings proposals

#3: Increased income derived from planned traffic management infrastructure of £100k. The panel noted that this relates to fines from PCNs.

#4: Increased income from extended CCTV monitoring hours in town centres of £50k. This was implemented in Muswell Hill at the request of SNT.

#6: Increased income from HGV weight restriction enforcement of £280k. The panel noted that this in part would relate to HGV enforcement through mobile cameras (not mobile cars, but 6 moveable fixed cameras). Income projection based on other LA usage and Haringey modelling.

#7: HRA funding of disposal costs of waste removed from void properties £100k.

Capital Programme

#2: Investment programme for street lighting of £400k. The panel noted that this is an ongoing programme of replacement columns. The panel noted that there was

guidance in the placing of lampposts near trees (block out light) and should be adhered to more to prevent more costly arboreal work at a later date.

- #3: Investment in carriageway and footway works of £2m. The panel had two ongoing issues 1) The panel noted that there could be improved quality assurance on footways and pavements (There is a loss of white lines after refurbishment) 2) coordination: highway renewal and pavement repair, installation of lampposts.

The panel noted that highways are coordinated where possible and that works are undertaken are based on assessed need.

The panel also noted that temporary white lining is available and used in other boroughs and further enquiries would be undertaken to see if this could be developed here in Haringey.

The panel noted that further information is about to be placed on the web site about pavement repairs to provide more information about how replacement lists are decided and how these are undertaken.

Action: The panel indicated that they would like to invite the new contractor (Ringway Jacobs) to attend a future panel meeting for discussion.

- #4: Investment in Road safety infrastructure of £150k. This was noted by the panel.
- #5: Parking infrastructure of £300k. This was noted by the panel
- #6: Tree planting programme of £65k. This was noted by the panel. The Cabinet member noted that a capital bid to improve some of the infrastructure in Council parks would be put before Cabinet early in 2014.

6. Date of future meetings:

6.1 Dates of the next meetings would be:

- January 28th 2014
- February 24th 2014.

6.2 It was agreed that additional meeting could be held after February to ensure that reports and projects were cleared by the panel for presentation at the final Overview & Scrutiny Committee on 17th March 2014.

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Minutes of the Environment and Housing Scrutiny Panel 28th January 2014

Present: Cllr Alexander, Cllr McNamara (Chair) and Cllr Weber

In attendance: Cllr Ejiofor, Daliah Barrett (Haringey Council), Michael Kelleher (Haringey Council) and Michael Kelly (Haringey Council), Clif Osborne (Trust for Conservation Volunteers) and Chris Speirs (Trust for Conservation Volunteers).

1. Apologies for absence

1.1 Apologies were received from Cllr Bull, Cllr Bloch and Cllr Gibson.

2. Declarations of interest

2.1 None received.

3. Deputations

3.1 None received.

4. Trust for Conservation Volunteers

4.1 Officers from the Trust for Conservation Volunteers (TCV) gave a presentation to the panel on the work of the organisation in Haringey. The panel noted the vision and the purpose of TCV was:

- VISION- An abundance of safe and accessible outdoor places for everyone to use and enjoy
- PURPOSE-Work together with people and communities to transform their health, prospects and outdoor places for the long term.

4.2 The panel noted that TCV work in a number of different settings and with a range of local groups to support socioeconomic and environmental regeneration across the borough. TCV works closely with Green Flag parks and support the creation of a Conservation Action Plan (a project management plan for environmental improvement) in each. This is a new model for the management of the parks to help facilitate local involvement, develop local partnerships and improve accountability.

4.3 The panel noted that TCV was currently working across 20 sites in Haringey of varying size and with different community emphasis. These included:

- Board walk construction at Coldfall Woods;
- Removing a fallen holly at Queens Woods;
- Wildflower bed creation and pond clearance;
- Creating homes for Wildlife.

4.4 A key aim of the approach of TCV is to recruit local volunteers and to support them in local environmental projects. The panel noted that TCV recruit Haringey volunteers that in total worked over 1,241 workdays had been completed by volunteers to date. It was estimated that this was of a net value of £80,990.

4.5 The panel noted that TCV also undertakes education projects with both young people and adults. Here it was noted that at the Railway Fields site in Harringay:

- 20 different school groups had received educational input;
- 1,327 children studied environmental education topics;
- An adult education programme is supported.

4.6 TCV works with local groups to support environmental projects particularly local Friends of Parks groups, which offer an important link to local residents associations and other local residents. TCV offers free training and support to local FoP groups which aims to develop skills, knowledge and confidence to undertake local environmental work.

4.7 The panel noted that in the restructuring of environmental support In Haringey, TCV funding was reduced from £130k to £50k, which has consequently reduced its capacity to support local environmental projects. The panel noted that for every £1 of funding received by TCV. More than £2 is received back in terms of hours supplied by volunteer. TCV also brings in additional funding through other bids and partnerships.

Green Gym

4.8 TCV also support the Green Gym initiative which is a programme to help improve the physical activity and mental health of those referred. The panel noted that participants can be referred by health services or via self-referral to 3 hour sessions based in local green spaces. There are 14 Green Gyms across London, 3 of which are in Haringey including Broadwater Farm. The panel noted that TCV were also offering a Blue Gym programme for environmental work focused on waterways. In Haringey, the Green Gym had also helped to support:

- Intergenerational projects
- Learning Disability/ Mental Health Service users
- Those with Drug and Alcohol problems (DASH).

4.9 The panel noted that TCV are trialling the Green Gym model with youth offending services in Lewisham and Greenwich and if successful would like to extend this work further to other Local Authorities. This would take time to develop links and further funding opportunities.

Agreed: that details of local YOS would be given to TCV to explore possible opportunities for the Green GYM in Haringey.

4.10 The panel noted that evaluations of the Green Gym had demonstrated the following outcomes:

- Improved Wellbeing ;
- Improved Physical Health;
- Pro-Environmental Behaviour;
- Individual and Community Resilience ;
- Improved quality Green Spaces.

4.11 The panel suggested that given the health benefits derived from this work, it would be practical to approach Public Health to identify opportunities for possible partnerships and or joint working opportunities.

Agreed: That scrutiny would contact Public Health to identify a contact link between these two services.

4.12 The panel noted that whilst TCV had a strong track record of involving local community groups in small neglected areas of green space and pocket parks and was interested in working with local communities, there was no capacity to support additional work at present in Haringey. The panel noted that historically, the TCV was funded for local community development but this ceased in the most recent restructure.

4.13 The panel noted that other boroughs (Harrow) had created a 'Green Grid' that underpinned planning development which acted as a tool through which to engage developers in support of local environmental projects. Contributions were used to support the development of green infrastructure across this borough.

Agreed: that Planning Service would meet with representatives from Leisure Client Services to ascertain possible opportunities to develop and support environmental projects through planning development (CIL).

4.14 The panel also suggested that further work could be undertaken with housing providers within the borough (both Homes for Haringey and other registered housing providers), who may also have small pockets green space which could be developed through TCV.

4.15 The panel noted that significant potential of the model used by TCV and suggested that a Community Environmental Conference is organised to help link the following, new volunteers, the identification of undeveloped or neglected green spaces; new funding opportunities. It was suggested that each ward could nominate 10 areas of neglected green space which could be taken forward for development. This would need to link to Green Conference.

Agreed: that the possibility of supporting a Community Environmental Conference is explored Client Services Team with the aim of bringing interested local stakeholders together to assist in the identification of neglected green-spaces, volunteers and funding opportunities.

5. Cabinet Q and A

5.1 The Cabinet Member for Planning and Enforcement attended to respond to questions from the panel on services within his portfolio which has four main strands:

- Planning applications;
- Planning and licensing policy;
- Planning and licensing Enforcement;
- Housing with Multiple Occupancy.

Planning Enforcement

5.2 The panel noted a number of local case studies in which unauthorised development was perceived to have gone unchecked by the planning authority. The perceived lack of action taken by the planning authority was felt to undermine confidence in local

planning enforcement processes and future compliance with planning regulations. The panel noted that there were a number of contributory factors:

- An information gap within the community about what is permitted development and what needs planning authority authorisation;
- The exploitation of planning processes (e.g. retrospective applications, appeals, certificates of lawfulness).

5.3 It was noted by the panel that Planning Officers had been specifically tasked to look at planning enforcement to ensure that the appropriate authorisations are communicated to applicants at each stage of the planning process and that there was a much clearer understanding within the community about what is permitted development.

5.4 The panel noted that there would be a more robust planning enforcement response in the future to help restore greater confidence in the system. This would include the following:

- A tasking group to undertake a visible manifestation of physical enforcement;
- Prioritisation of planning enforcement cases, which will be supported by;
- Direct action (where necessary) by the Council to uphold enforcement decisions.

5.5 It was hoped that the above would send a clear message to those developers seeking to exploit planning processes that the Council would not be a 'soft touch' and that enforcement will be a priority.

5.6 It was important to note that planning enforcement relied on intelligence and reports from within the community and that where planning breaches were identified or suspected, these should be reported promptly to the planning service.

5.7 The panel noted that there had been an increase in unauthorised living in employment areas. Further investment in planning, housing and legal support to address this issue had been approved in budget proposals for 2014/15.

Planning Performance (Development Management Improvement Programme (DMIP))

5.8 The panel noted the improved performance for strands within the Development Management Improvement Programme (DMIP). The panel noted that regular updates on the implementation of recommendations within this report were regularly provided to Regulatory Committee.

Site Allocation Plan Document and Tottenham Area Action Plan

5.9 The panel noted that these documents provide a framework for the future regeneration and development of the borough. Both documents identify potential strategic sites and suggest what form development may take. The consultation opened on 17th January and local residents, business and other local stakeholders would be invited to respond. Both documents are subject to consultation and the plans for each will go to every Area Forum.

5.10 The panel noted that there was a target of developing 1,500 homes per annum which would be challenging given the pressures for possible redevelopment sites and inability to build upward. Both plans, once agreed, will provide a clearer framework for potential developers to engage with the authority.

5.11 the panel noted that potential sites were identified through a number of processes including:

- A 'call for sites' advert to local landowners wishing to develop;
- Greater London Assembly;
- Neighbourhood Plans.

5.12 The panel also noted that there is a strategic development monthly meeting at which the Cabinet member is kept up to date with all major planning applications. Within the meeting a member takes the role of design champion, and the meeting is also looking to develop a role of 'heritage champion' to further promote sympathetic development.

5.13 The panel underlined the importance of community engagement and involvement in the local planning processes. It was suggested that many small developments could be implemented to encourage and support community engagement and build confidence for involvement. It was suggested that a summary of the impact of public engagement should be included within planning reports, as this would provide evidence as to how consultation processes had influenced decisions within the final planning policy or development. This would provide reassurance to members of the public that time taken to be involved within the consultation had been worthwhile and encourage further involvement in the future.

Agreed: that a mechanism should be developed in which the impact of public consultations is recorded on final planning documents (for Community Engagement with Planning Project).

Licensing Applications

5.14 The panel were made aware that all licensing applications received required the following publication:

- All applications would be sent to statutory consultees (fire, police, enforcement, building control, CYP service etc);
- Are displayed on the website
- Applicant is required to notify local newspaper and put an appropriate sign outside the premises.

Event Planning

5.15 The panel noted that two licenses have been granted for events at Finsbury Park which take place in May and July respectively and an events plan is being developed for each. As a result of the scrutiny call-in process, a Finsbury Park Stakeholders group has been established to assist with plans, communications and liaison. The group has identified community representatives and held its first meeting.

6. Draft Partnership Agreement – Housing Enablement Service.

6.1 Officers from the Housing Enablement Team presented the draft Partnership Agreement. The purpose of the agreement is to establish a framework to ensure consistency in how providers deliver new housing, make allocations and manage their stock to ensure that they meet local needs. The Council does not have any regulatory authority over registered providers, and the agreement is voluntary.

- 6.2 The panel noted that as a result of earlier scrutiny, the role of elected members had been developed within the partnership agreement with local registered housing providers. Similar additions have included:
- New requirement for 12 month programme of estate inspections;
 - A commitment to develop a stock rationalisation policy;
 - The provision of performance data to the Council;
 - A new role for scrutiny in addressing poor performance.
- 6.3 It was noted that the Homes and Community Agency is the sole regulator of registered housing providers. The HCA replaced the Tenants Service Authority as regulator and now provides 'back stop' regulation, the expectation being that local stakeholders will play a more active role in regulation (of tenants issues) with the HCA only becoming involved in serious concerns relating to governance and financial viability.
- 6.4 The final consultation document and Partnership Agreement will be sent to all Chairs and Boards of registered providers which own or manage housing stock in Haringey. Based on previous agreements, it is expected that 90% of providers will sign up to the new agreement.

7. Update on strategic enforcement

- 7.1 The panel noted that an evidence gathering session was held with officers from representing corporate services (Communications, Audit and IT). A further two evidence sessions were planned for:
- Other Local Authorities
 - Local partners – Fire Service & Police

8. Update on Community Engagement with Planning

- 8.1 It was noted that an evidence gathering session had been held with officers from both the Development Management and Planning Policy teams to ascertain local policy and practice for community engagement and involvement. A further two evidence sessions were planned:
- Comparative policy and practice – Planning Advisory Service, Planning Aid for London and Islington and Camden Councils.
 - Community involvement – a consultative session with local community groups to feedback on their experience within local planning consultations.

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**Minutes of the Environment and Housing Scrutiny Panel
24th February 2014**

Present: Cllr McNamara (Chair), Cllr Alexander, Cllr Bull and Cllr Weber

In attendance: Cllr Bevan, Graham, Beattie (LBH), Gary Weston (LBH).

1. Apologies for absence

1.1 Apologies were received from Cllr Bloch and Cllr Gibson.

2. Declarations of interest

2.1 None received.

3. Deputations

3.1 None received.

4. Cabinet Members Q and Q

4.1 The Cabinet Member for the Environment attended to answer questions from the panel relating to this portfolio. To begin, the Cabinet member outlined some key service areas which have been visited since being in post (September 2013). It was noted that the Cabinet member had:

- Met with street sweeping staff to assess how operations could be improved. The Cabinet member was impressed with the front line officers and the work that they were undertaking across the borough.
- Met with refuse collections teams and been out on refuse collection rounds to better understand some of the challenges that front line staff face;
- Met with all parks staff across the borough, visited Green Flag accredited parks and those that intended to apply for Green Flag status in the near future.

Waste Contract Performance

4.1 The panel noted that the performance for key waste and recycling indicators was improving. In respect of the recycling rate, it was noted that the council reached last year's target and was on course to reach this year's target (35.4%). It was also noted that street cleanliness assessments had also improved through 2013/14.

4.2 There were two issues however, which were proving more difficult to resolve, these were fly tipping and fly posting. The service was working with Veolia to help improve performance in these areas and had reinforced this as a priority with street cleansing staff.

Waste Contract Monitoring

4.3 The panel sought further clarification as to how the contract with Veolia was monitored now that the Waste Contract Monitoring Group was no longer in operation. It was noted that monitoring of the waste contract took place at numerous levels:

- Weekly on an operational basis with officers;
- Every three months for high level strategic assessments with lead member.

- 4.4 It was noted that with the demise of the Waste Contract Monitoring Group, there were no opportunities for local ward councillors to raise waste issues directly with the contractor and officers. As a result, the process of getting resolutions to local waste collection problems had become slower and more time consuming.
- 4.5 To support its scrutiny of waste and recycling services, it was suggested that it would be beneficial if the EHSP could receive regular quarterly reports of key issues within local waste contract monitoring (e.g. recycling performance, food waste from flats, enforcement, fly tipping).

Agreed: That a quarterly report of Waste Monitoring Data is provided to the EHSP, with the Chair to agree with Cabinet member the nature of such data to be provided. This is to be requested at the first OSC Cabinet meeting of the new administration.

Hard of hearing access to Veolia call centre

- 4.6 The panel noted that an elderly resident had tried to call the Veolia call centre but there was no provision for hard of hearing. The Cabinet member indicated that this would be followed up at a future monitoring meeting with Veolia.

Action: Single Front Line to follow up provision for hard of hearing at Veolia call centre.

Purple Bags

- 4.7 Members of the panel raised ongoing problems with kerbside collections of purple bags. Initial investigations would suggest that there are insufficient wire back collection vehicles to provide cover if any of the fleet break down. As a result, when break downs did occur, rubbish remained uncollected (which then raised further issues concerning foxes and other vermin).

Action: Single Front Line would raise this issue with Veolia at the next monitoring meeting.

Waste vehicles

- 4.8 The panel noted that waste collection vehicles had occasionally been noted to be travelling in the wrong direction up one way streets. Whilst it was noted that the size vehicle and narrow roads may limit manoeuvrability, it was suggested that this issue should be raised with Veolia as it did not set a good example.

Action: Single Front Line would raise vehicle transgressions with Veolia at the next monitoring meeting.

Rationalisation of bins

- 4.9 The panel noted that the number of bins on streets remained problematic in some areas and sought further clarification on what was being done to support rationalisation of bins. In its previous investigation of waste and recycling services, the panel made a recommendation that further support (e.g. a how to guide) should be developed and distributed to local residents to support those wishing to reduce the number of bins outside properties. It was noted that with the high rate at which households moved in and out of the borough, such information may need to be re-distributed to maintain local awareness.

Action: Single Front line to clarify the availability of the bin rationalisation leaflet and its availability and future distribution.

Bins without lids

- 4.10 The panel noted that there were ongoing issues with waste bins without lids. It was noted that whilst resident can be report this to Veolia, waste collection teams should be reporting this to Veolia as and when lidless bins are identified. The panel noted that this would be raised with Veolia.

Action: Reporting procedure for waste bins without lids to be confirmed with Veolia.

Fly tipping

- 4.11 The panel noted that fly-tipping was an ongoing problem in some areas of the borough. It was suggested that more should be done to publicise successful prosecutions of those caught fly tipping to act as deterrent to other potential offenders.

- 4.12 It was confirmed to the panel that the Neighbourhood Action Team could follow up enquiries relating to suspected illegal disposal of trade waste. The NAT team can investigate vehicles suspected of illegal dumping as it can be verified if the operator has a trade waste license.

- 4.13 It was confirmed that the service had recently met to identify improvements to how the service responded to fly tipping incidents, particularly in relation to how information is collected, analysed and acted upon. It was noted that further work was being undertaken to help improve local intelligence gathered from street sweepers to help identify illegal dumping and promote its speedier removal..

Agreed: An update is to provided to the panel on fly tipping, trade waste licenses and enforcement (possibly included in quarterly report).

- 4.14 The panel noted that with the new waste and recycling collection system, large household items could be collected for free via Veolia. It was suggested that this information may need to be re-communicated to local residents as part of an ongoing education and awareness programme.

Street Sweeping

- 4.15 The panel noted that header roads on the ladder did not appear to be being swept regularly, which was leaving the public realm looking very untidy. It was noted that NAT would enquire as to the frequency of sweeping in this area.

Action: NAT to assess frequency of street sweeping on header roads on the Haringay Ladder.

Disposable nappies

- 4.16 The panel sought clarification as to what support was available for families with young children wishing to dispose of nappies. It was confirmed to the panel that non reusable nappies are retained within residual waste and sent to landfill/ incineration. The panel noted that dedicated advice was available on the Haringey website about nappy disposal, including schemes to encourage use of real or reusable nappies.

Dog excrement

- 4.17 The panel noted that there were ongoing issues with dog excrement, in that this was not being removed within regular road sweeping rounds. It was reported to the panel that road sweepers should have appropriate tools to enable them to dispose of this safely.

Action: Follow up with Veolia to ensure that road sweepers systematically dispose of dog excrement where this is located.

Street Banners

- 4.18 The panel sought clarification on the use of street banners on road railings. It was noted that there had been no change to the local policy of not allowing any banners on road banners on the grounds of public safety as these may restrict the vision of motorists, pedestrians and other road users.

Finsbury Park Steering Group

- 4.19 The panel noted that in response to the recent call-in of the Councils Event Policy, a Finsbury Park Steering Group had been established and a first meeting held. It was noted that whilst there was member representation in this group, not all local members had been invited to keep the group to a manageable size. The group were already discussing plans for the first major event being held in May 2014.

Road resurfacing

- 4.20 It was noted that there were a number of roads that were in state of disrepair and which needed substantive resurfacing work (e.g. Wolves Lane, White Hart Lane). As a response the panel noted that:

- Increased spending was detailed within the new programme of road surfacing which had recently been agreed;
- It was confirmed to the panel that part of White Hart lane would be resurfaced in the next programme of road resurfacing works (2014/15) and that local councillors would be engaged ahead of this process.

Encroachment on local parks

- 4.21 It was noted that the Cabinet member had met local parks representatives and discussed local issues. An issue emerging from some local parks was encroachment (and poor maintenance) of properties adjacent to the park. It was suggested that the legal position of the Council should be ascertained in being able to reclaim any land taken or to require remedial work on adjacent properties.

Action: Scrutiny to ascertain the legal position of the Council in respect of park encroachment.

- 4.22 The panel thanked the Cabinet Member for attending and responding to questions within the environment portfolio.

5. Waste and recycling report - follow up

- 5.1 The panel noted that substantial progress had been made in developing the food waste collection system from 25,000 local flatted properties. A pilot scheme involving 1,500 flats (Homes for Haringey, RSLs and private developments) was operated over September to October 2013. The pilot scheme had been successful with particular note to:

- The tonnage of collected food waste was higher than expected (26 tonnes);
- Improved performance in collection of dry recyclables recorded at test sites;
- Low contamination of food waste bins.

5.2 The panel noted that the learning from this pilot would inform the roll-out to all flats in June 2014. In other follow up points from this report, the panel noted that:

- An outreach team from Veolia had been very active in the pilot scheme areas and had received positive feedback from residents;
- £200k had been secured by the Council to purchase reusable bags for tenants in flats to support dry recycling;
- Leaves collected from the roadside can no longer be included within green recycling due to possible contaminants;
- Our Haringey enforcement reporting App was now in full operation and use was growing.

5.3 The panel noted that due to resource pressures, the conversion of twin waste chute flats (one to recycling and one retained for residual waste) had not been progressed. This would be looked at once the food waste programme had commenced.

5.4 The panel noted that a fuller response to the recommendation to further develop education work to improve recycling in schools had been expected. It was suggested that this should be included within the quarterly report to EHSP as agreed earlier.

Agreed: Recycling education for recycling given in schools to be included within quarterly update to EHSP.

5.5 Then panel noted that a near 6% increase in recycling rate was attained for 2012/13 to 32% and that the 2013/14 target of 35.4% was likely to be achieved. Future recycling targets would be challenging however, and that the Council was working with Veolia to develop strategies to further improve local recycling performance.

Environmental Champions

5.6 The panel noted that the Council had now recruited 20 local Environmental Champions across Haringey. The group had met a number of times and were being provided with training from Veolia and other sources.

5.7 It is hoped that this group would help to improve notification of local environmental problems (waste dumping), help develop local capacity of local groups to respond to environmental issues and provide a contact group for the Council in the development of local environmental initiatives.

5.8 The panel noted that it would be useful to be made aware of local Environmental Champions so that these could be supported further in the community.

Action: That local Councillors are informed of Environmental Champions in their ward.

5.9 The panel thanked officers for the preparation of this report and for responding to their questions about it.

6. Strategic parking in Tottenham - follow up

6.1 The panel noted that substantive progress had been made against the recommendations agreed in its scrutiny report from 2012/13. There had been a minor delay in the implementation of the Phillip lane scheme to allow works to coincide with road resurfacing. The issue of pop-up parking had been investigated and a number of possible options were being discussed and strategies for action would be developed in 2014/15. It was noted that:

- Match Day Parking Scheme Approved
- Stoneleigh Car Park C was now open to the public;
- New corporate signage was being rolled out - including new signage for car parks;
- Streetscape had been softened in car parks.

6.2 In relation to Phillip Lane development, the panel noted that most of the planned improvements had been made and that a site visit had been undertaken to inspect completed work. There were a few outstanding issues:

- Loading bays were still present on Jansen Road as TFL were not in agreement for removal. This was still being pursued.
- A review of CPZ spaces is being undertaken;
- As all works are undertaken under an Experimental Traffic Order, this allowed for further review and amendments within the scheme.

6.3 Security in Council operated car parks was discussed by the panel. It was noted that mobile CCTV would be used to help identify fly tipping and ASB to make car parks look and feel more welcoming to users. It was noted that improved signage to car parks would help to increase turnover which may help users feel safer whilst using it. It was suggested that Homes for Haringey, RSLs and local businesses could be approached to resource efforts to soften / reclaim landscape of car parks, and that local environmental (Groundwork / TCV) groups could be contacted to maintain these with the local community.

6.4 The panel noted that this holistic approach to resolving local traffic pinch points (as exemplified through the Phillip Lane Scheme) had been very successful and provided good value for money and that the Highways Service was looking to identify other areas where the model could be re-applied. It was suggested that the service may provide a short update once the Phillip Lane scheme was fully completed. The panel suggested that it would be useful to include a pictorial update to enable members to full assess the impact that changes have made.

Agreed: A further update is provided to the panel once the scheme has been completed (to include pictorial evidence where possible).

6.5 The panel noted that the North Tottenham Parking Scheme would move in to Phase 2 later in the 2014 and a second tranche of funding would be released. This phase would also include a review of the existing CPZs. The panel noted that it would be beneficial if the Council were replace the current processes where CPZs were implemented 'piecemeal' across the borough with a more holistic approach as this may help to:

- Remove anomalies;
- Provide further clarity and consistency;

- Limit displacement that occurs in new schemes;
- Improve scheme costs.

Agreed: the panel indicated that it may be helpful to revisit CPZ policy in the new municipal year.

7. Minutes of the previous meetings.

These were deferred to the next meeting.

8. Date of next meeting.

20th March 2014

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MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
THURSDAY, 23 JANUARY 2014

Councillors Councillors Bull (Chair), Winskill (Vice-Chair), Adamou, McNamara and Newton

Also Present: **Co-optees:** Yvonne Denny and Evan Reid
Officers: Kevin Bartle (Assistant Director, Finance), George Bruce (Head of Treasury and Pensions), Nicholas Keeling (Arlingclose), Laura Wingham (Arlingclose), Jon McGrath (Assistant Director, Property & Capital Projects), Dr Fiona Wright (Assistant Director, Public Health), Gerald Alexander (Chair of the Barnet, Enfield and Haringey Local Pharmaceutical Committee), John Nunney (Vice-Chair of the Barnet, Enfield and Haringey Local Pharmaceutical Committee), Melanie Ponomarenko (Scrutiny) and Felicity Parker (Clerk)

MINUTE NO.	SUBJECT/DECISION
OSCO01.	<p>WEBCASTING</p> <p>The Chair introduced all present to the meeting and informed them that the meeting was being webcast.</p>
OSCO02.	<p>APOLOGIES FOR ABSENCE</p> <p>Apologies for absence were received from Mariatta Ezeji.</p>
OSCO03.	<p>URGENT BUSINESS</p> <p>There was no business to discuss.</p>
OSCO04.	<p>DECLARATIONS OF INTEREST</p> <p>There were no declarations of interest.</p>
OSCO05.	<p>DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS</p> <p>None.</p>
OSCO06.	<p>TREASURY MANAGEMENT STRATEGY STATEMENT</p> <p>George Bruce – Head of Treasury and Pensions – and Kevin Bartle – Assistant Director, Finance – introduced the Treasury Management Strategy Statement (TMSS). Nicholas Keeling and Laura Wingham from Arlingclose (Treasury Management Advisors) were also present.</p> <p>The TMSS was a three year future looking plan. This report had been considered by the Corporate Committee, and comments made by Overview and Scrutiny would be fed back to Corporate Committee for final approval, and then the report would be ratified at Full Council.</p> <p>NOTED the discussion and responses provided to the Committee:</p>

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THURSDAY, 23 JANUARY 2014**

- Treasury Management would not be responsible for making decisions with regards to selling or renting properties in order to raise revenue. TM worked within the boundaries of political decisions, and gave advice based on Council policies.
- The Council had borrowed £30m less than last year, which saved over £1m in interest payments.
- The plan was to not borrow long-term, and to run down cash balances. Any borrowing that was required could be by short-term loans, with minimal interest.
- Internal borrowing had enabled millions of pounds in interest payments to be saved.
- The quantum of cash available for investment had reduced substantially and cash was mainly invested for the short term.
- There were a number of factors taken into consideration when looking at banks – credit rating, market measures. The list of recommended banks was reviewed on a monthly basis.
- There were two main changes to the investment policy outlined in the report:
 - The introduction of ‘non-specified’ investment for banks which were not the highest quality. ‘Specified’ investment for banks of the highest quality. The minimum rating had been increased to AA- for the specified investment category and any which fell below this rating were now classed as non-specified. The overall minimum credit rating which the Council would invest with had remained the same – the change was structural to allow differentiation between the quality.
 - Concept of investing in non-UK banks, but only where the country was AAA rated and the bank was A- rated. There currently wasn’t any intention to invest with these over the next 12 months, but it was felt to be appropriate to include these within the framework. The reason for the change was that UK banks were not necessarily of the highest quality compared to other banks globally and it was beneficial to have greater diversification in investment opportunities.
- Overseas banking was monitored on a daily basis with updates provided by Arlingclose. Monitoring was done on the same basis as UK banks, for example, looking at regulations and ensuring that there was a safe environment and considering Credit Default Swaps and share prices.
- An internal audit took place every year, and was carried out by Deloitte. Treasury Management was also audited on an annual basis.
- Credit Union investment was considered as high risk and was therefore dealt with as bad debt provision.

The Committee had no amendments to make to the report and it was agreed that the report be referred on to the Corporate Committee.

The Chair thanked all for attending.

OSCO07.

CIVIC PRESENCE

Jon McGrath - Assistant Director, Property & Capital Projects – presented the report on Civic Presence.

NOTED:

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
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	<ul style="list-style-type: none"> • The report was a statement of intent and outlined the essence of the project and the purpose behind it. • This was a piece of work to identify how the Council's assets could be used in the best way for the Council. It currently covered buildings – land could be looked at in another project. • A further paper would be available in March, and this would facilitate further discussion. • There was a 2nd stream of work running in conjunction with this project on community buildings – each of these pieces of work would feed into an overall strategy. • The ceremonial function was very important and there were no set ideas on how this may look in the future. Further papers would provide suggestions for the Council's ceremonial functions. • There were no preconceived decisions – everything was up for review. • The Committee were assured that there would be Member involvement in each of the strands of work being done around the property portfolio. <p>Actions:</p> <p>To provide the Committee with an update on the Smart Working review. ACTION: Jon McGrath</p> <p>The Chair thanked Jon for attending the meeting.</p>
OSCO08.	<p>MEN'S HEALTH REVIEW UPDATE</p> <p>Dr Fiona Wright – Assistant Director, Public Health - provided an update on the Men's Health Review from 2012. Also present were Gerald Alexander – Chair of the Barnet, Enfield and Haringey Local Pharmaceutical Committee – and John Nunney – Vice Chair of the Barnet, Enfield and Haringey Local Pharmaceutical Committee.</p> <p>NOTED:</p> <ul style="list-style-type: none"> • There were 21 recommendations in the report, and responses / updates to these recommendations had been provided. • The review found that men underuse health services and prevention programmes. The biggest contributors to death were cardiovascular disease and cancer. • In terms of liaison with licensing, a health impact assessment was carried out which covered gambling and fast food outlets. One of the outcomes was that local food traders were encouraged to provide healthier catering programmes. • There was no data available to see whether there had been an increase in male attendance at GPs, but there were schemes in place to encourage men to attend. • Key pharmacy campaigns were now set nationally rather than locally. • There were also a number of programmes commissioned to feed into the Tottenham Regeneration programme.

**MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE
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	The Chair thanked all for attending.
OSCO09.	<p>BUDGET SCRUTINY REPORT</p> <p style="text-align: center;"><u>Councillor Winskill in the Chair</u></p> <p>NOTED the recommendations as set out in the report.</p> <p>Councillor Winskill commented on the advertising figures for Haringey People and stated that they should renew efforts to increase these so that the costs of production could be covered by these.</p> <p>RESOLVED to note the report and refer the recommendations to Cabinet.</p>
OSCO10.	<p>OSC PROJECT WORK</p> <p style="text-align: center;"><u>Councillor Bull in the Chair</u></p> <p>NOTED the date of the next project meeting on 6 February 2014.</p>
OSCO11.	<p>SCRUTINY PANELS REPORT BACK</p> <p>NOTED the minutes as set out in the agenda pack.</p>
OSCO12.	<p>OSC FORWARD PLAN</p> <p>NOTED the OSC forward plan.</p> <p>The Chair informed Scrutiny Panel Chairs that if an extra meeting was required, then there was capacity to do so as long as it took place before purdah began on 14 April 2014.</p>
OSCO13.	<p>FORWARD PLAN</p> <p>NOTED.</p>
OSCO14.	<p>FEEDBACK FROM CHAIRS OF AREA COMMITTEES</p> <p>None.</p>
OSCO15.	<p>NEW ITEMS OF URGENT BUSINESS</p> <p>None.</p>
OSCO16.	<p>MINUTES</p> <p>RESOLVED that</p> <p>i) The minutes of the meeting held on 25 November 2013 be approved as a correct record.</p> <p>ii) The minutes of the meeting held on 16 December 2013 be approved</p>

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	<p>as a correct record.</p> <p>iii) The minutes of the meeting held on 6 January 2014 be approved as a correct record, subject to the following amendments:</p> <ul style="list-style-type: none"> - That a note be included under the deputation made by Sally Billot to state that she had contacted the Chair after the meeting to clarify that she was speaking at the meeting in her capacity as a local resident - Councillor McNamara had recommended that the use of ‘protective’ surfaces be investigated, not ‘multi-use’ surfaces <p>Members also suggested that if meetings were not able to take place in the Council Chamber, then they should be audio recorded so that there was a record available in place of a webcast.</p>
OSCO17.	<p>FUTURE MEETINGS</p> <p>NOTED the date of the next meeting on 17 March 2014.</p>
OSCO18.	<p>SCRUTINY COMMITTEE ACTIONS REQUESTED</p> <p>NOTED.</p>

Chair

The meeting ended at

Councillor

Chair

SIGNED AT MEETING.....DAY

OF.....

CHAIR.....

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Overview and Scrutiny meeting – The Laurels

27th January 2014

Committee Members present: Cllr Bull, Cllr Adamou, Cllr Winskill

Co-Optees present: Yvonne Denny

- Circle 33 own and lease the property to Haringey Council. The Council then leases the property to NHS Property Services. NHS Property Services then leases individually to the Practices.
- The three main providers at the Centre are Chestnuts Park Surgery, Laurels Medical Practice and Whittington Health.
- Whittington Health provides services including palliative care, dietetics, podiatry, and children's services from the Centre.
- The building is maintained by NHS Property Services.
- There is currently an Acting Centre Manager employed by Whittington Health. Issues should come through via this post and Practice Managers
- There is an NHS Property Services Helpline which can be used to report issues.
- Differentiation between physical and non physical/customer/practice related issues.
- NHS England holds contracts with the two GP practices in the Centre. This is an Alternative Provider Medical Services (APMS) contract with the Hurley Group for Chestnut Park Surgery, which is time limited and a Personal Medical Services (PMS) contract with the Laurels Medical Practice. The GMS contract is a national contract and is not time limited.
- The APMS contract has the same core requirements as the PMS contract but with a few additional requirements.
- Rent, rates and clinical waste charges are the responsibility of NHS England – this first came into being from the 1966 Doctors' Charter and the latest position is governed by the Premises Directions.
- NHS Property Services had not previously been aware of any issues relating to the Centre, this included when NHS North Central London held the lease to the Centre prior to the handover to NHS property services with the creation of Clinical Commissioning Groups.
- An NHS Property Services Property Manager had visited the Centre over the past 9 months and had been dealing with issues such as car parking and signage.

- There was discussion around whether Whittington Health and the two GP practices could jointly buy the Centre. However whilst NHS Property Services would consider a business case as this is technically possible, it is highly unlikely due to the costs associated and the fact that there is a continuing service need for the Centre so that the asset was not surplus to requirements.
- It was noted that there are currently new organisations involved in the Centre and willingness across all of the organisations to improve the Centre.
- Concern was raised that Practice Managers do not know who to go to with buildings issues and that their role was to manage the GP practices and not the building. Also that there were security issues, with the police being called almost on a daily basis.
- It was noted that the NHS Property Services Manager should be the link for buildings issues.
- A Practice Manager noted that they had informed the Property Manager about the issues around reception and communal areas and that the chairs in reception had been an issue since 2007. It was also felt that the signage on the front of the building was confusing to patients as it had not been updated since 2005 despite a number of changes in the Centre.
- Whilst Whittington Health do not have any contractual obligations for the overall Centre (apart from Health and Safety) they were happy to take the lead at the Centre if the Practices wanted them to do this.
- There was consensus that one provider should take the lead for the buildings issues with the Centre.
- Committee Members queried whether there are regular tenants meetings between the providers at the Centre along with representatives from each Patient Participation Group and were informed that whilst this does happen it is not on a regular basis.
- OSC Members noted that there may be a perception amongst patients that they are unable to move to another practice should they wish to and that this may lead to complacency by Practices. In response NHS England informed attendees that any patient who wished to move to another practice can do so and that a list of local practices could be found on the NHS Choices website. There should not be an obstacle in moving.
- OSC Members queried whether patients who could not get an emergency appointment would instead attend A&E and whether this could be linked back to practices. NHS England informed attendees that the Clinical Commissioning Group is currently doing some work on this. Previous examples of this work done in other areas have shown that changes in A&E attendance data correlate with GP surgery times.

- The two practices open at different times as well as Whittington Health services, this often leaves one practice having to deal with patients they are unable to assist. An example of this is people queuing from 7.30am when one practice does not open until 8.30am.
- Chestnut Park Surgery provided an update following the Hurley Group taking over the Practice in July 2013.
 - Chestnut Park Surgery has been managed by the Hurley Group since July 2013.
 - The Hurley Group manage 18 GP practices across London.
 - Will have a fully established team within the next month.
 - The Hurley Group representative felt that reception is confusing, ownership of communal areas is confusing, and queues are confusing for patients.
 - It was suggested that there should be one integrated reception and IT system with one practice or provider leading on the running of this on behalf of all of the providers in the Centre. This would enable there to be:
 - One queue for patients
 - One clear agenda for how things were run
 - One clear responsibility for communal areas.

Cllr Bull invited patients to share their experiences and comments. The following points were noted:

Laurels Medical Practice

- One patient informed Members that getting through on the phone to make an emergency appointment is virtually impossible. It can take up to 20-30 minutes to speak to someone on the phone and you are then informed that there are no appointments available.
- This was reiterated by another patient who shared an experience of calling for three days in a row to get an appointment and could not get an answer on the phone. The patient then physically came to the Centre to book an appointment and was informed that they had to call between 9 and 9.30am the following day to book one, the patient informed the staff member that they had called at this time for 3 days and was informed that they had been too busy to answer the phone.
- Patients raised concerns about emergency appointments being used for people to obtain a sick note from work which it was not felt was an emergency. It was noted that this had been raised for a long time through the Patient Participation Group.

- Some reception staff are extremely helpful, however there are examples of reception staff who appear to be very indifferent.
- In response to the above comments a Laurels Medical Practice GP made the following comments:
 - From 1st April a new system would be put in place whereby the number of emergency appointments would be doubled and the number of staff taking calls to book the emergency appointments would also be doubled.
 - If a person has physically come to the surgery and contacted him then he will ensure that he sees them at the end of the day. It was noted that this is just the practice of the GP in attendance and so not all GPs would offer this.
 - Reception staff are unable to say what is an emergency appointment or not, if a person calls and says it is an emergency then it has to be treated as such.

Chestnuts Park Surgery

- A patient who had made a number of complaints associated with the above practice over a number of years, often due to repeats of the same situations, made the following points:
 - It was felt that an action plan for improvement should be put together and monitored by OSC.
 - Patients do not care about what a practice is called, they just want access to good services.
 - There is a high turnover of GPs at the practice, however those who are there tend to be good.
 - The clerical support for the practice is poor.
 - There should be a lead clinician at the practice.
 - A good response had been received to his concerns by the Hurley Group.
- Another patient noted that they have seen improvements recently and feel there is a light at the end of the tunnel.
- In response to issues raised, the Hurley Group made the following points:
 - The Hurley Group apologises for any bad experiences to date at the surgery.
 - The Hurley Group have had to recruit GPs and nurses for the practice as there were none when they took over.

- There will be a Partner at the practice who is coming from a practice in Muswell Hill. This person had needed to give 6 months notice from the current practice, hence the delay in starting.
- An entire team will be in place at Chestnut Park Surgery from February 2014.
- The current team is bruised from having 5 different organisations over 5 years managing the practice and so work has been ongoing to improve morale and ensure consistent services with existing staff.
- Patients should see a marked improvement at the practice in 12/18 months, with some improvements a lot more noticeable sooner.
- It was noted that the majority of complaints relating to the Centre are associated with the reception and Members queried who would pay for a reconfiguration of the reception area. NHS Property Services informed attendees that the Property Manager should be involved in discussions around this and that a scheme would need to be agreed and a Capital Bid put together for consideration.
- NHS England informed attendees that:
 - GP contracts do not specify anything in detail about accessing GPs. From a financial perspective the contract is constructed on a calculation of 72 appointments per 1000 population per week (the Carr-Hill formula). Contracts do not specify scheduling, interval of appointments or skill mix of staff at surgeries.
 - NHS England do not have access to data or GP IT systems to see how many appointments are made per week.
 - More on-line services are being rolled out from 1st April this year in every GP practice. This includes online booking of appointments and repeat prescriptions.
 - Community Pharmacies are a seriously underutilised resource for the population to access.
 - From an NHS England perspective there are ways to ensure services are improved, from a more gentle developmental approach to a stronger more forceful contractual approach.

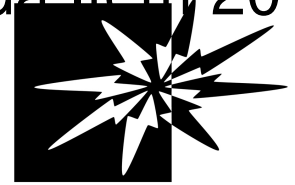
OSC requested actions/recommendations:

- Quarterly meetings between the providers and Patient Participation Groups.

- NHS Property Services to email providers with contact details to report any issues and also an outline of exactly what aspects of the Centre NHS Property Services is responsible for.
- Providers to have a joint meeting as soon as possible to:
 - Draw up a joint list of everything which they feel needs to be sorted out as soon as possible.
 - Come up with an 'ideal' structure to enable improvements to take place.
 - Patients should be included in these discussions.
- Reception staff to receive a Customer Services refresher course. This training should include clear guidance on what Centre policies are.
- There should be a refresh and reinvigoration of Patient Participation Groups in both practices.
- NHS Property Services address the signage issues in the short term to reduce the confusion from the current signage.
- Users of the Centre and Property Services to look critically at the reception being integrated
- The practices to put the proposals into a development plan and share with NHS England/OSC

Regeneration, Planning & Development

Property & Capital Projects Team


**Smart Working Programme Office Accommodation Plan
 Programme Board – Update for Overview & Scrutiny Mar 14**

Haringey Council

Background

In September 2013, Directors Group approved a report that set out the objectives of the Smart Working programme and agreed a proposed Office Accommodation Plan and the programme for accommodation moves. This Plan set out a proposed consolidation of standard office accommodation in River Park House and Alexandra House and the creation of new 'smart working' environments to achieve greater integration of services and more flexible ways of working.

Update

The rationalisation of the office accommodation under SMART working continues. A series of accommodation moves have taken place since September 2013 and the programme of moves remains on target to complete by end December 2014. The exact dates of a number of the phase 2 moves are currently under review to account and reflect for the recent organisational restructure.

The table below confirms the current status of the accommodation moves:

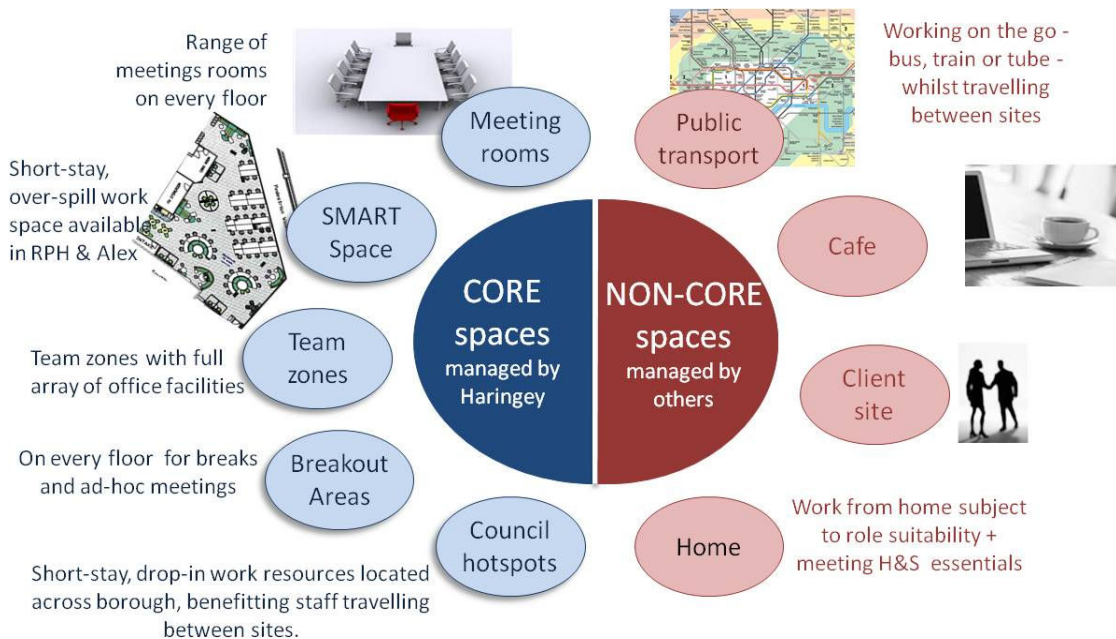
Team	From	To	Planned Move Date	Update 05.03.14
Phase 1 September – February				
CYPS -Directorate, 54k, Virtual Sch., Child. in Care	48 Station Rd + RPH Podium S	RPH 1	October 2013	Completed
CE, Directors, PAs & Del. Unit	RPH 8 & 5S	RPH 5	November	Completed
CYPS - Safeguarding & Support	48 Station Road	RPH 1	November	Completed
CYPS - Fostering & Placements	Cumberland Rd.	RPH 1	November	Completed
Finance Serviceso	Alex. House L6	48 Station Road	November	Completed
Finance Services (decant)	Alex. House L5	48 Station Road	November	Completed
Revs, Bens. & Customer Serv.	Alex House L6	Alex. House L3	November	Completed
Set up RPH overspill space	RPH Podium S	RPH Podium S	November	Completed
CYPS - QA & Safeguarding	48 Station Road	RPH 1	December	Completed
Legal Services consolidation	Alex. House L7	Alex. House L7	January	Completed
HR (decant)	Alex. House L4	Alex. House L5	January	Completed
Asset Management	Alex. House L1	Alex. House L6	January	Completed
Capital Projects and Property	Alex. House L1	Alex. House L6	January	Completed
Audit & Risk Management	Alex. House L1	Alex. House L7	January	Completed
HR	Alex. House L5	Alex. House L4	February	Completed
IT Services	RPH 3N&S	RPH 3N	March	Completed
Member Services consolidation	RPH 5S	RPH5S	March	Completed
RBCS	Alex. House L2	Alex. House L1	tba	*
Customer Serv. Transformation	RPH 3S	tba	tba	*

Team	From	To	Planned Move Date	Update 05.03.14
Phase 2 March – June				
Communications	RPH 8	RPH 3S	tba	*
Strategy & Bus. Intelligence	RPH 7	tba	tba	BU discontinued
Procurement	Alex. House L5	Tba	Tba	*
Place – Planning	RPH 6N	Tba	Tba	*
Place – Environmental Serv. & Comm. Safety	RPH 2N&S	Tba	Tba	*
Place – Tottenham Team	RPH 6S	Tba	Tba	*
Place – Strategy & Regen./NLSA	RPH 6S	Tba	Tba	*
Place - OP&CS (RPH4)	RPH 2N&S	tba	tba	*
Phase 3 July - December				
Adult Services	Cumberland Rd.	RPH 6*	July/August	
Finance	48 Station Road	RPH 9*	September	On schedule
Housing Services	Apex House	RPH 7 and 4S*	September/October	On schedule
CYPS (PDC, Civic Centre, Cumberland Rd, 48 Station Rd)	Various	RPH 2*	November/December	On schedule

* These moves are under review as they are affected by the restructure, Customer Services Transformation, the Capital Works element and staff number changes.

In parallel with the accommodation moves, design options for the Smart Working capital projects are also under development to provide a Business Suite, SMART space and improve the linkages between Alexandra House and River Park House buildings at podium level. These capital works will be undertaken during the last phase of the accommodation moves.

The Smart Working programme also aims to support wider organisational change and a move towards becoming a more agile Council by providing new working environments. Smart Working involves changing the way we work; instead of personalised desk space everyone will be allocated a team zone and encouraged to work in the setting most appropriate to the task in hand. The diagram below illustrates some of those work settings that are being promoted and supported by the programme:



All teams are being encouraged to agree their own local approach to how it may adopt the change and introduce new ways of working. Workshops an e-learning course and materials have been made available on the intranet to support staff and managers in preparing for the changes.